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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 Trusteeship Council at its 319th meeting on 5 February 1951 on the form of its future reports, the Secretariat has prepared the following working paper as a preliminary draft of the chapter relating to New Guinea to be included in the next report of the Trusteeship Council to the General Assembly. In accordance with the same decision, each sub-section of the draft will be supplemented by such additional information as may become available during the Council's examination of the report and by such observations and recommendations as the Council may wish to include.

NEW GUINEA

I. GENERAL CONSIDERATIONS

The Territory, consisting of the northeastern part of the island of New Guinea, the Bismarck Archipelago and the northern islands of the Solomon Group, has a land area of 93,000 square miles and includes approximately 600 islands. The greater part of it is extremely rugged and rainfall is heavy. The climate is hot and humid on coastal plains but cooler in areas of higher altitude.

The total indigenous population estimated at 1,090,332 consists of a great diversity of physical types and linguistic groups, among whom many differences exist.

The Visiting Mission of 1953 emphasized in its report that there was no real parallel between physical conditions in New Guinea and those in the other Trust Territories. It felt that these conditions must be taken into account in any realistic appraisal of the Territory. The Mission was impressed by the excessive fragmentation of indigenous society; it noted that in many parts of the Territory a chronic state of warfare existed until comparatively recent times. In seeking to appraise realistically the situation as it exists at present, and without taking into account past actions by the Administration, the Mission could not help feeling that some of the discussions which had taken place on the political advancement of the indigenous people had been premature. It was of the opinion that, while the pace of political development could and should be accelerated it would be unrealistic to assume that the existing tribal structure could be greatly modified in the very near future, and that at this stage a meaningful territory-wide political organization was difficult to imagine. In making this statement the Mission was not unaware of the possibility that political development, once properly initiated, might eventually gain a momentum difficult to gauge at the present time.

The work of training the people in the purposes and processes of representative institutions even at the village level had only been started in a few areas and the process of establishing political systems above the village level was not yet beyond the blueprint stage. The Mission believed

that the training in representative Government was a task which should be prosecuted with all possible speed, and that in this process use might be made of indigenous inhabitants from those villages where representative institutions had already been established.

The Mission also found the economic development of the Territory difficult and slow, and requiring, in particular, co-ordinated planning.

II. POLITICAL ADVANCEMENT

General administration

The Territory is administered under the Papua and New Guinea Act 1949-1950 which provides for a joint administration of New Guinea and the neighbouring Australian possession of Papua. The organs of government comprise an Administrator charged with administering the combined territories; an Executive Council, consisting of not less than nine officers of the joint administration appointed by the Governor-General, which advises and assists the Administrator; and a Legislative Council which is empowered to make ordinances for the peace, order and good government of the combined territories. The Administrator is appointed by the Governor-General of Australia. The position of Assistant Administrator has recently been created and the first appointment was made in September 1951.

Under the Administrator, twelve government departments provide administrative and technical services for both Papua and New Guinea, except in the case of public works, for which control and staff are provided by the Department of Works of Australia.

With the division of the Central Highlands District to form the Eastern Highlands and the Western Highlands during the period under review, the Territory now consists of nine administrative districts each of which is administered by a District Commissioner, assisted by members of his staff.

The Visiting Mission had some comments to make on the authority of the District Commissioners. It learned that they were responsible to the Administrator, firstly through the Government Secretary in the case of activities within districts other than those concerning native administration; and secondly through the Director of District Services and Native Affairs in the case of native administration matters. The Mission gained the impression that the authority of District Commissioners was considerably circumscribed by control from administrative headquarters in Port Moresby, and that the existing administrative organization was highly centralized and gave them little freedom of action, although their advice as well as their requests appeared to receive

serious consideration at headquarters. It noted that the delays entailed by this procedure might not be conducive to efficient administration. Although it was informed that their desires were rarely disregarded by headquarters, the Mission believed that many decisions now dependent on headquarters could well be made on the spot by District Commissioners, reserving to headquarters the right of review. It was informed that the question of simplifying their lines of communication was under review.

Considerable areas of the Trust Territory not yet under normal administrative control are being brought under it by a policy of "peaceful penetration." At 30 June 1952, 69,812 square miles out of the total of 93,000 square miles were under administrative control, as against 65,570 square miles in 1951. The Visiting Mission felt that the Administration deserved the commendation of the Trusteeship Council - which hopes, with the Administering Authority to see the process completed in 1954 - regarding its record of peaceful penetration. In difficult terrain, in exhausting and unhealthy climates, administrative control had been extended with surprisingly little friction and much of the former animosity between different tribal groups had been removed. This record, the Mission felt, reflected great credit on the personal qualities of the officers concerned, who operated under strict instructions for the avoidance of violence, a fact which placed them not infrequently in considerable danger.

Administrative union

(To be completed subsequently)

Administrative service

The staffing organization of the combined territories of Papua and New Guinea increased from 1,581 to 1,601 during 1951-1952, and occupied positions increased from 1,280 to 1,293 during the same period. Of the classified positions, 395 were common to both territories and 761 were assigned to the Trust Territory and 445 to Papua. The Mission noted that established positions and those occupied had further increased to 1,632 and 1,404 respectively by 31 March 1953.

The Australian School of Pacific Administration, whose student body favourably impressed the Visiting Mission, provides special courses for the education of officers and prospective officers of Papua and New Guinea as well as other prescribed persons. Twenty-five students received diplomas during the year under review and twenty-six cadet patrol officers successfully completed the induction course and took up duty in the Department of District Services and Native Affairs. Twenty-eight officers commenced the two-year course of study for the diploma in 1952.

The Mission noted that although the situation had generally improved regarding personnel, many special projects had not as yet been fully staffed for the work which was to be done. It was informed in all districts of the Territory that additional personnel were needed. It learned that the present administrative policy was to fill established positions as quickly as possible and that to that end the recruitment of a large number of additional personnel had been undertaken in recent months. It was expected that difficulties would be encountered only in relation to positions for which the services of highly-trained professional and technical officers were essential. The Administration frankly recognized that the improvement of administrative services was one of the principal problems facing it. During the current year it had embarked on a scheme of forward planning and orderly recruitment and had initiated a more strict system of selection for an annual intake of recruits. It felt confident that from now on it would be able to secure the services of a better type of officer.

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

Indigenous inhabitants employed by the Administration increased from 8,409 to 8,587 during the year under review. This included 5,856 general labourers, 803 medical workers, and 543 probationers and trainees. The remaining employees consisted of smaller groups engaged in numerous occupations. In addition, 1,324 persons were enrolled in the Royal Papuan and New Guinea Constabulary.

The Native Apprenticeship Ordinance 1952 provides for the training of apprentices in trades through apprenticeship agreements which may be made between approved employers and indigenous persons over fifteen years of age who have received enough education to enable them to learn a trade. The Administration and the religious Missions continue to provide opportunities for workers to be trained in technical trades and other forms of skilled labour. The Departments of Education, Health, Agriculture, Stock and Fisheries, Forests, District Services and Native Affairs, and Customs and Marine provide training facilities for teachers, tradesmen, medical and hygiene personnel, agricultural and forestry technicians, clerical workers, ships' masters and engine attendants.

At a previous session the Council has recommended that the Administering Authority intensify its efforts to train indigenous inhabitants for more responsible posts in the Administration, and adopt a more vigorous policy of associating the indigenous inhabitants in the various aspects of the life of the Territory. The Administering Authority has pointed out in reply that the employment of the inhabitants in more advanced positions in the Administration depends upon their educational standards and their capacities to occupy such positions; and that steps are being taken by education to prepare them to take more responsible posts in all phases of the life of the Territory.

The Visiting Mission was of the opinion that the Administration should continue its efforts to draw into its services qualified indigenous people, and it believed that a strenuous effort should be made to train them for employment in the many technical services which the Territory greatly needed.

Legislative Council

The Legislative Council, established in 1951 for the combined Territories of Papua and New Guinea, consists of the Administrator, sixteen official members and twelve non-official members. Three of the latter are indigenous inhabitants, two of whom are appointed from the Trust Territory.

The Administering Authority gave the Trusteeship Council details of the work accomplished by the new legislature in its first year. In the course of two sessions, the first from 26 November to 4 December 1951, and the second from 18-26 February 1952, it passed the total of 85 ordinances of which 72 relate to the Trust Territory.

At previous sessions the Trusteeship Council has recommended that the Administering Authority should give the indigenous inhabitants greater participation in the Legislative Council. The Administering Authority has replied that if and when it is demonstrated by the experience of the council, that the interests of the Territory could be served by altering its composition, the necessary changes to the Papua and New Guinea Act 1949-1950, would be sought in the Australian Parliament.

Although recognizing its great value in the political advancement of the indigenous inhabitants, the Visiting Mission felt that at the present stage of political development in New Guinea the participation of Native members in the work of the Legislative Council could only be educational, and it believed that the Administration might wish to consider the possibility of associating additional indigenous people with the work of the Council, and of sending indigenous observers to attend its meetings, thereby giving them some understanding regarding legislative procedures.

Municipal and district government

On the municipal and district level, Town Advisory Councils exist in a number of towns in the Territory and during the period under review District Advisory Councils were established in seven districts in the Territory. They have advisory functions on matters affecting towns and districts and their membership is limited to non-indigenous inhabitants. In connexion with this limitation, and the fact that "Advisory Councils for Native Matters" are provided for in the Territory's legislation, the Trusteeship Council at its tenth session asked for information on the operation, in the light of the interests of the indigenous inhabitants, of what appeared to be its policy of creating separate advisory councils for the indigenous and non-indigenous sections of the population. It also recommended that the Administering Authority consider appointing indigenous members to the various district and town advisory councils.

The Administering Authority replied that it did not consider that the interests of the indigenous inhabitants would be served by appointing them to District or Town Advisory Councils, which were non-statutory bodies established by executive action to advise on matters mainly affecting the non-indigenous sections of the community. They were not in any way related to the "Advisory Councils for Native Matters" which were provided for in the Papua and New Guinea Act.

The Visiting Mission was informed that the officers of the Department of District Services and Native Affairs, attending meetings of the Advisory Councils, afforded protection for the indigenous inhabitants. It was also informed that there was no policy against either the election or appointment of people of any race to the District or Town Advisory Councils, but the fact was that in most cases the only people skilled or interested in managing town or district affairs were Europeans. No one was excluded as a matter of policy and this had been made clear in the directions issued to the Administrator.

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

Indigenous administration

In most of the Territory, the village still forms the largest political unit, and it is the basis of the local administration of the indigenous inhabitants. Village officials appointed by the Administration consist of paramount luluais, luluais, tultuls and medical tultuls. Luluais have certain statutory authority relating generally to the maintenance of law and order, sanitation, hygiene, census compilation and similar matters. Their powers in relation to the maintenance of law and order are restricted to the power of arrest and issue of orders. Tultuls have restricted authority and responsibility and their main duty is to see that the lawful orders and instructions of the luluais are carried out.

The Papua and New Guinea Act 1949-1950 provides for the establishment of Advisory Councils for Native Matters and Native Village Councils. The Administering Authority had previously informed the Trusteeship Council that it intended to establish a system of councils at the levels of village, area, district and region, each council acting as an electorate "authority" for the council senior to it, and the regional council electing members to the Legislative Council, thus completing what might be referred to as an electoral pyramid. The Trusteeship Council has previously urged the wide establishment of village councils and, when practicable, of area councils. It learned at its twelfth session that a total of six village councils had been established.

The Administering Authority reported that no Advisory Council for Native Matters had yet been established. As far as practicable the Native members of such councils were to consist of persons who had performed meritorious service as members of village councils, and there were not a sufficient number of the latter in operation to provide members for Advisory Councils. It stated that a Native Authorities Section had been established within the Department of District Services and Native Affairs and that officers in this section specialized in indigenous local government questions and provide the necessary guidance and assistance particularly in the early stages of a village council's existence. Officers of the various departments of the Administration also provided advice and assistance. In addition to the statutory village councils, unofficial village councils functioned as purely advisory bodies. These groups received guidance and tuition in the ways of local government and were being assisted towards the time when they would be able to assume the responsibilities and functions of official councils.

The Visiting Mission was favourably impressed by the degree of autonomy that had been granted to the official village councils but considered that their development should be carefully watched to ensure that the authority granted them in the relevant ordinance was not diminished in practice by conflict for authority between them and Administration officials or other officials,

such as village constables, who were theoretically under the control of the councils. The transition from the chief and luluai system to the council system, it felt, might easily be marked by power struggles in village politics, with resultant frustration and disappointment if the old system died too hard.

The Mission held meetings with members of all six councils and was greatly impressed by the enthusiasm of the people for this new development. It noted that their work embraced more than local government. Their Council houses were being used as centres for social and sporting activities. They were encouraging indigenous production by purchasing motor trucks and boats to carry produce to markets and by opening stores for its purchase and for trade goods. They had plans for such projects as the purchase of unoccupied plantations, the establishment of saw mills, and the operation of rice mills.

Although it was clear to the Mission that large groups were not yet at the stage where councils could usefully be introduced, there were many who lacked only assistance from the Administration in order to take this step. It was much interested in the immediate possibility of establishing additional councils, and learned that the development of councils in Kavieng, Wewak, Madang and Lae was to commence as soon as the population had sufficient income to enable them to function efficiently. This condition was being fostered by rural progress societies and/or co-operative activities in three of the districts; village council activity would follow within a period of approximately two years. Immediate development, however, would take place in the New Ireland and Manus Districts.

The Mission was firmly convinced that a speedy development of the Village Council system would do much to hasten the political advancement of the Trust Territory. It was aware of the assistance which many of the indigenous people would need in order to establish Councils in their areas, but it gained the impression that some administrative officials were not always ready to appreciate fully the degree of political preparedness which had been reached by the people.

It believed that, in view of the importance of this task for the development of the Territory, the Administration should take all possible steps to increase the personnel for this type of work or to take such other steps which might enable officers of the districts to assist the people in the establishment of these councils. The Mission failed to see why the District Commissioners, having such a detailed knowledge about conditions in the districts under their administration, should not be entrusted with this important task. The development of local government should be a basic duty for administrative officers generally and not regarded as an exclusive field in which only specialists can operate. The present approach through the universal application of a general ordinance by specially assigned officers might perhaps be imperfectly adapted to the diversity of society in New Guinea. The Mission was not convinced that the pattern of the village council was equally suitable for all parts of the Territory. It noted that the village council system was no doubt eminently suited for the creation of self-governing local government bodies in small islands and in relatively small coastal communities; but in such areas as the Eastern and Western Highlands, with comparatively dense populations, it might be well to consider the possibility of beginning the work of political education within larger geographic areas. Although it might appear premature to speak about the political advancement of people who were said to have only recently emerged from the "Stone Age," the Mission was not unimpressed by their potential and the manifest quality. In any case the Mission had no hesitation in stating that it would be wrong to assume that the advancement of the people should be measured in centuries. Early attention to their political advancement on at least sub-district levels might greatly facilitate the administrative task of the local authorities.

Indigenous jurisdiction

No judicial tribunals composed of indigenous inhabitants are recognized by the Administration as a part of the judicial system of the Territory, village courts exist but have no statutory authority. Their decisions,

however, are recognized administratively in the interests of administrative contacts and the encouragement of co-operation between the people and the Administration.

The Council has previously urged the Administering Authority to implement the relevant provisions of the Papua and New Guinea Act, 1949, authorizing the establishment of indigenous courts as a supplement to the existing courts for indigenous affairs. The Administering Authority reported that it had not yet found it practicable to establish indigenous village courts, but that the subject was being pursued and the necessary legislative and administrative action would be taken as soon as it was possible to do so.

The Visiting Mission felt that statutory recognition of village courts throughout the Territory would be quite impossible with the many varying levels of development which now exist. However, it viewed such courts as the next step after the establishment of the Native Village Councils since in its opinion there was nothing to prevent people who were conducting a village council satisfactorily from maintaining also their own court with specified statutory powers. It considered the frequent recognition of decisions by courts which themselves were not recognized to be a tacit acknowledgment of their competence, and that it would be no major step in certain advanced areas to give them statutory recognition.

Maintenance of law and order

The Paliau movement and the "cargo cult" have previously been discussed and reported upon by the Council. The Administering Authority has explained that, in general cargo cults and similar movements are modern variations of an indigenous "cult tradition" which appears to have flourished in New Guinea before the arrival of Europeans and that they have occurred spasmodically in the Territory for many years.

After investigating the Paliau movement the Visiting Mission concluded that undue apprehension had been aroused by the movement. It was responsible for bringing the traditionally unfriendly sea-faring and land-dwelling groups

of Manus people into friendly co-operative work, and its adherents had pressed for the establishment of the Baluan Native Village Council which had shown excellent results and to a considerable extent had absorbed the movement. Baluan, where the movement originated, impressed the Mission as one of the most orderly, progressive, and prosperous communities that it encountered in the Territory. The Mission noted elsewhere in its report that the Baluan people had been ahead of the Administration in the establishment of their village council.

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

The Mission learned that cult movements in the Madang District, noted by the 1950 Mission, no longer existed and that there was nothing at present to indicate any active manifestation of cargo cults in areas of the Territory not visited by the Mission.

III. ECONOMIC ADVANCEMENT

General

The economy of the Territory is based upon agriculture and the development of land resources generally. The principal industries are the production of copra and cocoa, and mining and forestry. There are no major secondary industries. Apart from locally grown crops which are largely consumed by the indigenous inhabitants, the Territory is dependent upon external sources of supply for manufactured goods and foodstuffs. Merchandising, shipping and air services, mining, lumbering and most commercial agriculture have been developed and are largely controlled by Europeans. The economy of the indigenous inhabitants is primarily based upon subsistence agriculture.

An important trend indicates by the Administering Authority is that a considerable number of indigenous people are now engaged in co-operative movements dealing with consumption and production. During the year 1951 a Native Economic Development Ordinance was passed, providing for the registration and supervision of co-operative societies. At 30 June 1952 approval had been given for the formation of thirty societies and two associations. Three officers of the Co-operative Section of the Administration were posted in the Territory for the full-time supervision of co-operatives and two were appointed to undergo training. Two schools are maintained to give fundamental training to members of the societies in co-operative principles, procedure, bookkeeping and general business principles. Advanced training is provided at the headquarters of the Co-operative Section.

At previous sessions, the Council has expressed concern regarding the economic development of the Territory. Most recently, at its tenth session, it expressed the hope that Administering Authority's policy of encouraging private enterprise would not lead to a partial withdrawal of the Administration from the direct responsibility for the development of the Territory. It recommended expansion of the proposed physical resources surveys into an over-all economic survey as a basis for broad development plans, and it considered that emphasis should be placed on the participation of the indigenous population in the economy of the Territory in plans for its development. It recommended the Administering

Authority for its efforts to introduce new crops suitable for cultivation by the indigenous population and urged it to pursue a co-ordinated policy along such lines whenever possible, by encouraging the development of indigenous co-operative enterprises. It recommended that the Administering Authority take measures to enable the indigenous inhabitants to have access to adequate forms of credit for their economic development.

Regarding these recommendations the Administering Authority has reported that it accepts full responsibility for the development of the Territory, and its policy is to encourage and assist both indigenous and non-indigenous sections of the population to take an active part in the development and use of the resources. It has stated that an integral part of this policy is to encourage and assist the indigenous people to take an ever-increasing part in the development of the Territory. Arrangements have been made for a preliminary enquiry into the economic structure of Papua and New Guinea to supplement continuous studies carried out by the Department of Territories and the Territorial Administration in connexion with economic developmental projects and planning. The Administering Authority has also drawn attention to considerable progress in the establishment of the co-operative movement amongst the indigenous inhabitants, as mentioned earlier. In response to the Council's recommendation regarding credit facilities, the Administering Authority considers that it is doubtful whether present credit facilities would be suitable to the needs of the indigenous people, and that it had ascertained that few calls would be made by them on a special credit scheme. It is giving consideration to the establishment of a special credit fund which would be operated by the Administration rather than by financial institutions to provide for the needs of indigenous projects.

The Visiting Mission reported to the Council that it had been informed that it was impossible to develop, at the moment, a long term plan for the Territory's economic development, and that apart from the difficulty caused by the lack of knowledge of the resources of the Territory and the backwardness of the indigenous inhabitants, no forecast was possible of what financial provisions could be made over a period of twenty to twenty-five years. The

Administration preferred to state long-term objectives and then, within those objectives, to develop plans as it proceeded and as information and resources became available.

The Mission was informed that not much development could take place without capital and the Administration was therefore endeavouring to arrange for the introduction of such capital. Its policy was to provide public works and other facilities to enable private enterprise to introduce its capital, establish projects and develop the country. It was encouraging development in areas that were suitable for development and were readily accessible to the main forms of transport, mostly sea transport. The main role of the Government would be to provide public works.

The Mission was informed further that the Administration regarded an increase in European settlement as essential for the development of the resources of the Territory. European settlers were necessary to show the indigenous inhabitants how to make use of resources. Settlement, it was felt, must be a gradual process controlled through the present land policy, and a desirable type of settlers would not be obtained unless the Government assisted them. The Administration felt that it must consider the possibility of aiding such settlement by financial advances either through banking institutions or by direct governmental arrangements.

The Mission, in giving its opinion on the economic advancement of the Territory, stated that, although the level reached thus far was extremely low, geographic and historical factors were to a very large degree responsible for the present situation, and the destruction brought by war and the need to rebuild had greatly retarded development. It noted that there existed no detailed knowledge concerning the Territory's economic resources or its economic potential, and little economic development and exploitation of the resources had therefore taken place thus far. The economic advancement of the indigenous people had been slow and in many areas they remained totally unaffected by the introduction of new crops and new methods of cultivation. The economic development which had taken place was primarily in the hands of the European planter, a few mining companies and a few trading firms, and all of these activities had not impressively

affected the general development of New Guinea. The Mission considered that the time appeared to be approaching when more energetic steps for the economic improvement of the Territory should urgently be undertaken.

The Mission noted that the Territory's social, educational and political advancement were directly dependent on the expansion and broadening of the economic structure of the Territory, and it was firmly convinced that unless the economy of the Territory could be radically improved, advancement in all other fields would continue inevitably to be retarded. It gained the impression that at the present time economic development was uneven and spasmodic, depending as it did to a large degree on the efforts of non-indigenous companies and individuals operating under the fluctuating stimulus of commercial incentives. The Mission was not unaware of the great obstacles which the Administration faced in this regard not only on account of New Guinea's geography and climate, but primarily on account of the difficulties of securing the financial aid necessary for a meaningful development plan. The Mission was of the opinion that irrespective of the amount of the financial assistance which the Administering Authority would continue to be able to give for the economic development of the Trust Territory, these subsidies should be fitted into a development plan, covering 5 or 10 years, so as to guarantee a fully co-ordinated programme and establish the guide lines for the type of economic expansion judged best fitted to enhance the future prospects of the inhabitants. It believed that the Administering Authority might be asked by the Trusteeship Council to study the possibility of submitting such a plan after a thorough examination of the economic potential of the Territory had been made.

Since it appeared to the Mission that it was essential to the economic development of the Territory that its natural resources were properly known and assessed, it believed that all possible steps should be taken to secure the necessary surveys. It was glad to learn that the Administration was aware of the need for surveys, and expressed the hope that a concerted effort would be undertaken in this regard.

The Mission believed that the problem of European settlement presented the Administration with a very real problem. On the one hand it pursued a policy of prohibiting alienation of indigenous land, but on the other it realized that only non-indigenous people were likely to have the capital and the skills which were needed for the development of the Territory at this particular time. A sound decision by the Administration on this important question was likely to determine to no small degree the economic future of the Territory.

Export production and trade

The value of imports and exports increased from £6,186,669 and £5,436,617 respectively in 1950-1951 to £8,154,102 and £6,517,881 during the year 1951-1952. Exports of local origin showed an increase of £749,204 over the previous year. The principal items contributing to this increase were: cocoa, copra, coffee, gold, shell, silver and timber.

Import restriction on imports from sources other than Australia were introduced in March 1952 in order to conserve overseas exchange. Imported items were classified into four categories. In the first three, licences were granted up to 100, 75 and 20 per cent respectively of the value of such items imported in 1950-1951. The objective regarding the fourth category, comprised of essential items, was to adhere to the 1950-1951 level, but this level could be exceeded if essentiality and necessity were shown.

The Papua and New Guinea Copra Marketing Board was established in 1952 to take over the duties and functions of the Australian New Guinea Production Control Board in relation to the purchase, disposal and export of copra from the Territory.

Public finance: taxation

Revenue in the form of a direct grant by the Government of the Commonwealth of Australia increased from £2,356,310 in 1950-1951 to £3,126,059 during 1951-1952, and internal revenue increased from £1,219,411 to £1,486,375, making a total of £4,612,434 in revenue from both sources. Expenditure totalling £4,612,434 was £1,036,713 more than in 1950-1951.

No direct income, business or head tax is levied in the Territory except for taxes raised by Native Village Councils. Internal revenue is obtained by the Administration through import and export duties, various fees and duties, and royalties on gold and timber.

At previous sessions the Trusteeship Council has recommended that the fiscal system of the Territory should be examined with a view toward alleviating the burden of indirect taxation and introducing direct taxation based on the individual's capacity to pay. During its tenth session the Council on learning that an examination of the Territory's fiscal policy was in progress, recommended that all aspects of this be completed as soon as possible, and it awaited with interest details of the decisions taken by the Administration.

The Administering Authority has reported that up to the present it has not been considered administratively practicable or desirable to introduce a general system of income tax into the Territory in its present state of development. In the examination of the fiscal policy of the Territory two committees of enquiry operated during the year 1951-1952: one was to report on the economic structure of the Territory and the other upon the customs policy. Decisions in regard to the subject matters of the enquiries have not yet been taken.

The Mission learned that the committee investigating the economic structure of the Territory had not yet submitted a report summarizing its views. It noted that the Papua and New Guinea Customs Inquiry Committee, whose terms of reference were "to enquire and report on future customs policy in the Territory of Papua and New Guinea", found its enquiry considerably limited due to the dependence of the Territory on import and export duties for its internal revenue.

The Committee's main conclusion was that there should for the present be no fundamental change in the tariff policy of the Territory. It added two qualifications which would point to re-examination of the issue in from three to five years' time. The first of these was that when the question of definitive instead of provisional application of the General Agreements on Tariffs and Trade or of some alternative agreement arose, Australia should make its adherence conditional upon freedom to make special tariff provisions to aid dependent Territories, especially by one-sided preference by Australia to New Guinea

products, and it should, in any future bindings of duty, especially consider the problems of New Guinea. Secondly, there should be a comprehensive examination of the whole financial system of the Territory, of which tariff was only a part.

The Mission learned that the Administration lacked the basic information for a scientific approach to the matter of taxation and that a statistical officer had been appointed to obtain fundamental information on this, but that he had not yet taken up his duties.

The Mission noted that the Territory depended heavily on annual grants from the Commonwealth, and that its internal revenue was largely made up of customs duties. In the latter case, any reduction in one category under the present system demanded an increase in one or more others, if the Territory was not to suffer a loss in revenue. The only alternatives to this would be the introduction of new taxes not at present imposed in the Territory or an increase in the Commonwealth grant. The Mission attached considerable importance to the Customs Inquiry Committee's conclusion, that there should be comprehensive examination of the whole financial system of the Territory.

The Mission was of the opinion that no important means of increasing revenue would be found by any internal adjustments in customs tariffs or in any of the other indirect taxes now levied, and that even the imposition of direct taxes might fall short of a solution of the Territory's financial problems. Such taxes, based on an individual's capacity to pay, would be impracticable over much of the Territory at present, where many of the indigenous people had no money income, and little could be expected from the low income of those who were employed or produced cash crops. Nor could the few Europeans at present in the Territory make a major contribution in direct revenue. The Territory's revenue was inadequate, and in the Mission's opinion it would remain so until further economic development furnished new sources of revenue both among indigenous and non-indigenous inhabitants.

Land

The total area of the Territory is 92 000
Alienated land consists of 519,380

held in leasehold by non-indigenous persons, 291,875 acres held by the Administration, and 26,611 acres vested in the Director of District Services and Native Affairs as Native reserves. This represents an increase in alienated land in the past year of 5,595 acres held by private individuals and 67,826 acres held by the Administration.

The Administration regards all unalienated land as "Native-owned land". This may be sold or leased only to the Administration. The acquisition of such land is subject to an investigation by the Department of District Services and Native Affairs which determines who owns the land, whether they wish to dispose of it, and whether it is considered that the land can be alienated without detriment to the present and future interests of the people concerned.

The New Guinea Land Titles Restoration Ordinance 1951, provides for the compilation of new Registers and official records relating to land, mining and forestry, in place of those lost or destroyed during the recent war. A new Native Land Registration Ordinance (1952), which was made by the Legislative Council, provides for a Land Commission, consisting of a Chief Commissioner and such other Commissioners as the Administrator considers necessary, to determine the rightful and hereditary property of indigenous persons or communities by customary right.

At its tenth session the Council recommended that the Administering Authority proceed with caution in its policy of purchase and alienation of indigenous land, in order to safeguard the interests of the indigenous population. The Council, recognizing the importance of properly clarifying the rights of the inhabitants in relation to the ownership of land, as well as the registration of those rights, recommended that the Administering Authority organize without delay the Native Land Commission for which provision was made in the Native Land Registration Ordinance 1951.

The Mission learned that in order to implement the Native Land Registration Ordinance 1952 a Chief Commissioner had been appointed on 15 July 1952 and a Land Commissioner on 21 October 1952. The latter took up duty at Rabaul in November and his work was confined at present to the Gazelle Peninsula of New Britain. Due to the loss of nearly all land records during the last war, work

on the restoration of titles had proceeded very slowly. However, improvements in the administrative services and a recent organization of the Lands Department were considered to be the first step towards the solution of this problem.

In the Rabaul area the Mission learned that twenty-five to thirty persons were preparing claims to present to the Commission, and it was estimated that probably 4,000 or 5,000 claims might be expected, but the Commissioner could only dispose of about 100 of these per year. It was believed that in order to deal with the claims that would be presented for registration, a great expansion of the Land Commission would be necessary. As the indigenous people in other areas became aware of the Commission's work, the Mission foresaw an increasing demand for registration of their land.

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

The Visiting Mission noted that the indigenous people in general showed no desire to dispose of their land and sometimes desired to repossess land which had been alienated. It was unable to learn the degree to which alienation had occurred in the various districts of the Territory due to the fact that the Administration was unable to complete maps with this information before the Mission prepared its report. It learned that no precise estimate had been made of the amount of land available for non-indigenous settlement.

The Mission found no evidence of hardships arising due to land alienation in any areas where the indigenous people displayed any apprehension concerning their land. It felt, however, that continued caution must be exercised in determining where land might be made available to foreign settlement, particularly in the Highland areas where the heaviest concentrations of population occur.

Agriculture and animal husbandry

The production of food and cash crops is the principal economic activity in the Territory.

The value of the chief agricultural exports for the past two years was as follows:

	<u>1950-1951</u>	<u>1951-1952</u>
	<u>£</u>	<u>£</u>
Copra	3,200,715	3,589,383
Coconut dessicated	218,166	110,844
Cocoa beans	92,181	147,503

The indigenous inhabitants are engaged chiefly in subsistence agriculture, most cash crops being produced by European planters. Copra, the main export crop, amounted in 1951-52 to approximately 63,000 tons, of which about 15 per cent was produced by the indigenous inhabitants.

The Administering Authority's aims in regard to agriculture are to improve the varieties and methods of producing the present subsistence crops grown by the indigenous inhabitants and to encourage them, as well as Europeans, to develop new agricultural industries. To assist in carrying out these aims the Administration decided during 1951-1952 to strengthen the Department of Agriculture, Stock and Fisheries. It created 18 new scientific posts including entomologists, plant breeders, chemists and soil survey officers, and staff is now being recruited. Efforts to accelerate the development of agricultural resources were continued and during the year specialists visited the Territory to advise in regard to the cultivation of tea, kenaf, hemp, cinchona, rice and upon agricultural mechanization and fibre processing.

Three agricultural experimental stations are engaged in work on cinchona, tea, coffee, manila hemp and other crops, and investigations have been made into the conservation of soil fertility in the rotation of indigenous food crops. District Agricultural Stations serve mainly as demonstration areas for the districts and provide a base from which extension officers carry out their work. The Department of Agriculture, Stock and Fisheries continued its supervision of two indigenous rice projects and an indigenous cocoa project. In the latter case, the number of cocoa trees planted by indigenous growers had increased from 200,000 to over 500,000 in the past year.

The Administration, aiming to introduce animal husbandry in order to provide a source of protein in the peoples' diet and improve their methods of land utilization, maintains six livestock stations whose activities include survey and experimental work, the introduction, propagation and distribution of stock, the promotion and development of animal industries, and animal health.

The Visiting Mission was greatly impressed with the work which was being done at some agricultural stations. It observed that among some indigenous people there was a definite desire to improve their agriculture and that some signs of improvement were already noticeable. In a few places cacao production was being accelerated by expanding plantings by both European and indigenous growers. Other new export crops appeared to be still in an experimental stage. While it was still too early to determine how effectively these attempts to improve agriculture would be, the Mission believed that it would be unrealistic to assume that too great an improvement could be expected in the near future. It gained the impression, however, that the Administration was now beginning in earnest to initiate the improvement of indigenous economy and believed that an impressive start had been made with the establishment and expansion of agricultural experimental stations. Although realizing that the effect of these stations upon the native economy was thus far slight, it believed that, if vigorously supported, particularly by an increase in the trained personnel, their influence and effectiveness would grow.

Forests

Forests cover more than 70 per cent of the Territory, but the inaccessibility of many areas has prevented their effective utilization. Most of the forests are indigenously owned, and before timber can be disposed of the land or timber rights must be acquired by the Administration. District Commissioners must ascertain that such acquisitions are not detrimental to indigenous interests before they may proceed with purchases.

The value of exports of log and sawn timber increased from £24,332 in 1950-1951 to £126,971 during the past year. The consumption of logs by sawmills operating during the same period increased from 7,667,901 to 16,300,000 superficial feet.

During the year a joint public company was formed by agreement between the Commonwealth of Australia and the Bulolo Gold Dredging Ltd. to engage in lumbering, the manufacture of plywood, and the marketing of timber and timber products. The Visiting Mission learned that the production of plywood in the factory now under construction would begin by the end of 1953 or soon after.

Mining

The production of gold is the principal mining activity in the Territory. During the past year the quantity produced was valued at £1,707,401. The Administration receives a royalty of 5 per cent of the value of all gold won; during the past year this amounted to £79,665.

Five local mining companies with a total nominal capital of £738,000 and eleven foreign companies with a total nominal capital of £13,191,388 and \$6,000,000 are operating in the Territory. In addition to these some gold is mined by a number of Europeans and indigenous individuals. The latter produced bullion with a declared value of £6,263 in 1951-1952.

At previous sessions the Council has requested that consideration be given to increasing the revenue from gold production either by increasing the 5 per cent royalty or by some form of taxation on the industry, and at its tenth session it requested detailed information on the costs of production of gold and on the profits of the industry in order to determine whether the industry was making an adequate contribution to the revenues of the Territory. As an interim measure it recommended that the Administering Authority should consider the introduction of a sliding scale of royalties based on profitability.

The Administering Authority has replied that full, detailed information on the costs of production and profits of the gold industry are not yet available. Investigations are proceeding, but they are necessarily protracted because of the limited information available in published statements of the operators and the difficulties of determining costs as between various sections of the field worked by one operating concern.

The Administering Authority states that the present tax, on the product rather than on profit, is considered to be extremely high. Any increase in it could not be carried by a number of mining operators because the present price of gold gives them little margin over the costs of production; it would also seriously limit work on what are at present marginal or sub-marginal operations, and would be a deterrent to investment in new fields. Consideration has been given to the introduction of a sliding scale of royalties based on profitability. Practical difficulties, however, include earnings on minerals won in association with gold; the fact that one operator may have some undertakings which are profitable and some which are temporarily unprofitable; and the necessity of allowing for a level of profits to pay for further exploration of lodes and expenditure on development.

The Administering Authority states also that there appears to be no justification for singling the gold mining industry out from the rest of the community in the application of a tax on net income, and consequently it is not proposed to consider the imposition of any charges on the industry based on profitability, other than through such general form of income tax as may be made applicable to the whole community. As noted above, it does not consider the latter measure administratively practicable or desirable in the Territory's present stage of development.

Transport and communications

The 2,346 miles of vehicular roads and 20,457 miles of bridle-paths in the Territory represent an increase of 366 miles in roads and 753 miles in paths in the past year. During this period expenditures on roads and bridges amounted to £397,359.

At its tenth session the Council noted that only 49 miles of road had been constructed during the year under review and recommended that the Administering Authority intensify its efforts to develop the Territory's system of roads.

The Administering Authority has replied that it recognizes the part that a fully developed road system can play in the development of the Territory, but that the nature of the country makes road construction and maintenance both

difficult and expensive. It has stated, however, that a steady programme of road construction is being followed. During the year approval was given for the construction of a bridge across the Markham River at a cost of £178,000.

The Visiting Mission was impressed by the physical difficulties which are encountered in road building in the Territory. At the same time, it was glad to note that in spite of the existing difficulties, the Administration recognized the importance of road construction for the economic development of the country and was pursuing construction wherever possible. It considered that in devising a scheme for the extension of a general road net careful attention would have to be given not only to the expense which was involved in construction and maintenance but also to the contribution in labour supplied by the indigenous population. In placing emphasis on the development of roads, the Mission was not unmindful of the fact that air transport might for many places remain an important part of the Territory's transport system. At this stage there would be no compelling reason to substitute road transport for air transport in regions where there were no prospects that heavy freight would be forthcoming. The Mission was satisfied that the Administration realized the importance of adequate transportation system for the economic development of the Territory and hoped that it would continue the policy which it had initiated a few years ago.

IV. SOCIAL ADVANCEMENT

General

The Administering Authority states that all Departments of the Administration have the objective of improving the social conditions of the indigenous people. Welfare and social security services are the primary aims of the activities of the Departments of District Services and Native Affairs, Health, Education and Agriculture, Stock and Fisheries. The chief social welfare services, consisting of medical treatment and education, are provided free to the indigenous people by the Administration, or by the religious missions through subsidies from the Administration and from their own funds. Due to the nature of indigenous society, the Administration has not found special legislation dealing with social services to be necessary.

Standard of living

The standard of living of the majority of the indigenous people is based on hamlet and village units and a subsistence economy involving gardening, hunting, fishing and the collection of certain foods. The Administering Authority states that its general policy in relation to health, education, agriculture and housing is aimed at the gradual raising of living standards. No special surveys of living standards are made but such matters are reported to be investigated by all administrative officers in the normal course of their patrols and their functions. The Trusteeship Council has previously requested that cost-of-living surveys be conducted in selected areas, but the Administering Authority considers that in view of the subsistence nature of the indigenous economy, it is not practicable to conduct such surveys.

Labour

The number of workers employed in the Territory at 30 June 1952, consisting of 16,405 engaged by agreement, 10,846 casual workers and 8,587 administration employees, totalled 35,838. All were indigenous inhabitants with the exception of 903 workers from Papua. An additional 2,564 indigenous inhabitants of New Guinea were employed in Papua.

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

The Visiting Mission learned that the new Ordinance came into operation on 1 December 1952, but that administrative action had been taken to defer the enforcement of the amendment which provided that workers were to be paid their deferred wages in the district in which they had been employed. It was informed that amending legislation might be necessary to restore the original provisions whereby the parties to an agreement could specify a particular district in which deferred wages would be paid. The Mission was informed that it was too early to assess the final reaction of casual workers throughout the Territory toward the new amendment restricting monetary payment in lieu of rations, but that all available evidence pointed to a smooth change-over and to the acceptance of the new legislation by both workers and employers.

Public health

The number of hospitals, dispensaries and clinics maintained by the Administration increased from 398 to 506 during the year 1951-52. These included 8 European, 3 Asian and 39 Native hospitals, 444 aid posts, 8 welfare clinics and

4 leprosaria. The official medical personnel included 170 Europeans and 2,235 non-Europeans, an increase of 1 European and 129 non-Europeans over the previous year. The European staff included 28 medical officers, 2 dentists, 40 nurses, 63 medical assistants, and other staff members. The non-European staff consisted of medical assistants, orderlies, sanitation workers and other staff members.

Expenditure on public health, including aid to religious Missions, increased from £826,613 to £987,465 during the year under review. An additional £31,494 was expended on hospital construction.

The Administering Authority reported that improvements in the health services available during the year were indicated by the fact that hospital admissions of indigenous persons and those treated by European medical personnel on patrol or sent to hospital for treatment increased by 3.84 and 21.9 per cent respectively over the previous year. A total of 215,872 persons from 1,942 villages were medically examined during patrols. Special health projects included research and treatment for the control of malaria, tuberculosis, Hansen's disease, granuloma venereum and endemic goitre.

An Assistant Director (Medical Training) who was appointed during the year was sent to Fiji to study methods at the Central Medical School at Suva. Two indigenous students were also attending the course for Assistant Medical Practitioners at Suva. Arrangements also have been made for indigenous students to attend a school for dental mechanics which has been established at Port Moresby.

Courses for Native Medical and Hygiene Assistants are given at five medical training schools in the Territory. Ninety-seven students were attending these at the end of the year under review. During this period 198 students were graduated, bringing the total number of graduates up to 609. Of these, 481 remained in the employment of the Administration.

At previous sessions the Council has made recommendations looking towards an increase in the medical services of the Territory. Most recently, at its tenth session, the Council, while noting an over-all increase in medical services was concerned over a decrease in the number of doctors and European medical assistants. It urged the Administering Authority to take all possible steps, to increase their number substantially and recommended that efforts be intensified to train indigenous medical personnel. It also urged the institution of a campaign of instruction in maternal and child welfare.

The Visiting Mission, although not unaware of the great financial contribution which the Administering Authority was making to the improvement of the Territory's health services, was impressed by the great amount of work which needed to be done in the field of public health. It noted that there could be little doubt that many of the hospitals were in urgent need of improvement. Some hospitals which had been constructed recently, such as the one at Sohano, appeared adequate, and it was impressed with the new sub-district hospital at Saidor, which, although modest in scale and largely built with indigenous materials, seemed to offer everything necessary for proper medical attention to the inhabitants of the district. The Togoba Hospital also appeared to be satisfactorily equipped. It considered that many of the other hospitals it visited, however, and particularly the indigenous hospitals at Rabaul and Lae, left much to be desired. The operating rooms particularly were in need of urgent improvements. It was informed that plans had been made to replace the indigenous hospital at Rabaul with a new hospital at Nonga. In contrast to the indigenous hospitals, the Mission observed that many of the European hospitals were more than adequate, as far as both equipment and facilities were concerned.

The Mission was informed that the Administration furnished ample medical supplies and that no hardships were experienced due to lack of these, and it gained the impression that medical officers generally were doing excellent work often under very difficult conditions and in spite of the fact that there was great need for the improvement of existing facilities.

The Mission learned that financial considerations had not permitted implementation of the plan proposed on 1951 - and welcomed by the Trusteeship Council at its eighth session - for the construction of hospitals at an estimated cost of £4,500,000. Consequently, it had been decided to modify the original proposals and to adopt a less costly type of construction. Provision for a base hospital at Lae had been made in the works programme for the current year and it was expected that construction would commence before the end of December 1953. Financial provision for a regional hospital at Wau and for an indigenous hospital at Nonga, near Rabaul, had been made in the works programme for 1953-54 and it was expected that construction would commence during the year. It was anticipated that construction of regional hospitals at Madang and Wewak would be undertaken during the year 1954/55.

The Mission, noting that in the improvement of the Territory's medical services the adequate training of indigenous practitioners was of the greatest importance, was strongly of the opinion that the present system of training indigenous medical assistants was unsatisfactory. It believed that students for medical training should be better selected and should be given at least an additional period of training so that they would be able to render those services which they ought to be able to give. It was also of the opinion that the course of instruction should be more comprehensive, that appropriate texts should be available to students during their training and for consultation when they took up work in the field, and that their work should be regularly inspected and supervised by properly qualified medical personnel and not left to the occasional visit of a patrol officer, who had neither the qualifications nor the time necessary for this important work. The Mission further suggested that provision should be made for re-orientation courses at frequent intervals so as to give indigenous medical assistants the opportunity to improve the standards of their work.

The Mission, realising the urgent needs which existed regarding health services in general, was satisfied that the Administration was fully aware of the many tasks confronting it, and hoped that all possible steps would be taken to make the necessary improvements. The Mission regretted that it had been found impossible to implement the original plan proposed in 1951.

Criminal code

During the period under review the laws of the Territory relating to corporal punishment were reviewed and amendments were effected which abolished such punishment for all offences other than certain offences by juveniles, sexual offences against females, certain offences of violence and prison offences relating to mutiny and gross personal violence.

At its tenth session the Council, although noting changes in the penal code regarding corporal punishment, had reaffirmed its view that corporal punishment be formally abolished. The Administering Authority has stated that it supports the principle of abolition of corporal punishment and that the action taken represents a substantial step towards complete abolition.

V. EDUCATIONAL ADVANCEMENT

General

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

Education is free but not compulsory. Where students attend Administration boarding schools and higher training centres, transportation, books or materials and food are provided to the pupils at Administration expense.

The aims of the Administration's educational programme include universal literacy and as high a standard of general education as possible; training for the practice of skilled trades and professions, and the development of manual skills; emphasis on education relating to planned projects in community development, and the encouragement of economic self-determination; the recognition of schools as the points of focus of community interests; and the fostering of such activities as the Boy Scout and Girl Guide movements and the indigenous co-operative movement.

The number of Administration schools increased from 65 to 69 during the year 1951-52 and the number of pupils enrolled increased from 3,675 to 3,757. There were 9 European schools with 272 pupils, 3 Asian schools with 310 pupils, 2 part-indigenous schools with 60 pupils and 55 indigenous schools with 3,115 indigenous pupils, of whom 2,594 were in elementary schools, 355 in central schools, and 166 in secondary or higher training centres.

The Visiting Mission was informed that the segregation of indigenous pupils was largely due to the fact that they could not keep pace with European children, and that some Asian children and some half-castes who are classed as Asians were in the same category. Segregation occurred at Rabaul where the Asian population was much in the majority and where it was partly their own desire to have separate schools. At Lae in the Morobe District, in Chinese schools English and Chinese were taught, but only English was taught in European schools.

The education of Asian children with European children, it was reported, would retard the latter to a certain degree. In the case of part Native children, it was noted that these did not have the same grasp of English as some Chinese and it was definitely not on a level with that of European children.

All of the schools for non-indigenous pupils give primary instruction and some secondary classes are taught in one Asian school. During the year financial assistance was granted to 136 approved European pupils for secondary education in Australia. Schools for indigenous pupils have four levels of instruction. The most elementary consists of "station schools" which give a four-year course using vernaculars as media of instruction. During the fourth year oral English is taught. The next level of instruction includes village higher schools and area schools known as elementary schools. In these English is used as a medium of instruction and the course covers standards II to V of the syllabus for indigenous schools. The third level of instruction consists of central schools, known as higher elementary schools, with two-year courses in which English is the language of instruction. The highest level of instruction is given at higher training centres, known as secondary schools, where the students follow a three-year course consisting of a one-year pre-vocational training course preparatory to the two-year teacher training course or courses in institutions giving training in medicine or other skills. During 1952 two indigenous students were receiving training at the Central Medical School in Fiji.

During 1951-52 the Department of Education expended a total of £303,152 on education, including grants-in-aid to Missions amounting to £41,485 as a general grant and £7,394 for reconstruction training. Expenditures by the Department for the preceding year totalled £245,270.

At previous sessions the Council has recommended that educational facilities be increased, including opportunities for secondary and higher education for the indigenous population. At its tenth session the Council urged the Administering Authority to intensify its efforts to build up an adequate educational programme for increasing the number of primary schools, for establishing secondary schools as soon as possible, and for instituting a system of scholarships for indigenous inhabitants for secondary and higher education abroad.

The Mission learned that the Administration proposes to increase present educational facilities to the following extent between 1953 and 1958:

	<u>No.</u>	<u>Average Enrolment</u>	<u>Total Pupils</u>
Area schools	80	120	10,000
Central schools (boys)	20	150	4,200
(girls)	10	120	
Higher training institutions	2	200 males 50 females	500
Technical training			
Manual training units attached to central schools	8	30	240

The annual enrolment in all types of administration schools for indigenous pupils at the end of the five-year period is expected to be approximately 15,000. The total costs involved in the full period of the programme are estimated at approximately E3,000,000, of which nearly 90 per cent will be allocated for indigenous education.

Since the Administering Authority proposes to continue its policy of leaving the provision of vernacular schooling mainly in the hands of the Missions as voluntary agencies, and provision has been made for the continuance of the system of grants-in-aid, the extensions planned for the next five years will be concerned principally with the field of education above the village school level.

The Visiting Mission observed that the Central Highlands had the fewest educational facilities and were the least advanced educationally in the Territory. It was informed that the few existing schools were not good, representing no more than a beginning, but that additional ones would be established although a lack of teachers was a serious obstacle.

Although realizing the great obstacles which the Administration faces in the improvement of education in a Territory inhabited by people of such varying stages of development as New Guinea, the Mission was of the opinion that the expansion of educational facilities must be one of the primary duties of the Administering Authority. It considered that no sound economic and political

advancement was realizable as long as vast segments of the population remained illiterate and thereby largely outside the reach of the Administration. Although placing primary emphasis on the importance of teacher training, the Mission expressed the hope that the Administration would push forward with its plans for the general improvement of education on all levels of instruction.

Teachers and teacher training

The teaching staff of Administration schools was increased from 191 to 200 during the year under review. This consisted of 49 Europeans, 138 indigenous teachers, 2 of mixed blood, and 11 Asian teachers.

Indigenous teachers are trained at education centres at Dregerhafen and Kerevat. At each there is a central or higher elementary school and a higher training institution for the training of teachers. At the beginning of 1952, both centres were re-organized. A higher standard is now required for admission and the training course has been lengthened in order to raise the standard of proficiency of indigenous teachers. Trainees at both schools totalled 61 in June 1952.

At previous sessions the Council has recommended the expansion of facilities for the training of indigenous teachers. The Visiting Mission learned that under the Administration's five-year educational expansion programme provision had been made for the employment of total personnel of approximately 616, consisting of 200 Europeans, 20 Asians and persons of mixed race, and 396 indigenous persons. The total number of Europeans employed at the end of this period would represent the ultimate annual figure, as by that time non-European teachers should be trained to standards enabling them to occupy all positions of lower classification, thereby releasing Europeans for wider developmental work and the expansion of school organization which would follow.

The Mission noted that in regard to the improvement of education the Administration was confronted by a difficult dilemma. Illiteracy could not be eradicated without competently trained teachers, and the availability of well-trained teachers in turn depended upon institutions of advanced learning. Therefore the Mission felt that, at this point, the Administration would need to pay particular attention to the creation of a large and competent corps of

elementary school teachers by the establishment of new teacher-training centres and by the employment of more European teachers.

Education by Missions

The great majority of pupils attend Mission schools. The total number of Mission schools increased from 2,407 to 2,560 during the year under review and the number of pupils enrolled increased from 87,134 to 91,389. Four schools for Europeans, Asians and pupils of mixed race had 488 pupils, and only indigenous pupils attended the remaining schools: 80,673 in village schools, 8,036 in intermediate schools and 2,192 in higher training schools.

The Administration assists the educational work of the Missions by financial grants-in-aid, by the supply of basic school materials, and by the issue of syllabuses which are designed to establish uniformity of standards of attainment.

At its eighth session the Council expressed the hope that a new education ordinance then pending would provide for supervisory control by the Administering Authority of education and all educational institutions. The Mission learned that regulations under the new ordinance which was enacted in 1952, were now being drafted. These would provide for the registration of Mission schools and for the inspection, supervision and control of non-Administration schools in all matters that concerned secular instruction. The Education Ordinance would be brought into operation shortly, and an Education Advisory Board which would be established by the Ordinance would then be appointed.

Medium of instruction

The Administration subscribes to the policy of children mastering the skills of reading and writing in the vernacular and recognizes the need for certain of its Education Officers to become proficient in the local languages. It considers that it is desirable to adopt standard vernaculars and to encourage the unification of dialects. It states that the use of English appears to be the ultimate solution to the problem of linguistic diversity in the Territory and that except at the village school level, English is the only approved medium of instruction and its policy is to make this language universal throughout the Territory.

The Mission learned that it was not intended to perpetuate the use of "pidgin" (a mixed jargon developed in the earlier years of contact between Europeans and Pacific and Asian peoples) as a medium of instruction in non-administration schools. Departmental syllabuses provided for the teaching in the vernacular in the lowest classes and the gradual introduction of English, first as a subject of study and then as a medium of instruction at the higher scholastic levels. "Pidgin" was not officially recognized as a medium of instruction, but at the present time it was often the only practical medium of communication between pupils and teachers. For this reason, in the lower classes, teachers were permitted to use "pidgin" to explain what the pupils did not understand. Although this was not encouraged, there was no intention of forbidding it at present. Under the new Education Ordinance, the Director of Education is empowered to prescribe the language of instruction to be used in any particular school. In determining whether "pidgin" was to be used in any particular Mission school, careful consideration would be given to local circumstances. The Administration considered that in principle it was undesirable to forbid the use of "pidgin" and that it was at least preferable to use it for teaching purposes rather than force upon the pupils as a so-called lingua franca some native vernacular which was quite unlike their own, which they did not welcome, and which would have only a restricted utility even when it had been learned.

With regard to the general use of "pidgin", the Mission was glad to note that it is the policy of the Government to use only English in institutions of higher education. However, it noted that "pidgin" was used on lower levels of instruction as well as in certain non-governmental schools. It also noted that all administrative officials were using "pidgin" in all of their contacts with the indigenous population. Like the 1950 Visiting Mission, it met few indigenous government employees with whom it could converse in English. The Mission was strongly of the opinion that "pidgin" was not only not a suitable language for instruction, but that it had characteristics derived from the circumstances in which it was invented which reflected now outmoded concepts of the relationship between indigenous inhabitants and immigrant groups.

Therefore, it believed that the most energetic steps should be taken to eradicate it from all instruction given within the Territory, and that plans be urgently developed to eliminate it from the Territory completely. The Mission drew attention to the fact that substantial portions of the population, particularly in the Highlands and the Sepik area, were as yet unfamiliar with "pidgin", and stated that in these areas the use of "pidgin" should be officially prohibited immediately.

Adult and mass education

Adult and community education is included in the scope of the activities of the general, female and special services divisions and the social welfare branch of the Department of Education. The special services division promotes adult education through radio, films and publications and seeks to stimulate interest in health, agriculture and general education. The social welfare branch assists religious missions and other agencies such as the Red Cross, to establish community centres and libraries for indigenous peoples.
