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Held at Headquarters, New York,  
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President:

Mr. HOOD

(Australia)

Examination of conditions in the Trust Territory of New Guinea:  
annual report on the administration of the Trust Territory of  
New Guinea [4b] (continued)

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EXAMINATION OF CONDITIONS IN THE TRUST TERRITORY OF NEW GUINEA: ANNUAL REPORT ON THE ADMINISTRATION OF THE TRUST TERRITORY OF NEW GUINEA (T/1326; T/L.776) [Agenda item 4b] (continued)

At the invitation of the President, Mr. John Herbert Jones, special representative for the Trust Territory of New Guinea under Australian administration, took a place at the Council table.

Political advancement

Mr. TOUROT (France) (interpretation from French): Thank you for recognizing me, Mr. President, because I do have a few questions to put to the special representative with regard to the political field. Paragraph 4 of the working paper prepared by the Secretariat (T/L.776) mentions the fact that the programme to bring the whole of the Territory under the authority of the Administration by the end of 1959 had been approved. If we look at appendix II of the annual report, we can see that the figures show an annual progression of 1,600 square miles that are being put under the absolute control of the Administration, and that 400 square miles have been surveyed by patrols. This covers the period 1951 through 1956.

Page 22 of the verbatim record, document T/PV.728, explains that last year 12 per cent of the population had as yet had no contact with the Administration or even with their own neighbours. If one considers all these figures and if the rhythm is not speeded up, I think that it will be rather difficult to achieve, within the period set, that is, before the end of 1959, the plan of pacification that has been mapped out.

I am not saying this by way of criticism, because I am sure that the Administering Authority could have, through force, if they had so wished, and by using all the necessary means, pacified the whole of the Territory ages ago. If the pacification was progressive, then of course it will require more time. But this is due to the fact that it is using the two acceptable methods, namely persuasion and personal example. I would be glad if the special representative could tell us how this plan is progressing and also if he could provide further information regarding the culmination of this pacifying campaign.

Mr. JONES (Special representative): As the Council is aware, we have progressively been entering into the unexplored areas year after year with the objective, of course, of finally bringing the whole of the Territory under full Administration control. The first steps in this direction are entering into part of the uncontrolled area, contacting the people and, by a gradual process, bringing them under full control. We do not wait to bring one area under full control before entering another area. The result is that we have most of the Territory under full control at the present time.

There are other parts which are under Administration influence, which is something just a little less than under full control. There are other areas under partial influence. These are areas which were brought under control within the last few years and in which we are consolidating our influence.

Then, of course, there are the areas which are only penetrated by patrols.

As the years have gone by since the war, when most of our experienced field staff were lost to the Administration, we have been building up a force of experienced officers who can undertake this work of entering the new areas, pacifying the inhabitants and bringing them under control. Over the last ten years that force of experienced officers has increased and it will be noted that over the last few years we have been bringing more areas under control each year.

Our present plans, which include the culmination of an extensive exploration programme both by land and by air and the force of experienced officers which are now available, have enabled us to draw up plans not only to consolidate our influence in the areas not yet under full Administration control, but also to bring the remaining areas under full control by the end of 1959. The map which is on the board in the Council Chamber shows the areas which are yet to be brought under control and the plans we have made for the next three years to bring them under full control.

I might add that the areas now are very difficult of access. The terrain is also very difficult and the people in those areas, which are not really thickly populated, are without exception cannibals and amongst the fiercest fighting men we have yet encountered. But despite all that we are confident that with the resources now at our disposal and the experience we have gained particularly over the last few years we will be able to accomplish this task by the end of 1959 or the middle of 1960 at the latest.

Mr. TOUROT (France) (interpretation from French): I thank the special representative for his answer. My question was aimed at eliciting additional information on the progressive development of that campaign of pacification within the established framework. After all, only villages, however remote or isolated, will have been pacified and put under definitive control by the local authorities. Only when the campaign of armed pacification is completed will it be possible for the Administering Authority to devote its attention exclusively and with maximum results to the effective exploitation of the Territory. It is with this in mind that I asked the question.

I pass now to my second question, which deals with the reorganization of the Administration of Native Affairs. As I understand the situation, the District Commissioner no longer has the executive powers which were his in the past. However, he now has control over the whole administrative action taken within his area of jurisdiction. This control seems to be rather difficult to exercise if, as I understand it, the agent charged with native affairs on the District level is subordinate to his Chief who is in Port Moresby.

Can the special representative explain to us whether this reorganization has allowed for greater decentralization on the District level, a decentralization which was recommended by the Visiting Mission of 1953? If the role and the activities of the District Commissioner, the representative of the superior authority, has been strengthened, if he can undertake such responsibilities, then I believe that this administrative reform represents an excellent initiative on the part of the Administration because otherwise the reform would be of considerably less interest.

Can the special representative give further clarifications regarding the present role and the present responsibilities of these District Commissioners?



Mr. JONES (Special representative): That question is one in which I know quite a number of other representatives have expressed an interest. When we reclassified the Department of District Services and Native Affairs, in its stead we created a Department of Native Affairs and a Department of Civil Affairs, and the district commissioners, instead of being representatives of the Director of District Services and Native Affairs, became the senior executive officers in the districts and came under the department of the Administrator. The Department of District Services and Native Affairs was represented by a director with his staff at headquarters, and each district had a district officer who was also known as a district commissioner. His main responsibility was on the native affairs side -- I would say, purely native affairs -- that is, the affairs which were directly concerned with the indigenous inhabitants, such as census taking, the court for native affairs, village hygiene and sanitation, and to some extent he was responsible to see that the extension of all our services, social and technical, into the various areas was properly co-ordinated so that the indigenous people would obtain the full benefits from them.

With the expansion of the services and the expansion of the areas under Administration control, and in particular with the expansion of the social services, such as health, agriculture and education, it became obvious to the Administration that the strength of those departments should be built up within the districts and that much of the work which was being carried on by the District Services and Native Affairs officers should be taken over directly, as it were, by those departments. To give full effect to this, it was considered that the best way to handle it would be to have in each district a senior executive officer who would have full authority over the actions and work of all departments; he would be more or less a co-ordinating authority working directly under the Administrator.

The Department of Native Affairs as reformed is still carrying out, one might say, similar functions to previously, and in each district there is still a district officer who is confined mainly to native affairs which directly affect the indigenous population, as against the work of all departments that is for the benefit of the indigenous inhabitants but is more indirect. By that I mean the senior agricultural officer in the district, who has his staff and is responsible for the agricultural development of the indigenous people. The senior

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health officer in the district also has his staff and he is directly responsible for the health of the indigenous people; and the same applies to education and other of the technical departments. In some of the areas the Native Affairs staff still has the function of co-ordinating the work of the various departments, but he is mainly concerned with the bringing under control of new areas and with consolidating administration influence in those areas, native courts and disputes and such matters. The district commissioner now, by virtue of his position, is able to co-ordinate, as a direct representative of the Administrator, all activities within a district, particularly those, of course, that are directed to the advancement of the indigenous people.

Mr. TOUROT (France) (interpretation from French): Having been personally a district officer, I can appreciate the difficulties that this official has to face, even though he does not always have the necessary authority to handle them. Therefore, I am particularly thankful to the special representative for his clarification.

I should like to ask another question dealing with the subject of the dearth of administrative personnel, particularly the shortage of indigenous personnel and the difficulties of recruitment which constitute a major obstacle and which seem to hamper the activities of the Administering Authority in the Territory.

In order to solve this problem, an auxiliary branch of the civil service has been established which is open to New Guineans. Such ancillary recruitment may solve the problem for the time being, pending extended recruitment elsewhere within the main civil service. In view of the importance of this initiative on the administrative level, the French delegation would be grateful to the special representative if he could give a few further explanations regarding the conditions under which this auxiliary native division, which was recently approved, was set up. We should also like to obtain some idea of the types of candidates that apply for jobs within that division. What are the recruitment conditions, what are the jobs open to New Guineans, and so on?

Mr. JONES (Special representative): There are two reasons why the Administering Authority decided to establish an auxiliary division of the public service. I should like to emphasize again that the auxiliary division is an integral part of the public service. The first reason is that we have always been anxious to give the indigenous people the opportunity of becoming members of the public service. It is naturally part of our policy that as time goes on and as the indigenous inhabitants obtain the qualifications and experience, they will be given more and more positions and more and more senior and responsible positions. It may be asked: "Why could not that be done by admitting them to the public service as it is now before the formation of and provision for the auxiliary division?" The point is that in our public service we have set a minimum standard for entry; that is, an academic standard. Unless an applicant reaches that standard, he is not eligible for entry into the public service.

However, there were quite a number of indigenous people who had been employed by the Administration for many years and who had during that time acquired through experience certain skills. There were others who had reached an academic standard although it was not up to what was required as the minimum in the service. However, it was a standard which we felt we should take note of and make provision for. So as not to delay the entry and so as to give encouragement to the indigenous people generally, we decided to lower the standard in the case of indigenous applicants.

At the present time, there is no hard and fast standard. We take all things into consideration, the purely academic standard as well as the technical skills which they have acquired. The initial appointments will be of those who have already been employed by the Administration in various positions. The first five categories will be: clerical assistants, medical assistants, teachers, agricultural assistants and higher grade technical assistants. Notice has gone out to the people of the Territory and so far we have received for those categories, which are only the first of those that will be established, 161 applications. My latest information, which was received a few days ago, is that the appointment of fifty-eight of the 161 had been approved. This does

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not mean that the others will not be approved. The remaining 103 applicants are still under consideration.

As part of this plan, all those who are appointed will be assisted and will receive tuition through the Public Service Institute so that they will be able to transfer to the higher divisions in the service. Classes are being made available throughout the Territory for indigenous people who aspire to enter the service so that they may study and reach the required standard. Should any indigenous person reach a standard which would qualify him for entry into any of the other divisions, he would of course be appointed directly to one of the higher divisions. It would not be necessary for him first to join the auxiliary division.

Mr. TOUROT (France)(interpretation from French): I wish to thank the special representative for his clarification, which enables me to place these new auxiliary services within the framework of the local administration.

The Luluais and the Tultuls, which were part of the system which existed under the Germans, are the representatives and the executive agents on the village level. The Ordinance of 1955 established native councils that are designed to replace these Luluais and Tultuls. This is in line with the policies followed by the Administration for the promotion of the political development of the Territory. However, in looking through the statistics which supplement the annual report, I was surprised to read that the number of agents increased instead of decreased. As set out in Appendix II, they have increased to over 5,000 for 1955-56, while the councillors decreased from 1,267 to only 136. Could the special representative comment on these figures? Are the councillors mentioned here village councillors or district councillors? What is the official status of village councillors?

Mr. JONES (Special representative): First I shall deal with the Luluais and the Tultuls, the village officials. The reason for any increase in the number is that, when we establish the administration influence within the new areas opened up, we still follow the practice of appointing village officials

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who are representative of the people and who act as the representatives of the Administration. It will be appreciated that in these new areas some simple form, such as having an Administration representative in a village, is the only one in the early stages of their development. It was universal, as we say in our report on page 26, until we decided after trying out unofficial village councils that the political development of the people should begin at the village level through a local government council. While we are replacing the village official with local government councils, we are still appointing in new areas village officials just to represent the Government and some one with whom we can more or less deal when we are contacting the people generally. Actually, there may be a slight increase for some time in the number of village officials. However, as the local government councils spread, the number of village officials will be reduced.

In the table referred to -- I assume it is Table No. 7 of Appendix II, which shows the number of village officials and councillors at 30 June -- it shows the councillors of the local government councils at 105 for New Britain and 31 for Manus. They are members of the local government councils and their authority is provided for in the Native Local Government Councils Ordinance. They are set up under the provisions of that particular Ordinance, and their authority, functions and powers are set out in the Ordinance and are briefly referred to in the report which is now before the Council.



Mr. KESTLER (Guatemala) (interpretation from Spanish): According to the report, constitutional authority for the administration of the Territory of New Guinea stems from the Papua and New Guinea Act of 1949-1954. This provides for the Government of the Territories of Papua and New Guinea and provides for an administrative union between the two Territories. In another part of the report, we are told that this Act provides for the establishment of a common Legislative Council for the Territories of Papua and New Guinea, and that this common Council was established in Port Moresby, Papua, on 26 November 1951. Further on, when the report takes up the question of judicial organization, there is mention of the Supreme Court of the Territory, acting for the Territories of Papua and New Guinea. We are told in the report that, during the year under review, no new legislation was enacted which in any way affected the legal status of the Territory. I wonder whether the special representative would be kind enough to tell us whether there is any concrete plan to provide the Territory of New Guinea in the future with its own Legislative Council and with its own judiciary.

Mr. JONES (Special representative): There are no concrete plans for any change either in the Legislative Council or the judicial system.

Mr. KESTLER (Guatemala) (interpretation from Spanish): Of the twelve non official members of the Legislative Council, three represent the indigenous people, and they are appointed by the Governor-General in line with the nomination of the Administrator. I wonder whether the special representative could tell us what procedure is followed in such nominations. Secondly, could he tell us whether it will prove possible in the future to increase the number of indigenous representatives on the Council?

Mr. JONES (Special representative): The three indigenous members of the Legislative Council were nominated by the Administrator, acting on the advice of his Executive Council, comprising the heads of the various Administration departments, and acting also on information which was available generally in regard to the suitability of the three persons concerned. Their nominations being submitted to the Governor-General, they were then duly appointed together with other members of the Council.

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As regards the question of whether there are any plans at present to increase the number of indigenous members of the Council, there are no plans at the moment which envisage any immediate increase in their number.

Mr. KESTLER (Guatemala) (interpretation from Spanish): The annual report states that from time to time investigations are carried out in areas where conditions call for the establishment of local Councils, and we are told that local Councils are established only when it is quite clear that the population wishes such a Council and that it is prepared to have such a Council established, and that then the necessary explanatory material is provided for the indigenous peoples, so that they may understand the role to be played by such Councils in their political advancement. We are told, moreover, that these Councils have periodic consultations with the indigenous members of the Legislative Council, so that the latter may be fully and continuously informed of the trends of public opinion and so that the population may be informed of the work of the Legislative Council and the manner of its operation. I wonder whether the special representative could comment on the way in which such consultations are carried out.

Mr. JONES (Special representative): I think it is really explained quite fully in the annual report -- what takes place when an area is visited by officers who are more or less investigating to see whether or not local government can be established in the area. Of course, the first step is to discuss the matter with the people concerned and to explain exactly what local government means. Also, an economic survey is made to see whether or not that particular area can support a Council. We have discussed this matter in the Trusteeship Council at some length on various occasions and the Administering Authority has pointed out that, unless an area is economically developed and can support a Council and really subscribe to its finances, so that it may undertake matters of public interest and become a Council in fact as well as in name, it would merely become a debating society and would lose public interest. That view, of course, was strongly supported by the Visiting Mission. I think that anybody who gives thought to this matter will agree that simply to appoint a Council for the sake of appointing it, and then not have it able to carry out any real work, would, in the long run, retard the movement generally.

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Therefore, so far as our views on political development are concerned, we consider that social development and economic development and educational development come first and are the only sound foundation for political development. In their absence, political development would be meaningless. Economic and social and educational development prepares the people for the responsibilities of local government or, to put it another way, for political development. In all those areas where they have not reached an advanced stage, shall we say, sufficient to support a Council, we are concentrating on furthering their economic development. In the areas in which we have been working for the last two or three years, we now have four new Councils. We are quite confident that they will be just as successful as the six we formed previously, which are doing real work. It is real political development.

I think I mentioned in my opening statement that those councils had spent \$167,580 during the last six years for their own public services and had evidenced some political development.

Briefly, the investigators discuss political matters, matters of local government, with the people concerned, arouse the interest of those people, and then more or less survey the economic potential of the area. If it is considered that all the conditions are suitable for the formation of a council, steps are taken to encourage the people to assume that responsibility. I would assure the Trusteeship Council that persuading the people to assume the responsibility is not the least of the problems we have in establishing these councils.

Mr. KESTLER (Guatemala)(interpretation from Spanish): In raising this question, my delegation is interested in finding out how the consultations are actually carried out. We should like to know who acts on behalf of the indigenous inhabitants. Is the population itself directly consulted? We have also read that the councils have periodic consultations with the indigenous members of the Legislative Council. We wish to know how those consultations, too, take place.

Mr. JONES (Special representative): The people as a whole, and not merely representatives of the people, are consulted. They all gather together in the village. Sometimes, for the sake of convenience, the people of a number of hamlets which are close together gather at a central meeting place. They are then addressed by an officer of the Administration.

I have also been asked to give some information concerning the consultations between the indigenous members of the Legislative Council and the members of the other councils. The Administration facilitates the movement throughout the Territory of the representatives on the Legislative Council; that is, it pays their fares and gives them allowances so that they may travel through the Territory. Meetings are arranged, not only in places where there are village councils, but in other places. As a matter of fact, I believe that there was

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in last year's report a photograph of Mr. Simogun addressing a rather large gathering in the Central Highlands. The people are told what is actually happening in the Legislative Council, and, in addition, political affairs -- or political advancement, as it were -- are discussed with them. The people are encouraged to give some thought to that matter.

Mr. KESTLER (Guatemala)(interpretation from Spanish): My next question relates to district and town advisory councils. Could the special representative give us some observations on the degree of competence which has been acquired by the indigenous inhabitants, making it possible for them to participate in the work of these councils?

Mr. JONES (Special representative): Until recently, the Administration had held the view that the formation of local government councils would provide the means for the political development and education of the people and that no purpose would be served by having indigenous members of the district and town advisory councils, which are mainly -- if not wholly -- concerned with non-indigenous matters. We were looking forward to the day when the local government system had developed sufficiently to permit two things to be done: first, the formation of area councils, in which the people could be given an idea of the broader picture of political development; and, secondly, the establishment of advisory councils on native matters. However, a number of members of the local government councils began to show promise and to take an interest in matters outside the local government councils. The Administration therefore decided that some good purpose could be served -- and this view was shared by the Visiting Mission -- by appointing some of those members who not only had outstanding qualifications, but also showed an intelligent interest and really wanted to expand their knowledge, to the district councils. That decision was taken only recently, and, so far, only one appointment has been made: to the Newak District Council. I have no doubt, however, that a number of other appointments will be made in the near future.



Mr. KESTLER (Guatemala)(interpretation from Spanish): My next question concerns native courts. The annual report states that:

"Although indigenous tribunals are administratively recognized, they are not officially regarded as part of the judicial system of the Territory. Means by which fuller participation by the indigenous people in the administration of justice can be achieved continue to be studied." (page 36)

Has the Administration given any thought to integrating these native courts in the Territory's judicial system by giving them competence to deal with matters of secondary importance -- matters relating, for example, to native customs and the way of life of the indigenous inhabitants? Of course, appeals to other courts could be made from the decisions of the native courts, and this would provide the necessary safeguards. I should like to have the special representative's opinion on that suggestion.

Mr. JONES (Special representative): The considered view of the Administering Authority in regard to this question is given on page 106. I quite appreciate the fact that the report was received by the members of the Trusteeship Council too late for them to have been able to study it fully and, therefore, I hope that I may be forgiven if I refer to it occasionally. I shall do so only because it does contain the fully considered opinions in various matters and it will save the time of the Council if I mention them. The opinion given in this particular case is in reply to a resolution of the Council last year. I shall read it out, if the representative of Guatemala so desires; or possibly he would prefer to read the reply given on page 106 and if he does not find the information given there to be sufficient, I should be happy to attempt to enlarge upon it.

The PRESIDENT: Would the representative of Guatemala be satisfied with this reply?

Mr. KESTLER (Guatemala)(interpretation from Spanish): In putting this question, what I had in mind was the statement on this page by the Administering Authority to the effect that indigenous tribunals are not considered either necessary or desirable for the time being. Hence, I wished to ask the special representative whether, in the light of his experience in these matters, he did not feel that such indigenous tribunals could act competently with regard to cases which relate directly to the way of life of the indigenous population. The opinion referred to by the special representative does not mention any aspect of this problem, and this is why I am seeking the views of the special representative.

Mr. JONES (Special representative): As I have said, that is the considered view and the policy of the Administering Authority. I would merely add one or two observations which might assist the representative of Guatemala to appreciate more easily the reasons for the decision reached by the Administering Authority.

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In the first place, it is not intended that the small local, domestic tribunals -- I prefer to call them that rather than native courts -- shall be suppressed, but that they may operate under their traditional authority to settle small, purely domestic matters, so far as they are not contrary to the laws of the Territory or connected with any practice which is repugnant to humanity. In connexion with what we refer to as Native Courts, it is our policy now to train indigenous people so that they can become, first, assessors in those courts and, later, perhaps join as members. I should like to make it quite clear that those Courts take full note of all indigenous customs; and the Courts and the provisions of the Courts, the composition of the Courts and the jurisdiction of the Courts are all aimed at making a suitable tribunal to meet the needs of the indigenous people.

Mr. KESTLER (Guatemala)(interpretation from Spanish): My next question refers to a matter which has some social significance, but, since it comes up in connexion with this part of the report, I shall put my question, which refers to corporal punishment. We are told on page 35 of the report that corporal punishment may be imposed, but that it is restricted to adults and to certain categories of serious offences. It is also stated that such punishment is not imposed upon women, and that it is imposed upon juveniles only when the alternative is to send the offender to prison. I should like to ask the special representative whether the Administering Authority is planning to abolish this type of punishment. My delegation considers that corporal punishment is not only ineffective, but contrary to all values of human dignity. I wonder whether any concrete steps are contemplated by the Administering Authority towards abolishing this type of punishment.

Mr. JONES (Special representative): The policy of the Administering Authority is gradually to abolish corporal punishment when it considers the time suitable to do so. It has been mentioned that corporal punishment has been administered on so few occasions that there is no reason to insist upon retaining it as a form of punishment. Of course, the obvious reply to that is that the deterrent effect of any punishment, when inflicted, is always given full

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consideration. That is an accepted practice of justice, and the reason why there are so few cases of corporal punishment is that its deterrent effect and value prevent crimes being committed for which this punishment may be inflicted.

There are various views in this matter. The representative of Guatemala has expressed the opinion of his delegation, but there are a good many other countries where corporal punishment is still administered and it is retained for a specific purpose -- mainly its deterrent effect. I should like to make it clear that we have often read about flogging and corporal punishment as if it were inflicted with the old cat-o-nine-tails, or something like that. Actually, it is given with a light cane, privately and under strict supervision, with a limited number of strokes. Nevertheless, it has a deterrent effect, and I feel sure that there are some members of this Council who believe that, so far as children are concerned, where it is obvious that some steps must be taken to discipline the youngster, it is far more effective and far more suitable for the child to have three or four cuts across the buttocks with a cane than to put him in gaol for two or three weeks. However, I repeat, it is the policy of the Administering Authority gradually to abolish this type of punishment when it is considered to be in the best interests of the Territory as a whole.

Mr. KESTLER (Guatemala) (interpretation from Spanish): I am very grateful to the special representative for his comments on this question. I have one last question which I should like to put to him. It also refers to matters of social interest but, in essence, actually deals with matters of public liberty, and that is why I think it falls properly within the purview of these questions. I refer to the power vested in the Administrator to order deportation to a given area of an indigenous inhabitant if he believes that the latter's continued residence in a certain place is contrary to the maintenance of law and order. Is there any likelihood of this power being rescinded in the future, since it is contrary to the principle of freedom of movement?

Mr. JONES (Special representative): The matter referred to by the representative of Guatemala is a provision of the Native Administration Regulations. The provision is there and the way it reads, of course, would give the impression -- the way it reads in the report -- that the Administrator with a stroke of the pen, as it were, could order an indigenous person to be removed from one district to another. Actually the provision is that where a native has been convicted on numerous occasions or has proved to be a disturbing element in the area to which he belongs, a recommendation may be made by the District Commissioner to the Administrator for his removal to another area. In submitting that, he must give full particulars, and it is usual of course for the matter to be discussed with the people in that area so that the peace may be kept.

Mr. KESTLER (Guatemala) (interpretation from Spanish): I wish to thank the special representative at this time for his replies and for the manner in which he has helped me add to my knowledge of the situation in the Territory. I have no further questions.

Mr. THORP (New Zealand): My first question relates to a statement on the top of the second column of page 22 of the annual report. There is a statement there to the effect that when sufficient councils have been established in a district, these councils will be formed into area councils -- that is the intention of the Administering Authority. I should like to know whether this idea, which has not of course been fulfilled because the conditions have not arisen, is nevertheless current among members of these present councils, whether the Administration discusses this as a long-term aim and to what extent it is possible to say that it has taken root as an aim among indigenous members of the councils.

Mr. JONES (Special representative): Yes, the policy regarding the political development from the present councils to area councils and then possibly to regional councils has been discussed with these people in a general sort of way and, as we mention in the annual report, the councils on New Britain are already meeting together at times to discuss matters of common interest without taking, shall I say, combined action in relation to them. But we



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encourage that naturally and it is all part of the preliminary steps to the formation of an area council. We envisage that the membership of the area council will either be by nominated or elected members from the existing councils.

Mr. THORP (New Zealand): In the annual report each year we have a most interesting section on the ethnic structure of the Territory taken as a whole. My first question on this relates to the problems of penetration and patrolling which have already been discussed at some length. Is there any correlation in the experience of the special representative between ethnic origins and the warlike or aggressive attitudes of members of tribes in the Territory? I was interested in his statement that now, when the Administration is penetrating to the deepest recesses of the Territory, they were meeting tribesmen whose degree of hostility to each other and presumably to the patrols was greater than in earlier experience. Therefore, it occurred to me to wonder whether there had been any correlation of this kind.

Mr. JONES (Special representative): I am not quite clear as to what information the representative of New Zealand is actually seeking. Is it that they are of different ethnic groups to those we have already approached?

Mr. THORP (New Zealand): I realize that there are different ethnic groups and that these people have come into contact with European penetration and have been found to be warring between themselves. Most of these groups have now been brought within the scope of the Administration and presumably are no longer fighting. But this last and now relatively small enclave of people is extremely warlike. Are they more warlike than the previous groups with whom the Administration has been in contact and are they of different ethnic origin from previous groups?

Mr. JONES (Special representative): Over the last twenty or thirty years, since we have been bringing the Territory under control, we have at different times come across people who are quite different so far as being able to bring them under control is concerned. We have entered areas where there has been practically no difficulty at all and where contact has been a simple

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matter. They have been quite friendly and we have been enabled to bring such areas under control without very much trouble. Then you get other areas where tribal fighting is quite common, where it has been quite common and where they are more warlike generally, and when patrols enter the area they are sometimes met with bands of armed warriors. Now it is not a case of any particular area just advancing from the coast, that they change as you get into the highlands and that the higher up you get the more difficult and vicious they get. It depends upon the various areas although when you get into the mountain areas, where the terrain is very difficult, of course it makes it easier for the people to set ambushes and more or less, shall we say, oppose the patrols going into the areas. There is a difference. They are really one ethnic group, you might say, but they do vary slightly in the different areas and that is not consistent either. There seems to be quite a fragmentation of the groups because of the 200 languages which are spoken, and that itself indicates that they are different groups. Naturally they have developed along different lines, and you might get a language say in one area and fifty miles away in another direction you will get another group speaking a very similar, if not practically the same, parent language. So I would say that in the last areas we are now bringing under control we have come across the warrior-like types. It is possible that in the limited area which we now have to bring under control we may strike areas where the people will be quite happy to receive us and where they are not quite so warlike because even in that small area you have high mountain ranges cutting across in three directions, and no doubt the people in the various valleys may differ.

Mr. THORP (New Zealand): I understand perfectly well now, from that reply, that it is not possible to foresee the conditions which will be met on any process of working it out in advance; the patrols must be prepared for any kind of reaction from relative friendliness to distinct hostility. My final question bears on the same subject. If I understood the earlier replies correctly, it is hoped that by 1959, administratively, it will be possible to classify all of this under heading (a), namely "under Administration control", whereas at the moment there are four classifications for administrative purposes. My question is this, bearing in mind the present situation: in which of these administrative groupings has it been found that some inter-group violence occurs, notwithstanding the degree of partial Administration influence, or even in classification (b), namely "under Administration influence"? Have there been occasions when violence has broken out notwithstanding the fact that a certain degree of administrative control exists? I am referring specifically to (b), because I realize that under (c), of course, we have had two reports at this session of inter-tribal fighting.

Mr. JONES (Special representative): An area is not classified as under Government influence if there are any signs of, or likely to be any further outbreaks of, tribal fighting. It is only when that stage has been reached that it is brought under and classified as under Government influence. The areas in which tribal fighting has broken out are the areas under partial Government influence.

Mr. SALOMON (Haiti) (interpretation from French): I have listened very closely to the replies which the special representative gave to the questions of the representatives of France and New Zealand in connexion with the fact that the Administration plans to bring the whole of the Territory of New Guinea under control by the end of 1959. The special representative has outlined the procedure which is used to bring about such full control. In this connexion we should like to know whether the patrols posted in areas which are under partial Administration influence, where these disturbances usually arise, have means available to them to become informed of the activities of tribes in these areas. Do they have any way of knowing beforehand when these tribes are about to engage in warfare?

Mr. JONES (Special representative): When the areas are first brought under control and more or less classified temporarily as under partial Government influence, the patrols continue to operate in those areas fairly frequently and as soon as we possibly can and wherever we are able to bring say a small area under more than partial Government influence, we then do appoint these village officials and we give them very little simple duties to do at first; and one of them is to report immediately to the nearest Government officer any tribal fighting which is occurring and which they know of, or any rumours or information that tribal fighting has taken place or is about to take place, and then a patrol goes into that area.

Mr. SALOMON (Haiti) (interpretation from French): I wish to thank the special representative for clarifying this point. The special representative will recall that during the debates which took place last year in the Trusteeship Council, attention was drawn to an ordinance which protects local administrative councils by providing for sanctions against any indigenous inhabitants who might have tried to prevent such councils from discharging their work. I would like to know whether these provisions have been changed or whether it is proposed to have this provision encompass all the inhabitants of the Territory indiscriminately.

Mr. JONES (Special representative): In the reply to the resolution on this point last year, we said that the matter of an amendment to section 16 of the Native Local Government Council Ordinance was under consideration. I have recently received advice from my Government that the section has been amended. It is now law and it has been amended in accordance with the suggestion in the resolution.

Mr. SALOMON (Haiti) (interpretation from French): I am grateful for this clarification. I shall proceed now with my next question. In the statement which the special representative made at our last meeting, he pointed out that regulations relating to the auxiliary services of the Administration entered into force in December of 1956. He described the plans which were being set up by the Administering Authority for the training of such office-holders. How long will it take to go from one stage to the other?

Mr. JONES (Special representative): I am not clear about how long it will take to go from one stage to the other. I am not too clear as to what information is sought.

Mr. SALOMON (Haiti) (interpretation from French): The special representative pointed out earlier that natives would have to spend a certain amount of time in the auxiliary division and he enumerated various posts which would be included in this auxiliary division. We should like to know whether there is a standard lapse of time during which a native stays in this auxiliary division regardless of the type of post he is to occupy, or whether the duration of time in the auxiliary division depends upon the type of category of post?

Mr. JONES (Special representative): The positions which I named are positions which are available to indigenous persons as offices of the auxiliary division. I mentioned that they would be given every assistance to improve their qualifications so that they may be eligible to enter the higher divisions. There is no specified period of time in which they must remain in the auxiliary division. Their entry into the other division is a matter, purely and simply, which will rest upon themselves and the efforts they make.

Mr. SALOMON (Haiti) (interpretation from French): I am satisfied with the reply given by the special representative. I have no further questions and I would only like to thank the special representative for his graciousness in replying.



Sir Andrew COHEN (United Kingdom): With very great interest I have read in the annual report and heard in the statement by the special representative the steps being taken under not at all easy conditions to develop progressively the local government bodies in the Territory. Perhaps the question I am going to ask is a revelation of my ignorance. What I should like to know is to what extent have local government councils of villages -- which I understand now can be said to represent some 22,000 people -- progressed in relation to the total requirement. How many councils would there have to be to cover the whole area already under control? I realize that the rest of the area cannot be considered at the moment. I do not know whether it is possible for the special representative to supply this information.

Mr. JONES (Special representative): I am afraid I cannot answer that immediately. The only way I can possibly give an approximate answer would be to estimate the number of villages incorporated at the present time and already formed. Actually the number would be nearer to 40,000 or 50,000. The figure of 22,000 represents only the last four councils, and you divide that into the number of villages within the controlled area. That would be rather difficult to do because we have no index showing the villages and the areas they are actually in.

Another way I could do it, of course, would be to mark out on a map roughly the area covered in accordance with the scale of the map, and then work out the rest. But it would be very approximate. Because the population is not regularly dispersed over the area, there may be some thickly populated areas and other areas with practically no population. Therefore I regret very much that I cannot even give an approximate answer to that question.

Sir Andrew COHEN (United Kingdom): I wonder, nonetheless, whether the special representative can give some indication. Am I right in thinking you are only in the very early stages of this at the present time?

Mr. JONES (Special representative): That is true.

Sir Andrew COHEN (United Kingdom): I suppose that it may be confidently expected that when this process of setting up councils gets further under way more rapid progress may be anticipated.

Mr. JONES (Special representative): We will be extremely disappointed if that is not the case.

Sir Andrew COHEN (United Kingdom): I thank the special representative for that answer.

Again this may be a difficult question to answer: Can the special representative give any indication of how soon we may expect some progress in the formation of area councils which will start to give these people a wider conception of their relation to the Territory as a whole?

Mr. JONES (Special representative): In the Rabaul area they are already unofficially discussing matters of general interest to the whole of the area. I cannot say how many years it will be because it may be sooner than we anticipate. But every encouragement will be given to them to undertake that additional responsibility. I would say that that would be the next development so far as that area is concerned. I would not like to give a definite time because we do not know. There are factors which have to be considered. But I should say that in the not too distant future we could look forward to an area council.

Sir Andrew COHEN (United Kingdom): On page 58 of the record of the special representative's statement (T/PV.822) there is a very interesting reference to the work of the Local Government Training Centre. In particular, I was struck by the reference to the training courses provided for council employees and people wishing to qualify for such employment and also to a course for councillors dealing with local government principles, aims and methods. Can the special representative state approximately how many councillors and how many employees of councils have taken advantage of this and roughly what is the scope of these courses in perhaps a little more detail than set forth in the passage from which I quoted?

Mr. JONES (Special representative): There are three or four separate courses, as I have mentioned. A very important one is for Administration officers who are engaged in field work. In that course the whole matter, I would say, of local government is covered not only from the technical side, but from such sides as the best methods of approaching indigenous people and the problems they may come across and have to overcome in establishing local government. In all, it is a very comprehensive course which fits these officers to deal competently with almost any conditions in the field which they may come up against in the establishment of local government. The course for council employees and others again is a course which covers also the training of clerks for the local councils and any work in connexion with the councils. It is quite a comprehensive course and it is directed to meet the needs of the councils with respect to the various positions. It is not just a general course, although there are some general subjects. But the course is generally to make them competent in the class of work they desire to undertake.

The course for councillors and others is more along the lines of the course given to Officers of the Department of Native Affairs, but in more simple terms. It explains the meaning of local government, that local government is but a first step in their development. Then the next steps are explained. The responsibilities of the office are also gone into -- if appointed a councillor, what is expected of the appointee. The provisions of the ordinance are explained to the students. They are also given instruction in the preparation of financial accounts and so on. In addition, influential people or those who have taken a keen interest in political development are also permitted to attend these courses, the aim being to encourage interest among the people in their political development. I have no record of the number that has attended, but the courses have been given for a considerable time. From what I understand they are all very well attended.

Sir Andrew COHEN (United Kingdom): I am most grateful to the special representative for that very full and interesting answer.

On page 59-60 of the record of the special representative's statement, there is a reference to the appointment recently of an indigenous person as a member of the Sepik District Advisory Council in pursuance of a general policy of appointing indigenous people as members of or official observers at District and Town Advisory Councils. Could I ask the special representative about how many appointments to these councils have been made up to the present time?

Mr. JONES (Special representative): That is the first appointment. The policy has come into force, you might say, only recently, and we hope that other appointments will be made during the year following the year now under review.

Sir Andrew COHEN (United Kingdom): Could I ask the special representative what prospect is seen of increasing the number of indigenous members of the Legislative Council?

Mr. JONES (Special representative): At the present time there is no intention on the part of the Administering Authority to increase the number of indigenous representatives on the Legislative Council. The whole matter of the constitution of the Council has been under consideration, and no actual final decision has been made. Although there have been some comments, no final decision will be made until after the present elections which are to take place very shortly, but the whole constitution and composition of the Legislative Council is more or less under consideration.

Sir Andrew COHEN (United Kingdom): To which elections does the special representative refer?

Mr. JONES (Special representative): For the Legislative Council.

Sir Andrew COHEN (United Kingdom): My last question is this. I was interested in seeing the table on page 31 of the annual report, which deals with the number of classified positions in the Government service in the Trust Territory. Reference is also made to this in the record at page 61 in the special representative's statement, where it is said that there has been an increase of 145 positions. Looking at the figures in the table in the annual report, we find that the number in the District Services and Native Affairs has risen from 387 to 517 and in Education from 192 to 516. These figures are very striking indeed. Can I ask the special representative to what extent it has been possible to fill these posts and how recruiting has been going?

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Mr. JONES (Special representative): Over the last year there has been a definite improvement in the over-all recruiting for the Administration. So far as the Trust Territory is concerned, the over-all number of the increase during the year under review was 145. The fact that positions are shown in the table on page 31, of course, does not indicate that they have all been filled. That shows the increase in the number of classified positions in the particular departments. For instance, in Education there are 192 positions, and they have been increased to 516. Tables at the end of the report show the actual number employed at the end of the year in any particular department.

The meeting was suspended at 4.15 p.m. and resumed at 4.35 p.m.

Mr. LOBANOV (Union of Soviet Socialist Republics) (interpretation from Russian): I should like to deal with a question which has already been put by the representatives of Guatemala and the United Kingdom, namely the question of the advisory councils. We may conclude from the statement of the special representative that the Administering Authority considers that the participation of the indigenous inhabitants in the activities of the advisory councils is an important stage in their preparation for independent political life. I should like to ask why so little is being done in this field. There has been only one case in which a representative of the indigenous inhabitants was called into an advisory council. What are the obstacles in the way of more active participation of the indigenous inhabitants in the activities of the advisory councils?

Mr. JONES (Special representative): I do not think I said that participation by the indigenous people in these councils was an important step in their political advancement; I said that it would assist in their political advancement. We still consider that the most important development is through the village councils. The reason why only one has been appointed so far is that the decision to appoint them to these councils instead of going ahead as was originally proposed with the councils for native matters was only a recent one. I think we can look forward to further appointments being made during the year.

Mr. LOBANOV (Union of Soviet Socialist Republics) (interpretation from Russian): I should like to clarify one further point. In connexion with the participation of the indigenous inhabitants in elections, page 33 of the report states that women who wish to participate in elections are immediately subject to the payment of taxes. I should like to know whether this applies also to the male population. Secondly, are indigenous inhabitants who do not wish to participate in elections exempt from taxation? In other words, is that a sufficient reason to be exempt from taxation?

Mr. JONES (Special representative): I think both questions are really answered in the report itself. At any rate, the position is that the payment of the tax makes them eligible to vote. If they do not pay tax, of course, they are not eligible to vote.

Mr. LOBANOV (Union of Soviet Socialist Republics)(interpretation from Russian): May I then make a further point to clarify my question. If, let us say, an individual voluntarily refuses to participate in the elections, is that a sufficient reason for being exempted from taxation?

Mr. JONES (Special representative): Yes, that would appear to be the case. The provision is set out on page 33 of the annual report:

"The qualifications for franchise are contained in the Native Local Government Council Regulations, the relevant sections of which read..."

The relevant sections are then carefully set out.

If any native decides that he does not want to vote, he just does not pay tax -- and then he is not eligible to vote.

Mr. LOBANOV (Union of Soviet Socialist Republics)(interpretation from Russian): Perhaps I do not quite understand the situation. Under existing circumstances, there seems to be some economic squeeze placed on the electors. Instead of having their political activities encouraged, it seems that any desire they may have to participate in political life will be economically disadvantageous to them. I wonder whether this is indeed a way of encouraging their active participation in political life.

I should now like to put one more question. We read in the press that the Prime Minister of Australia made a statement in Port Moresby to the effect that Australia is present in New Guinea and will stay there, and that Australia does not regard its presence in New Guinea as provisional or temporary. Could the special representative, or perhaps the representative of Australia, explain what is meant by that? Does the Administering Authority propose to stay in New Guinea ad infinitum? Or does the word "temporary" or "provisional" have a different meaning from what I understand it to mean in Russian? In any case, I am sure that this is a matter of some interest.

Mr. HAMILTON (Australia): I think the representative of the USSR will appreciate that the policies of the Administering Authority are conveyed to the Council through the annual reports and through the statements of the Administering Authority's representatives in the Council. What the representative of the USSR reads in the press, of course, may or may not be true. In this particular instance, I have no knowledge of the press reports to which he refers. In any event, the representative of the USSR will recognize that the Administering Authority, having become party to a Trusteeship Agreement, may be expected to respect solemnly the principles of the Trusteeship Agreement.

Mr. LOBANOV (Union of Soviet Socialist Republics) (interpretation from Russian): I am very grateful to the representative of Australia for this valuable explanation. I therefore assume that the report that appeared in the press is incorrect, since that statement of policy, as reflected in the press, is in flagrant contradiction of the Trusteeship Agreement. Since the representative of Australia has assured us that the Trusteeship Agreement will be carried out to the letter, I think that we can consider the statement in the Sunday Morning Herald to be incorrect.

Mr. JONES (Special representative): In connexion with a previous question, I should like to add some information in regard to the paying of a tax in order to be eligible to vote. In any case in which, in the opinion of the Council, the payment of the tax would cause hardship to a person who desires to vote, the tax can be reduced or waived altogether.

Mr. KIANG (China): I think it is very encouraging to hear from the special representative in his opening statement that the whole of the Territory will be brought under control by the end of 1959. Am I to understand that, in making this encouraging statement, the special representative is taking into full account the attacks on the Administration patrols? As we have learned from the annual report and from the opening statement of the special representative, these incidents fully reflect the prevailing hostility between the local groups. I would be very grateful if the special representative were to comment on what I have said. .

Mr. JONES (Special representative): Yes, we have taken that into consideration, and also the fact that the attacks are not made on the patrols when they are actually entering or exploring the areas. All the recent attacks have been made on the patrols when they are attempting to stop tribal fighting or arrest killers in an area where they have been warned that they must stop the practice.

Mr. KIANG (China): I have a question in connexion with suffrage, which is dealt with in chapter 5 of the annual report. I understand that, some weeks prior to an election, an officer of the local government branch of the Department of Native Affairs visits villages presumably for the purpose of explaining the method of nomination and the system of voting. Does that officer also take part in discussions with groups or individuals in order to help them make up their minds in regard to the selection of candidates?



Mr. JONES (Special representative): The officers only explain the procedure for voting and the eligibility of candidates and voters; they encourage the people to register their votes.

Mr. KIANG (China): In putting that question, I had in mind the reference in chapter 5 of the annual report to "discussion with groups and individuals on the basis of past record, future plans" and so forth.

On the same subject, we find on page 33 of the annual report a table showing the number of eligible electors in the various councils. I think that it would be very interesting to learn what conclusions the special representative draws from the statistics on the number of persons entitled to vote as compared with the number actually voting.

Mr. JONES (Special representative): I think that only one conclusion can be drawn -- namely, that even in areas where the councils have been in existence for some time the people are still not politically minded, and a considerable number do not bother to register their votes. Voting, of course, is not compulsory; it is voluntary. I think that the figures given in the table are for the most part self-explanatory.

Mr. KIANG (China): I have another question concerning local government. On page 26 of the annual report, reference is made to the local government councils. I understand that all these councils consist of elected members, and that a provision in the Native Local Government Councils Ordinance permitting nomination of members by a district commissioner has not been exercised. I should like to know how the members are nominated.

Mr. JONES (Special representative): The Local Government Councils Ordinance lays down the method for the nomination of members. A number -- I am not quite sure of the exact figure -- of electors put forward the name of a candidate. If that candidate is eligible, his name is placed on the roll.

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Since the question of nominations has been raised, I should like to say that in two of the four new councils the people themselves have requested that provision be made in the constitutions of the councils that one member should be nominated by the district commissioner.

Mr. KIANG (China): My next question relates to the public service. I understand that as at 30 June 1956 the total number of European staff in the public service of Papua and New Guinea was 2,196. I should like to know whether, up to 31 March of this year, there had been any increase or decrease in that figure. I think that the special representative knows very well why I have chosen the date of 31 March of this year.

Mr. JONES (Special representative): In the reorganized Department of Public Health, the number of classified positions has been increased from 399 to 872. As at 31 March 1957, that increase represented the over-all increase in classified positions in the Trust Territory.

Mr. CLAEYS BOUUAERT (Belgium) (interpretation from French): In his opening statement and in his replies to questions, the special representative has spoken of some bloody inter-tribal conflicts which have taken place in the Territory. I should like to know whether the areas under partial control in which these conflicts occurred are participating in any way in the Territory's economic life, or whether they are absolutely self-sufficient as regards resources and sustenance.

Mr. JONES (Special representative): The areas under partial Government influence still have a subsistence agriculture. It is only when an area has been brought under Government influence that we make any attempt to encourage or assist in that area's economic development.

Mr. CLAEYS BOUUAERT (Belgium) (interpretation from French): It would appear that the main, if not the only, cause of these inter-tribal conflicts is the existence of old resentments -- something in the nature of a vendetta. Could the special representative tell me what methods are used to eliminate these

conflicts between tribes and villages? What steps are taken to remove the feelings of resentment which have resulted from grievances of the past? I imagine that it is these feelings of resentment which provoke the conflicts.

Mr. JONES (Special representative): That is quite correct. This is what we refer to as the "pay-back" system. These clashes have been going on for centuries, no doubt. Periodically, one tribe raids another tribe, carries off men, women and children and has a cannibalistic feast. The first step that we take when we enter a new area is to get the people together in a kind of meeting, where we explain what the Administration actually is, what we want to do for the people, how we want to improve their standard of living and educate them, and so forth. In particular, we tell them that we want them to make peace. The head-men of the various tribes sit down together with the Government officers and discuss their outstanding grievances. Every effort is made to establish friendly relations among these tribes. Sometimes peace is established between certain tribes as a result of the first meeting. In other cases, however, although it would appear that friendly relations have been established, trouble flares up again for one reason or another. The Government simply perseveres in its efforts until peace is finally restored throughout the area.

Mr. CLAEYS BOUUAERT (Belgium) (interpretation from French): In that connexion, I should like to know whether the recent explosions which occurred at the end of 1956 and the beginning of 1957 took place in areas which had not been visited recently by patrols, or whether they occurred in an area which had been patrolled normally, and had taken place in spite of these patrols.

Mr. JONES (Special representative): All of the last four -- the two mentioned in the report and the two which I mentioned in my opening statement -- occurred in areas under partial Government influence. In these areas, patrols had visited, but the contact had been only partial. The areas were classified, however, as under partial Government influence, where preliminary overtures had been made towards all the people there.

Mr. CLAEYS BOUUAERT (Belgium) (interpretation from French): I should like to ask a question in connexion with the Native Administration Council. Last year it was pointed out that a tribe in the antelope plains, the Rahuanas, had shown some objection to joining with other tribes in an Administrative Council. Has this hostility been allayed, or does it still prevail in the area?

Mr. JONES (Special representative): The particular tribe referred to, the Rahuanas, still refuse to join in any of the councils or to undertake to form a council themselves, although the last information which I have is that they appear to be coming round to the Administration's way of thinking, and we hope that, within a very short time, they will be absorbed into a Local Government Council.

Mr. CLAEYS BOUUAERT (Belgium) (interpretation from French): My last question relates to the judiciary organization. At the bottom of the ladder, the courts concerned with questions among the indigenous inhabitants are the Native Affairs Courts. Could the special representative tell us at what administrative level these Courts operate? Is it on a district level, or at some other geographical level?

Mr. JONES (Special representative): The Court for Native Affairs is a special Court which was set up when Australia first accepted the mandate. It was a Court which was designed to meet the needs and conditions of the indigenous people. It provides for all offences as between the indigenous people and also for certain cases of civil affairs between an indigenous person and a non-indigenous person. Indigenous law and custom are taken into account, and the Ordinance which provides for the Court and its functions makes specific mention of native customs. The Court itself may be held anywhere. It is not in a central position or in a town; it may be held in any village, or under a tree, or anywhere at all. The officers of the Court are officers of the Department of Native Affairs. The District Officers, Assistant District Officers and Senior Patrol Officers are all members of the Court for Native Affairs, and the cadets and other junior officers of Native Affairs sit in these Courts to gain experience. It is intended that indigenous people will, eventually, also be appointed to sit in as assessors, and then, later, will sit in to gain experience in those particular Courts, with the idea in mind that when they have become sufficiently qualified, they will be appointed members of those Courts.

Mr. RIFAI (Syria): My first question relates to the Local Government Councils and the future plans of the Administration to form area councils. I note that, in the first place, the plans of the Administering Authority are to have area councils composed of representatives from the local units, namely, from the Local Government Councils, which means that elections will not be made direct to the area councils, but that the members will come from the local units. Is this the plan? If so, I should like to ask the special representative whether the area councils will encompass an area similar to, or on a much larger scale than, the District Councils which exist in the Territory at the present time, and which comprise only European representation.

Mr. JONES (Special representative): We have no concrete plans as yet. These are proposals rather than definite plans, but the policy is to build up from the Local Government Council to area councils. If there are, for example, five Councils in the New Britain District and it is decided to form an area council, that area council will cover the territory over which the five



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Local Government Councils have jurisdiction. It will not exceed the boundaries. We do not envisage, as the first step, that the Councils themselves will nominate members to the area council. However, that is not a concrete plan. When the time comes, it may be considered that some other method is more suitable. Naturally, the people who are concerned will be consulted fully on this and their wishes will be taken into consideration.

Mr. RIFAI (Syria): My second question refers to the Legislative Council. The special representative will recall that last year -- and this was based on a recommendation of the Visiting Mission -- the Trusteeship Council recommended that the Administering Authority should see whether it would not be possible to appoint indigenous employees of the Administration to the Legislative Council. At that time the Administering Authority, or the special representative, apprised us of the fact that this would be contrary to democratic practice. I was wondering whether there has been a change in that attitude. Apparently there has not, according to the annual report. However, I believe that the Administering Authority was going to consider the matter and, in view of the fact that in Nauru, for example, some of the Local Government Council members are employed by the Administration, I wonder whether the same policy could not apply also in New Guinea. I should like to have the opinion of the special representative in this regard. Certainly, the Legislative Council is not yet a representative body in the sense that the Executive is responsible to it. It is not even an embryo parliament in that sense.

Mr. JONES (Special representative): The attitude of the Administering Authority has not changed so far as New Guinea is concerned. It has given full thought to this matter, and this is reflected in the reply to the resolution of last year, which reply appears on page 105. So far as Nauru is concerned, of course, it is a Local Government Council and not a Territorial Council or a Legislative Council, and there is no objection to employees of the Administration serving on that Council, any more than there is objection to Administration employees serving on Local Government Councils in New Guinea.

Mr. RIFAI (Syria): I should like now to ask the special representative whether the Administering Authority does not envisage having the native representatives of New Guinea on the Legislative Council elected instead of being nominated, as has been the case so far. I note, and I think that this is well known, that there are elections to the local government councils. I was wondering whether, even on this limited scale, we could not have these two representatives of the people of New Guinea on the Legislative Council elected instead of nominated, particularly in view of the fact that the two members from New Guinea are elected.

Mr. JONES (Special representative): On page 21 of the report under "Policy and Developmental Plans", we have gone very fully into the difficulties we are facing with regard to political development. I think it explains there why it would be quite impracticable at the present time to have a nominal roll of indigenous electors. It is not because we have any reason not to desire to have a nominal roll. It is just that the circumstances are such that it is quite impossible. For instance, on the basis of what electorate would you have that nominal roll? That is just one question and, like many others, it really makes it quite impracticable to adopt the procedure as proposed by the representative of Syria.

Mr. RIFAI (Syria): Pursuing this point a little further, I wonder whether the special representative will agree that councillors to the Local Government Councils are being elected and that there is not even limited suffrage in that respect. I mean that there are elections to these bodies. Could we not also have these electors elected? Probably that would be a very limited electorate, but could they not elect these two representatives to the Legislative Council?

Mr. JONES (Special representative): I suppose that could be done. Who would they represent? They would represent about 5 per cent or 10 per cent of the total population. That would not be true representation. We think the people can be more truly represented by selecting suitable persons from any particular area but so that they will represent the people as near as we possibly can as a whole.

Mr. RIFAI (Syria): Then I take it that any limited electorate would not be able to send truly representative people to any legislative body because I know that in certain territories there is a very limited electorate which does send some representatives to certain legislative bodies. I had that in mind when I put that question to the special representative. I thought that this would be nothing more than a limited electorate, but I can see the difficulties that the Administering Authority does face in this regard.

I now have another question. I want to inquire from the special representative whether the applicants to the Auxiliary Division which has just been established -- and I think he stated that it was in December 1956 -- do have to have certain requirements in order to have their applications accepted because he stated that there are 161 applicants for that division whose applications are still under consideration. I wonder if the special representative can tell us what the requirements are.

Mr. JONES (Special representative): I was looking up the latest information I had to see whether or not it did give any particulars of the actual qualifications required, but I regret that they are not given. They just treat the matter along general lines, that they are now being intervieuwd. But I know that they have to have a certain standard of skill either in regard to the clerical or the technical side. I have no information as to what the standard is, but experience is necessary, and with the Administration. I can perhaps give an example which will help. We have three indigenous workers who have been in the Printing Office for about fifteen or twenty years and they have become quite competent in setting up type and so on. They do not have the educational qualifications. I know that educational qualifications are required which are well below the intermediate, which is the minimum required for the service usually. But they will be admitted to the Auxiliary Division on account of their technical skill. There are others who have been studying at the secondary classes in the Administration schools who have no experience at all, but they will be set an examination. If they pass the test, although they have no experience in any particular trade, they will be accepted into the Division to be trained in one of the positions which I have already mentioned.

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My colleague has drawn my attention to some information that is available; I am sorry that I overlooked it. It will help. One of the provisions is that they must have completed standard IX or attainment of clerical grading No. 4. I might explain that the clerical grading is a grading which is given to clerks employed by the Administration. They are graded 1, 2, 3, 4 and they go up to 7 according to their experience and qualifications. And those who have reached grading 4 will be eligible for appointment.

Mr. RIFAI (Syria): I now come to my last question. I should like to know: What is the significance of this change, from the abolition of the Government Secretary Office and the institution in its place of a Civil Affairs Office? Is it merely a change in name, a change in nomenclature or does it also signify a change in the responsibilities or in the work which this new Civil Affairs Officer or the Department of Civil Affairs will have to do?

Mr. JONES (Special representative): It is actually a change in the Administrative Headquarters. Before we had an Administrator, the Department of Government Secretary acted as a secretariat. That has now been changed, and since the appointment of an assistant administrator, we now have the Department of the Administrator the head of which is the Assistant Administrator. They carry out, as it were, the secretariat duties and the Government Secretary is now the Director of Civil Affairs; if the representative of Syria would like me to give a list of duties of the new Department, I can do so. But it is merely Civil Affairs and part of the work which was carried out by District Services and Native Affairs before they had been undertaken, if they are just purely civil, and the secretariat is now actually the Department of the Administrator with senior officers representing the various departments.



Mr. FELD (United States of America): A number of aspects of questions which I had in mind to ask the special representative have been covered by questions asked by other representatives. However, I have several questions in the political field which I would like to put to the special representative. On page 22 of the annual report it is stated that:

"As suitable individuals become available throughout the Territory indigenous representation on the Legislative Council will be increased and the selection of members will be given a more widely representative character."

It is also stated on that page that perhaps after the development of more local government councils. These councils might be given an opportunity to nominate persons to be considered for selection to the Legislative Council. Does the Administering Authority consider that this method of nomination by existing local government councils might be instituted in the more advanced areas as soon as enough such local government councils are operating in these areas, or is it expected that this step will not be undertaken until the development of local government councils has proceeded further in the less advanced areas? In other words, is this step related to the minimum rate of advance or to the maximum rate of advance?

Mr. JONES (Special representative): The manner of indigenous representation on the Legislative Council has been discussed quite a number of times in this Council and the views of the Administering Authority and of the Visiting Missions have been quite clear, and that is that the representation of indigenous members of the Council has little real value in regard to their political development and they play but a very small part in the Legislative Council. Nevertheless, as the political development of the people progresses and particularly more councils are established, the Administering Authority will, as a matter of educative value, appoint more indigenous members to the Legislative Council. We have no intention at the present moment of making any such appointments. But as time goes on, no doubt a number will be made.

This does not mean that we have any intention of appointing a large number or of establishing, as it were, a Legislative Council until such time as all the



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people are able, capable and competent to play their part. As I mentioned in my opening statement, it must be broadly based. All the people must be able to take part.

Mr. FELD (United States of America): I wish to thank the special representative for his answer to that question. Now I have another question relating to the local government councils. I note the statements of the Administering Authority regarding its broad aims in political development as given on page 21 of the annual report, and in this connexion it is noteworthy that four new local government councils have been proclaimed since 30 June 1956. On the basis of the special representative's reply to a previous question, I assume that the ten existing local councils are situated in localities which were considered to have a sufficient economic basis to support their political activities and to make these activities meaningful. Would the special representative comment on the effect of this economic factor on the political development of the economically less favoured areas. In other words, will the development of local government councils in less favoured areas depend primarily on their ability to develop their limited economic resources or will special effort be made to assist them to attain the minimum economic base required for their political development?

Mr. JONES (Special representative): In areas where they have not yet progressed economically sufficient to support a council, every effort will be made and every assistance will be given to them to increase the economic development of that particular area.

Mr. FELD (United States of America): I have another question relating to recruitment for the public service. I noted in the opening statement of the special representative that 214 new appointments were made to the overall recruitment for the public service, including fifty-nine cadets -- that was for the nine-month period ended 31 March 1957 -- and that during the year under review 987 positions in the Trust Territory were occupied, an increase of 145 for the year.

(Mr. Feld, United States)

On the basis of these increases, does the Administering Authority feel that the problem of recruitment in staffing, which has hindered development in the past, has now improved sufficiently so that this aspect of its programme can soon be regarded as substantially accomplished? In this connexion, I would like to note a statement which I saw in a publication regarding the Trust Territory, attributed to the Minister of Territories, to the effect that at present rates of recruitment, the number of European staff in Papua-New Guinea should pass 3,000 by 1959. Could the special representative comment on this statement and indicate whether the Administering Authority expects to encounter any difficulty in increasing the number of classified positions from the 1955-1956 figure of 2,196 to the 1959 goal of 3,000?

Mr. JONES (Special representative): We feel now that we are well on the way to obtaining the staff we require, particularly to meet the increased classified positions in practically all departments. In the first few years after the war, of course, competition was very keen and it was very hard to obtain the number of qualified persons, artisans and professional people. But over the last two years, the position has increased considerably. During the last year, particularly in regard to education, we have been very successful in our recruitment and we feel quite competent that the target we have now set will be met.

U KYAW MIN (Burma): I find that the points on which I had intended to seek clarification from the special representative have already been raised and cleared up during the course of today's proceedings. Therefore, I have no more questions.

Mr. KOCIANCICH (Italy): I note on page 27 of the annual report that in some areas, for instance Raluana, there are unofficial organizations which are naturally reluctant to have their power circumscribed by free elections. I would like the special representative to give me some clarification as to the nature of such organizations, because, as far as I know and as far as it appears from the annual report, there are no political parties in the Territory. Therefore, I would like to know something more about the nature of such unofficial organizations, which apparently are striving against the establishment of local government councils.

Mr. JONES (Special representative): The authorities referred to in the report are indigenous authorities. In all the villages throughout New Guinea there are indigenous authorities who more or less have powers, which have been handed down, over local matters. As a matter of fact, we met the same difficulty in New Ireland, but we were able to overcome that eventually and establish a very large council there. Some of these powers which these men have are more or less hereditary and they are reluctant to adopt the council procedure in which people are freely elected to the councils. Some of them feel that if they put themselves up for election they may not be elected, and they are rather reluctant to relinquish the powers which they already have as indigenous authorities.

Mr. KOCIANCICH (Italy): In chapter 5 of the report under the heading relating to the qualifications for the franchise, I see that some natives can be granted exemption from the council tax and, in spite of this exemption, they can vote. In which cases is such exemption granted?

Mr. JONES (Special representative): That is left to a committee of the council itself which investigates each case and deals with it on its merits. It may be a case where the person who wants to vote has been sick for most of the year or he may be disabled or the man may have a large family. I am just giving some very rough ideas of some of the grounds on which exemption from paying the tax may be granted.

Mr. KOCIANCICH (Italy): A little further down on the same page, we read that voting is not compulsory, that it is carried out either by open or secret ballot, but that in practice the most widespread system is a semi-secret ballot on a preferential basis. Would the special representative be kind enough to explain to me how this semi-secret ballot system works?

Mr. JONES (Special representative): Officers of the Department of Native Affairs are present at the elections. At each particular place where voting is in progress the officer will always assist the voter if the latter comes to him and asks him to explain the preference system and exactly what the latter has to do. Of course the officer concerned does not influence the voter in any way at all. The

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voter may say, "I want to vote for this candidate."-- this is quite apart and out of everybody else's hearing -- "Where do I have to mark the paper? He is my first choice and this other candidate is my second choice. What do I have to do?" The officer will then explain to the voter exactly what he has to do. The voter will then leave the officer and go to the little enclosure where the voting takes place, fill in the ballot paper and put it in the ballot box.

Mr. KOCIANCICH (Italy): My next question relates to the revenue of the Local Government Councils. I see from the report that each Council derives the bulk of its revenue from the capitation tax. On the other hand, from the figures given on page 29 I see that each Council, to a larger or lesser extent, also has some other revenue. I would now like to know from what sources this other revenue is derived?

Mr. JONES (Special representative): I would like to look that up, if I may. I think it is given in some part of the report. I would be glad to give the details at the next meeting.

Mr. KOCIANCICH (Italy): Thank you. My next and last question relates to the judicial system. I read on page 35 of the report that the Administrator may order the removal of an indigenous inhabitant to a specific area and his compulsory stay in that area if his presence or his residence is thought to be detrimental to peace and good order in any place. As far as I understand it, this means that this measure is an administrative one and not a penalty. Can this measure be taken without a previous judicial process?

Mr. JONES (Special representative): No, it usually follows a recommendation from the District Commissioner following conviction by a court, usually two or three convictions.

The PRESIDENT: There is one further member of the Council who wishes to address questions in the political field to the special representative, but not until tomorrow. We shall hold one meeting of the Council tomorrow at 2.30 p.m.

Sir Andrew COHEN (United Kingdom): I do not know whether we are now going to adjourn.

The PRESIDENT: That is the intention.

Sir Andrew COHEN (United Kingdom): I was the one member of the Council who voted in favour of having a meeting this morning. I realized that I was going to be defeated, but I did not know that this was going to mean that we were not going to have a full meeting this afternoon. My delegation is ready to ask questions in both the economic and social fields if the special representative is ready to reply. I must confess to some concern at the pace at which we are proceeding.

The PRESIDENT: As I pointed out, the present list of questioners in the political field has been temporarily exhausted. As a matter of fact, I had proposed to adjourn the Council at 5.45 p.m. But I have no definite course. If the special representative is ready to answer questions in the economic field and if the representative of the United Kingdom is prepared to put questions in that field now, we can do so.

#### Economic advancement

Sir Andrew COHEN (United Kingdom): I do not think you will find my questions very searching. My first one relates to the timber industry. In his opening statement, I was interested to hear the special representative say that the value of timber exports exceeded £1 million and almost equalled the value of gold exported in the same period. I should be interested to know whether the special representative thinks that this very valuable form of trade can continue to expand steadily in the years that are immediately ahead.

Mr. JONES (Special representative): We hope and expect the timber industry to grow. The Administration itself, through its own sawmills, is providing considerable quantities of timber. As we are able to make timber stands available, quite a number of new industries are being set up. From the information at present available, there is no doubt that the industry will continue to grow.



Sir Andrew COHEN (United Kingdom): My second question relates to fishing, which is dealt with on page 66 of the annual report and 63 of the record of the special representative's statement. We have noted with considerable interest the extensive efforts which the Administration is making to promote the fishing industry in the Territory, both marine and fresh water. This question relates to marine fishing. I wonder whether the special representative could give some further details about the assistance being given to indigenous fishermen under the action plan which he describes. In particular, does this assistance include the provision of boats or outboard motors for the boats, or is it confined to fishing tackle and gear?

Mr. JONES (Special representative): So far as the plan has gone, the assistance is as I explained in my opening statement, but, as progress is made under the plan, loan funds are available to the indigenous people for the expansion of the industry, and loans could be obtained for the purpose of purchasing boats and motors.

Sir Andrew COHEN (United Kingdom): I should like to ask one or two questions about co-operative development. We have been greatly struck by the very rapid progress which has been made in co-operative development over the past few years, as is evidenced from the table on page 115, appendix XIV, which shows the number of societies increasing from 29 to 96, more than trebling themselves in four years, and the turnover increasing from £37,250 to something not far short of half a million pounds. We were very much interested to read of these dual purpose societies, in view of the difficulties we have had in some parts of Africa in promoting consumer co-operatives among Africans. I see that there are quite a number of consumer retailing societies. I should like to ask whether it has been found that the indigenous people in New Guinea are prepared to take part in consumer co-operatives.

Mr. JONES (Special representative): Yes, indeed they are. But we endeavour, wherever possible and whenever they have the means at their disposal, to have the dual purpose society. The consumer co-operative is actually suitable

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only for people who are living adjacent to a town or some place where the majority of them more or less can obtain wage employment. So for the purposes of the Territory we place the emphasis on the consumer- producer co-operative.

Sir Andrew COHEN (United Kingdom): I understand this to mean that if a consumer co-operative is combined with a producer or marketing co-operative in the rural areas it can be quite successful, but a purely consumer co-operative in such areas would not be likely to have the same success.

Mr. JONES (Special representative): That is correct.

Sir Andrew COHEN (United Kingdom): On page 46 of the report there is a reference to co-operative education, which I take it means education in co-operative practice through co-operative societies. I realize that this has only been started on an informal basis, which I think always happens, but could the special representative tell me anything more about the progress hoped for from this development, which might be quite important?

Mr. JONES (Special representative): Yes. Great emphasis and importance is placed on the discussions which the co-operative officers, both non-indigenous and indigenous, have with the people, particularly in the areas where co-operatives have not yet been formed. That is the informal procedure. Apart from that, of course, we have co-operative schools which provide training for inspectors and store men and co-operative officers. When an area decides that it would like to start a co-operative, the first steps we take are to select a number of people from that area and train them in co-operative work, both in the spirit of the co-operatives and in the actual technical side. When they are completely trained they are returned to the area and, with the assistance of a co-operative officer, a co-operative is established. The co-operative branch has inspectors who are continually visiting the co-operatives to see that they are strictly conforming to the ordinance under which they operate, and also to give them any assistance and advice they may need.

Sir Andrew COHEN (United Kingdom): I was very much interested to read on page 46 of the report about the rural progress societies, which are apparently societies formed in areas where the communities concerned have not yet shown themselves ready to take part in genuine co-operative movements. If I have understood this correctly, I should like to congratulate the Administration of New Guinea on having persuaded their co-operatives experts to be less rigid than we sometimes find ours. Ours have something which is usually known in common parlance as the co-operative "bible". It is almost impossible to get them to depart from it and make more flexible societies suited to the needs of the particular area.

May I ask whether there have been quite a number of these societies, and anything more about them that the special representative would be prepared to say? It would appear to me to provide the answer to quite a number of questions, which we sometimes do not get in my experience.

Mr. JONES (Special representative): The rural progress societies, as the representative of the United Kingdom has remarked, are usually in areas where the people are not sufficiently advanced to undertake the responsibilities of a co-operative and have really not developed economically sufficiently to warrant the formation of a co-operative society. This happened to a great extent in the rice-growing areas, where practically all the rice-growing was done with the rural progress societies. The co-operatives, working with the Department of Agriculture, assisted these people, and during last year year all of these particular societies in the rice-growing areas more or less were formed into co-operatives and they are now working directly under the co-operative branch. In other areas where the rural progress societies are still working, will also, when we think the time is suitable, and if they so desire, of course, be brought under the co-operative ordinance.

If I may add a little more on the educational side, I have some quite recent notes here in regard to co-operative education. In July of last year a course was held for society directors. The directors of the societies were all brought in and they received a course of training and instruction. Twenty-seven directors

Sir Andrew COHEN (United Kingdom): May I thank the special representative for that very interesting answer. Page 46 of the annual report states:

"Although the indigenous inhabitants are taking an increasing part in commercial activities, the bulk of the commerce and trade in the Territory is conducted by European, and to a smaller extent by Asian, enterprise."

That is what one would expect at the present stage of development. May I ask the special representative whether he would be prepared to say anything about any action which may be planned by the Administration for assisting or guiding the indigenous inhabitants to take an increasing part in trade other than through the co-operative movement. I realize, of course, that the co-operative movement and the things connected with it are important on their own account in this respect.

Mr. JONES (Special representative): Most of the economic development of the indigenous people is agricultural and takes place mainly through the co-operatives. In the case of cocoa, the people have planted about two million trees in the Gazelle Peninsula, which is more or less managed through the committees from the local government councils. I have complete information here of that particular project and of the assistance which the Administering Authority has given to its development. I am afraid, however, that it would probably take me one half hour to explain those particulars. Perhaps I could give this information to the Council at a later date. That is a specific project other than the co-operative societies which has been sponsored and is being assisted by the Administering Authority. There are quite a number of others in which the indigenous people have been assisted in a small way to start enterprises, such as buildings, motor transport and other small industries. The main effort, as I have said, is in agriculture. In my opening statement I gave some facts and figures which indicated the increase that has taken place over the last year.

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attended that particular meeting. The instruction given to these people included methods of improving copra quality, simple explanations of society and association accounting procedure, meeting procedure, how to run a model store, copra buying and goods trading, profit calculations; and at the end they were given a test to see how much of that they had absorbed. In September of last year another special training course for native co-operative inspectors was completed, and six students graduated. This is a special course which is run for training indigenous people for employment with the Administration. The six students were appointed as co-operative inspectors, some being appointed with the Administration and some being made available to societies. In January of this year another course was commenced, an inspectors and secretaries course, and also a students course. Since the last report, ninety have passed through a storeman's course for co-operatives. Of course, the ninety will be made available to go to various co-operative societies to help them in running them.



Sir Andrew COHEN (United Kingdom): I wish to thank the special representative for the very interesting information which he has given. If he should wish to give more information at a later stage, it would of course be of great interest.

The PRESIDENT: The Council will resume the questioning of the special representative tomorrow at 2.30 p.m. It is proposed that after the recess is taken tomorrow afternoon, we should proceed to the consideration of the item which has been on the Council's agenda for the last few days, namely the report of the Committee on Procedures regarding Petitions.

The meeting rose at 5.55 p.m.