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Twentieth Session

VERBATIM RECORD OF THE EIGHT HUNDRED AND TWENTY-EIGHTH MEETING

Held at Headquarters, New York,  
on Friday, 28 June 1957, at 2.30 p.m.

President:

Mr. HOOD

(Australia)

1. Examination of conditions in the Trust Territory of Western Samoa: annual report on the administration of the Trust Territory of Western Samoa [4f]
2. 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 WESTERN SAMOA: ANNUAL REPORT  
ON THE ADMINISTRATION OF THE TRUST TERRITORY OF WESTERN SAMOA (T/1330; T/L.781)  
[Agenda item 4f]

The PRESIDENT: The Council has before it the 1956 report of the Administering Authority on the Trust Territory of Western Samoa, as well as the outline of conditions prepared by the Secretariat. The following corrections should be made in the latter document (T/L.781):

The first sentence of paragraph 44 should read as follows: "During the year under review, there were forty-two Samoan medical assistants in the Territory compared with forty-three in 1955".

The first two lines on page 17 should read: "There were 139 partially-trained nurses in 1956 compared with 166 in 1955 and two laboratory and X-ray technicians".

Sir Leslie MUNRO (New Zealand): Unfortunately, for reasons beyond my control I have not been present at previous meetings of this session of the Trusteeship Council.

It gives me particular pleasure to sit here and address you, Mr. Hood, as President of the Council. The association between our two countries is so close that I do not need to refer to it. I repeat, however, that it is a source of immense gratification to me to address you as President of the Council.

I am also very much gratified to know that I am speaking in the presence of the representative of Guatemala, one of whose colleagues is the Vice-President of the Council.

I should like to apologize if we have occasioned any trouble to any members of the Council because they have not had the report on Western Samoa earlier. It is perfectly true that we have submitted the report within the time laid down in the Council's regulations, but, I repeat, I trust that we have not caused anyone any inconvenience.

(Sir Leslie Munro, New Zealand)

When I introduced the annual report on the Administration of the Trust Territory of Western Samoa for 1955, I said that agreement had been reached on general principles governing a series of measures which, if they were successfully carried out, would bring the Territory to the verge of self-government. Now I have the very pleasant task of presenting to the Council the report for the succeeding year. It records the political, economic and social conditions in the Territory and it explains how those general principles have, up to the present time, been converted into administrative measures.

The special representative, Mr. T.R. Smith, who is the Secretary to the Government of Western Samoa and who is the Deputy High Commissioner, will, in his opening statement, direct the attention of members of the Council to the steps which have been taken in particular to put into operation the Samoa Amendment Act of 1956, which reconstituted the Executive Council. Legislative action by the Parliament of New Zealand will be necessary before the changes forecast for 1957 may be introduced. While I am not in a position to inform the Council of the details of the amendments which the Legislature will be asked to enact in the session which has just begun in my country, I can say that these amendments will substantially change the Legislative Assembly. The Fono of Faipule will cease to exist. The new Legislature will be expanded, and the High Commissioner and Fautua, although remaining members of the Executive Council, will cease to be members of the Legislature.

The fulfilment of one more undertaking given by the Administering Authority in its statement of policy of March 1953 and in the period beyond, since the Council has considered events in Western Samoa, will, I believe, be of particular interest to the representatives round this table.

On 31 March 1957 the New Zealand Reparation Estates was formerly transferred to the Government of Western Samoa, the necessary amending Legislation having been enacted in New Zealand in October 1956. As the Prime Minister of my country said four years ago, in announcing the decision to hand over this great enterprise, the Administering Authority's purpose was to help the new Samoan State to stand on its own feet economically and to contribute to agricultural development in the Territory. The value of the Estates is conservatively estimated at £815,000. They form a unit in going order. In constituting the

Estates as a statutory corporation, the Administering Authority's sole concern has been that that legacy should benefit the Samoans to the fullest possible extent.

Mr. President, I now ask you to be good enough to call upon the special representative, who requires no further introduction from me. I have given you his titles and he is appearing before the Council for the second time in the capacity of special representative. Mr. Smith will be very pleased, of course, to give representatives all possible assistance in examining the report before the Council. I ask you, Mr. President, to request him to take his seat at the Council table.

At the invitation of the President, Mr. T.R. Smith, special representative of Western Samoa under New Zealand Administration, took a place at the Council table.

The PRESIDENT: The Council will wish to welcome Mr. Smith to a place at the Council table, and will look forward with confidence to his co-operation and assistance in the work of the Council.

Mr. SMITH (Special representative): Thank you for your welcome, Mr. President. I am very glad to be before the Council for the second time and I hope that I may be of assistance to it in its consideration of conditions in Western Samoa.

The Council has before it the report of the Administering Authority for the year 1956, and it is now my privilege in this opening address to make some additional explanatory comments and to mention also such developments as there have been during the period of nearly six months since the year covered by the report ended.

There is one point which I should like to stress right at the beginning. Although New Zealand is the Administering Authority and is reporting as such, constitutional changes have now proceeded so far that many aspects of government are already completely in the hands of the inhabitants of the islands. The Legislative Assembly, which makes the laws and controls the finance of the Territory, now normally includes only three official members; and the High



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Special representative)

Commissioner, who heads the Executive Branch, must, in most matters, act on the advice of the Executive Council, which now contains twice as many locally elected members as there are officials in its membership. Already, therefore, policies and actions over an extensive area of the field of government are matters for predominantly local decisions, and the role of New Zealand is increasingly that of guide and adviser.

(Mr. Smith, Special  
representative)

When Western Samoa was last discussed here at the eighteenth session of this Council, the Executive Council had just been enlarged by the addition of two additional elected members. The formal change provided for by the Samoa Amendment Act 1956 was made shortly afterwards on 14 September when the High Commissioner devolved on the Members of the Council -- and I would refer the Council to page 156 of the report for details of the members and their portfolios -- authority to administer their departments and made each responsible for the operations of his own department. Previous to that change, official members were responsible to the High Commissioner and to the Legislative Assembly for departmental administration although locally elected members were associated with them. Now the Member responsible for each department himself asks for the necessary appropriations, explains and justifies his departmental policy to the Assembly, handles that department's business in the Council and acts in every way as its ministerial head. Each of the three official members also acts as the head of a department, and also when necessary advises or assists the elected members who may need help. It is only to be expected that the knowledge, the confidence and the ability of the elected members will vary, but all have taken full control of their departments, and now only one or two need occasional assistance. During the next stage, to be initiated next year, the official member who acts as Secretary to the Government will withdraw from the Executive Council and there will then remain, for as long as is necessary, only the Treasurer and the Attorney-General as official members in the Council and in the Legislative Assembly.

As from 1 September 1956, when the Samoa Amendment Act 1956 came into force, the High Commissioner, as the Head of the Executive Branch of Government, is required to consult with the Executive Council in the exercise of all powers conferred on him, with the exception of certain reserved powers, and, in terms of the Act, those matters which he judges to be too unimportant or too urgent to admit of the advice of the Council being given in time. In practice he seeks the advice of the Council on all matters except those that are too minor to justify taking up the Council's time. Furthermore, he is required to act in accordance with the advice of the Council on any matter on which he is required by law to consult the Council. In this way the High Commissioner's power of independent action has been very greatly reduced while the powers of the Executive

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representative)

Council have been correspondingly increased. These changes have been made quietly, but by them the control of the Executive Government has, during the past year, passed in a major degree to the hands of the locally elected members of the Legislative Assembly, who are also members of the Executive Council.

So far as the Legislature is concerned, the latter part of 1956 and the first half of 1957 has been a period of consolidation, of adjustment to change and of preparation for major changes scheduled to take place about the end of 1957.

The three-year term of the present Assembly has been extended for a few months so that the life of the Assembly will terminate just before the general election which it is planned to hold in November of this year. This extension, which was foreshadowed and agreed to in 1955, will allow for the ending of the terms of office both of the Legislative Assembly and of the Fono of Faipule at about the same time. Both bodies will then be replaced by the new single chamber Legislature of forty-eight members.

The five European members will be elected by all the residents who are classed as Europeans in the usual way, and the forty-one Samoan members will be elected by the Matai in the various districts. The total of forty-eight is made up of course of the two official members in addition to those I have just mentioned. For this purpose a Register has been prepared of the names of all holders of Matai titles in Western Samoa and an electoral roll will be prepared from that Register.

During the Legislative Assembly's session in March and April of this year three ordinances were passed to deal respectively with the establishment of Wages Councils, the preparation of the Matai Register and arrangements for deciding on the salaries to be paid to the Executive Councillors, Members of the Assembly, Samoan Judges and other persons who are remunerated from public funds but who are not subject to the determinations of the Public Service Commissioner.

A large part of that session was taken up with the examination and approval of the Government's estimates of expenditure for the year, and members exercised fully their right to bring forward matters of general interest for public discussion by introducing motions for Government action. Three of these motions were of great interest and importance to the Territory. The first advocated

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representative)

government action to stimulate the tourist industry, and the fact that it was heavily defeated shows that, as has been evident for some years, any large development of the tourist trade is not favoured by a large section of the Samoan population. A second proposed that, as from the beginning of 1958, the Copra Board should take over from merchants and traders the direct buying of copra from the producer. That motion was passed in the form of a recommendation to the Government and is now being examined by a Special Committee of the Executive Council. It is not an enterprise to be undertaken lightly and careful preparation will be needed if it is to be initiated with a certainty of economic benefit to the copra producers. The third proposal, from a Samoan member, was that there should be a reversion to the old system initiated by the former German Government, and continued during the first ten years of the New Zealand administration, of requiring all adult males to search for and destroy rhinoceros beetles during one day each week. This was considered recently by the Executive Council which decided that the existing system of inspection by Agriculture Department inspectors and non-compulsory village committees was quite effective and infinitely preferable to the proposed system of compulsion.

One major step in the transfer of power to Samoan hands was completed when the Western Samoa Trust Estates Corporation was established and took over all the assets and undertakings of the New Zealand Reparation Estates on 1 April 1957. New Zealand has at no time benefited in any way from the activities of this enterprise and the profits have been employed in the economic and social advancement of Samoa. Now all of the assets plus undistributed profits have been handed over to the Samoan people.

The Samoa Amendment Act (No.2) 1956, which was passed last October, provides that as from a date to be appointed -- and that date was later fixed at 1 April 1957 -- all of the assets of the undertaking were to be vested in a Corporation consisting of: (a) Four members to be appointed by the High Commissioner; (b) One member to be appointed by the Minister; (c) The General Manager of the Corporation; and (d) The Director of Agriculture of Western Samoa.

The High Commissioner, who of course acted on the advice of the Executive Council, appointed the High Chiefs Tupua Tamasese, Malietoa Tanumafili and Mata'afa Faumuina Fiaame Mulinu'u, with Mr. Edward Annandale, a local planter

(Mr. Smith, Special  
representative)

and businessman, as his nominees. The Minister appointed an experienced local planter, Mr. Kurt Meyer, and Messrs. P.W.H. Kelly and B.V. Parham are ex officio members while they hold office respectively as General Manager of the Corporation and as Director of Agriculture.

(Mr. Smith, Special representative)

The Hon. Tupua Tanasese was appointed Chairman of the Corporation, which has all the powers necessary to manage the Estates for the benefit of Samoa but which may not sell land without the consent of both the High Commissioner and the one Director, Mr. Meyer, who is appointed by the New Zealand Minister of Island Territories. This stipulation was made in order that the New Zealand policy of maintaining the Estates intact as a revenue-earning concern may be maintained at least until full independence is attained. The Corporation is required to pay heed to policy directions resolved on by the Executive Council and communicated to it by the High Commissioner. The annual profits of the Corporation, after necessary provision has been made for the maintenance of reserves, are to be paid to a special account in the Western Samoan Treasury. The moneys in this special fund are required to be applied for the welfare and the economic and social benefit of the inhabitants of Western Samoa in such manner as the Legislative Assembly decides.

In harmony with the wishes of the Trusteeship Council, as expressed in resolution No. 2 at the eighteenth session and in pursuance of the established policy of the Administering Authority, steps have been taken to enlarge the competence of Samoan legislative and executive authorities in the field of reserved subjects. In October 1956, amending legislation on this point was passed by the New Zealand Parliament and I should like to quote from the speech made by the Minister of Island Territories when he introduced the Bill into Parliament. The Minister said, and I quote:

"The only restrictions on the authority of the Legislative Assembly in Western Samoa to make laws for the Territory are in the field of what is known as 'reserved subjects' and 'reserved enactments'. There is a difference between the two. The latter include those parts of the Samoa Act 1921 dealing with the Constitution of the Territory, its courts, its criminal code and its Public Service. In these matters the Legislative Assembly is not prohibited from passing laws, but is merely debarred from passing laws that are repugnant to the provisions of the principal Act. As to the field of 'reserved subjects', the 1947 Amendment Act provided that the authority of the Assembly shall not extend to the making of laws relating to defence, external affairs, and anything affecting the title of Her Majesty to any land.



(Mr. Smith, Special representative)

"Clause 2 (of the Bill) modifies the 'reserved subjects' as relating to defence and land in order to permit the Legislative Assembly to pass laws, first, on the subject of defence in so far as they relate to the establishment of a local defence force. It may be the desire of Western Samoa to emulate Tonga, for example, and establish something in the nature of a small coast-watching <sup>GROUP</sup> Poup<sup>r</sup> or a small local defence unit. This will enable it to do that under its own legislation if it so wishes. The object in the second case, as regards land, would be to permit the Samoan Government to control its own lands. The lands belonging to the Samoan Government are now quite extensive. Land remains a 'reserved subject' only in so far as land in Samoa is held in the right of the Government of New Zealand; for example, the airport in Samoa is held in the right of the Government of New Zealand. That is a 'reserved subject' so far as legislation in Western Samoa is concerned.

"Clause 3 reduces the number of 'reserved enactments'. The Legislative Assembly because of this will be given power to legislate on these matters, even though the amendments may be repugnant to the original sections. That widens the power of the Legislative Assembly to make laws pertaining to Western Samoa. Under Clause 4 the High Commissioner will be obliged to consult with the Executive Council in the exercise of his powers under certain sections of the principal Act, even though the sections in question are 'reserved enactments'. Again, in the explanatory note is a list of those reserved enactments. It is desired to bring the subject matter of the various enactments within the statutory authority of the Executive Council as distinct from the Legislative Assembly, so that it can make decisions in consultation with the High Commissioner."

That is the end of the quotation, but the Minister went on to say that while it was not possible to give complete powers to the Legislative Assembly in those particular matters, the New Zealand Government desired to grant the Samoan people more authority and more responsibility in the conduct of their own affairs. For that reason, the clause was designed to create a "half-way house" between the field of reserved enactments and those which were not reserved. It was a transitional arrangement only.

(Mr. Smith, Special representative)

Because the rate of increase of the Samoan population is so high, encouragement and assistance to the Samoan producer to increase his output of foodstuffs, both for home consumption and for export, are still a major concern of the Administration. The Public Works Department is concentrating most of its resources on the completion of the main road system round both islands and is now in sight of its goal. Within the past few months, two more of the difficult stretches of road over lava fields have been completed and there remains now only one gap of about twelve miles to be closed to provide a good road completely round the Island of Savaii.

Once access to new land and an outlet to markets for its products have been provided, attention is turned to its best utilization. During the past year Mr. A.C.S. Wright of the New Zealand Department of Scientific and Industrial Research has carried out an intensive survey of soils and soil types in Western Samoa and he is now collating the results of fertilizer and growing tests in the different types of soils. This information is immediately available to the Samoan Department of Agriculture which, in its turn, is now equipped to pass it on to the Samoan farmers.

The Administration believes that the economic future of Western Samoa will be determined by the degree of success achieved in increasing standards of efficiency in village agricultural production. There is not so much scope for increasing output on the larger plantations and the bulk of agricultural output is produced by the Samoan villager who still works largely by traditional methods which require the use of more and more land. The Territory now has a Department of Agriculture with a full staff of trained specialists and these, with their Samoan assistants, have started on a programme of demonstrations, inspections, crop improvement, pest control and so on. The service of Samoan plantation inspectors (pulefa'atoaga) has been reorganized to make these men a more effective means for assisting the Samoan farmer. The Agriculture Department has also taken action to improve fishing methods. A Samoan member of its staff, Au'apa'au T, was sent to Noumea on a three months' fishery training course provided by the South Pacific Commission, and has gathered for publication information useful to local fishermen.

(Mr. Smith, Special representative)

Of the Territory's three main export crops, the output of copra increased slightly during 1956 but the output of cocoa and bananas fell for various reasons. Those included unfavourable growing weather, the use of less fertile soils because all soils were exhausted, plant diseases and a seasonal shortage of other foods. Prices for copra and cocoa on world markets continue their downward trend, but the price received for bananas, all of which are sold in New Zealand, has increased slightly. At the end of this year, the ten-year contract for the sale of the Territory's copra to the British Ministry of Food will end and new arrangements for the sale of future output are now being negotiated. A Samoan member of the Executive Council, the Hon. Tualaulelei, has recently visited Great Britain as a representative of the Samoan Copra Board in these negotiations. As an incentive to better quality production, the Copra Board has, during 1957, initiated a differential price scheme under which higher grade copra earns a price premium.

(Mr. Smith, Special representative)

As agriculture spreads inland from the coastal strip on which the Samoans have lived for centuries, an adequate water supply becomes increasingly a problem. The porous volcanic soil absorbs the water which then flows underground and emerges as useful springs at sea level but often leaves the surface soil inland quite deficient in water. During the latter half of 1956 two geologists from the New Zealand Department of Scientific and Industrial Research made an intensive study of the geological structure of the islands with the object of indicating possible methods of tapping underground stream flows and of bring water to the surface in useful quantities. Their report has only recently been completed and is now being studied.

The Administration recognizes that economic growth requires a properly balanced programme of savings and of investment in capital for production. Local financial institutions, while adequate to the needs of trade, have not yet been able to secure sufficient investment of either private or institutional savings in the Territory. After discussions early this year between the two Governments, and consultations with the Bank of New Zealand and the Reserve Bank of New Zealand, a three-man financial survey team was appointed to examine this and related problems. One of those related problems is the future provision of banking facilities for the Territory concerning which there has been much discussion in the past and it is hoped that out of this examination a clear programme of action will emerge. The members of this team recently visited Somoa for discussions on the spot and are expected to produce their report and recommendations in the very near future.

During the past twelve months there has been a very marked increase in the rate of growth of co-operative societies, which bears witness to the soundness of the earlier work of organization and preparation in this field. During 1956 the number of societies registered increased from seven to nineteen, and on 11 June, when I left the Territory, the number of was twenty-nine. All of the new societies registered in 1957 are of the marketing-retailing type but at the present time negotiations for the possible formation of a plantation co-operative are taking place in Savaii. It is hoped that a means may thereby be found of overcoming certain land tenure difficulties in the way of plantation development. The Registrar reports that the standard of management and accountancy in the societies is good and is improving rapidly.

(Mr. Smith, Special representative)

I am very glad to be able to mention also that the Senior Samoan Assistant to the Registrar, Mr. Amoa Tausilia, has been sent to attend a co-operatives' training course in Denmark under the auspices of the International Labour Organisation, the Food and Agriculture Organization, the United Nations Technical Assistance Administration and the Danish Co-operative Movement.

As members of the Trusteeship Council have previously expressed concern at the apparent slow rate of growth of co-operatives in the early stages, I should mention that the factors which, in the opinion of the Registrar of Co-operatives, have inhibited growth are these:-

1. Trading competition in this small compact country is keen and exploitation by traders is not a problem. Therefore, one incentive for trading co-operatives is absent.
2. It is often difficult for Samoan villagers to raise the necessary capital because of the many alternative demands on the cash income of prospective members.
3. There is the habit of buying on credit. Co-operatives, of course, follow a strict policy of selling for cash but the Samoan people are often able to take advantage of credit granted by traders.

At the present time, the established societies are trying to organize their own wholesale buying organization on a sufficiently large scale to make them independent of the commercial wholesale firms, but their chief difficulty is to raise sufficient capital.

At its second session in 1956, the Legislative Assembly of Western Samoa again considered the need for labour legislation in the Territory and appointed a Select Committee of seven members to examine the provision of the Labour Bill which had previously been introduced and to recommend what action should be taken. The Committee presented its report to the Assembly in April of this year and recommended that the basic legislation should be redrafted in a somewhat different form. It also recommended that early action should be taken to provide for conciliation and arbitration in labour disputes and for the fixing of minimum wages and holiday pay.

In pursuance of this recommendation a "Wages Councils" Ordinance was prepared and passed by the Assembly in May. Briefly, it provides for the setting up of Wages



(Mr. Smith, Special representative)

Councils composed of equal numbers of representatives of workers and employers in any industry, with the addition of up to three independent members. These Councils will have authority to report on all matters affecting industrial conditions in their respective industries and will, in particular, recommend wage rates and holiday provisions. The recommendations, if accepted, will be enacted in regulations made by the High Commissioner, with, of course, the approval of the Executive Council.

The Samoa Amendment Act (No. 2) 1956 which, as I have already mentioned, was enacted last October, contains new legislation designed to put on a more satisfactory basis the control and sale of intoxicating liquor in the Territory. Broadly, the principle is that the sale and use of intoxicating liquor shall be controlled in the interests of the indigenous inhabitants of the Territory and the Act gives effect to the recommendations of the Commission of Inquiry into the system of supply and sale of intoxicating liquor.

The previous provisions, by which the High Commissioner alone may import liquor and which prohibit its manufacture in the Territory, are continued and the Legislative Assembly is given power by Ordinance to constitute a Liquor Control Board to control the sale and consumption of intoxicating liquor in the Territory. Any sale outside the system of control thus provided is prohibited.

Since the Council last considered Western Samoa, conditions affecting the administration of public health in the Territory have improved very greatly. There is now a full staff of qualified medical officers, and co-operation between them and the Samoan medical practitioners is very good indeed. Two successful courses in environmental sanitation have been held with the assistance of the World Health Organization and two Samoan medical practitioners are at present attending courses overseas. One is attending a six months' course in Public Health at Otago University in New Zealand and the other is attending a shorter course given by the South Pacific Commission in New Calendonia on Health Education. A Samoan nurse has just completed a course of instruction in dietetics in Fiji and another is attending the South Pacific Commission's Health Education course.



(Mr. Smith, Special representative)

The major part of the work in the campaign against yaws, conducted under the auspices of the World Health Organization and UNICEF, was completed in 1956, and the first mass resurvey, covering 91,394 persons, was completed in April of this year. The percentage of remaining infection was very small, and a special "follow up" team is now trying to trace the contacts of remaining infectious cases to eliminate the remaining traces of the disease.

The next project for the Health Department is a large-scale campaign against tuberculosis, and assistance from the World Health Organization has been requested for 1959. If the major project is approved, it is expected that a pilot investigation will begin next year.

In the field of education, there is little to add to the information given in the report. Work is now in progress on the construction of dormitories at Samoa College, and the accommodation for boys will be completed in a few months. The accommodation for girls will be completed early next year, and the College will then be able to carry out fully its functions as a residential secondary school serving the whole Territory. Now that it can cope with all ordinary secondary school needs, it is proposed in future not to provide scholarships to send children to New Zealand until they have passed the New Zealand Form V or School Certificate standard. Thus scholarship funds will increasingly be available for the higher education of children who have passed that standard.

Plans are also being developed to enlarge the Avele Agricultural School and to raise it to the status of a regional agricultural college which would serve not only Samoa but also the Cook and Tokelau Islands and possibly Tonga and American Samoa.

In the vocational training field a good start has been made and a trades training officer has been appointed. Classes are now being held in the general engineering, motor engineering, plumbing and carpentry trades at foreman level for nearly sixty men who, though experienced, have never been instructed in the finer points of their trades. Training will be extended for the benefit of more unskilled men when the capacity of the foremen has been improved.

In the Public Service, a tentative plan for the systematic training of local people to replace the senior seconded officers has been worked out by the Public Service Commissioner, and training courses for intermediate controlling officers begin this month. Selected local officers in higher Public Service positions are being sent to New Zealand for guided experience in administration.

(Mr. Smith, Special representative)

I may add, at this point, that two locally born officials of part Samoan ancestry have been appointed to head respectively the Radio Department and the Police Force. Both were sent to New Zealand for a period to gain experience and to observe methods used there. In addition, as I have mentioned, one Samoan official is on his way to a co-operatives' training course in Denmark, and another has completed a course in refrigeration engineering in Australia.

Within the past few months three students from Samoa have completed degrees at overseas universities. W. Williams has completed his medical training in New Zealand and graduated M.B., Ch.B. He will stay in New Zealand to gain further experience in a large hospital before returning to Samoa. S. Atoa has gained a B.A. degree at Brigham Young University in Salt Lake City and will return to Samoa to a position in the Public Service Commissioner's Office. Miss Fana'afi Ma'ia'i has completed her B.A. degree in New Zealand and is staying on with scholarship funds assistance to complete her M.A. She has recently translated two small books into Samoan for use by Samoan school children.

I have tried in this address to cover the main points in broad outline. I thank the Council for its patience in listening to me and I shall be happy to answer, to the best of my ability and knowledge, any questions on Samoa which Council members may wish to ask in due course.

The PRESIDENT: I thank the special representative on behalf of the Council for his statement. We shall resume consideration of this item next week.

Mr. Smith withdrew.

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.

General debate (continued)

Mr. KESTLER (Guatemala) (interpretation from Spanish): The constitutional authority for the administration of the Territory of New Guinea is the Papua and New Guinea Act 1949-1954 which became law on 1 July 1949. This Act provides for the government of the Territory of Papua and the Territory of New Guinea in an administrative union. In accordance with this Act, the Administering Authority has established administrative organs and central government organs common to both Territories. As a matter of fact, it is at Port Moresby that the central offices of the Administration and the Legislative Council and the Supreme Court for both Territories have been set up. The Supreme Court is the highest judicial tribunal in New Guinea and the only court with general jurisdiction over civil and criminal matters.

The Administering Authority notes in its annual report that this Act declares the intention of the Commonwealth Parliament to maintain the identity and status of the Territory of New Guinea as a Trust Territory and to expend in the development and welfare of the Territory an amount annually not less than the total amount of public revenue raised in the year in respect of the Territory. Nevertheless, as we are told in the annual report itself that there were no changes made during the year in any legislation defining the legal status of the Territory, we feel obliged to make a few brief comments to set forth the position of our delegation on the policy followed in this respect by the Administering Authority.

There is no doubt that this is not the proper time to make a detailed analysis of the modus operandi of the administrative union in question. This would seem to be the task of the Standing Committee on Administrative Unions which, as representatives here well know, should examine regularly the operation of administrative unions and should report to the Council at each session on any union in which a particular Trust Territory under review participates.

(Mr. Kestler, Guatemala)

It is, however, appropriate to determine the manner in which such a union affects or may affect the political, economic, social and educational advancement process in the Territory, and, in particular, its progressive development towards self-government or independence in accordance with Article 76 b of the United Nations Charter. Even though the present situation in the Territory of New Guinea is presented to us as a temporary situation, it may be taken to imply perhaps an unduly extensive application of the concept of administrative unions, because it has reached the degree of depriving this Territory of territorial political institutions of its own, integrating it politically within the organization of Papua, contrary to the principles of the Trusteeship System.

As a matter of fact, if this system is designed to achieve the immediate goal of giving self-government or independence to the Territory, we must recognize that this objective cannot be achieved unless the Territory is given its own central organs of government with powers of jurisdiction and with headquarters within its own frontiers, and, at the same time, unless the inhabitants are given active participation in the operation of these organs.

Moreover, we must recognize that the introduction of a system of administrative union which affects a Trust Territory can by no means be extended to regulate its whole political and social life through legislation promulgated by an extra-territorial body, but rather that this system should be confined to the achievement of certain specific public services which are undertaken for the benefit of the inhabitants themselves. It is for this reason that we cannot but regret that the central offices of the Administration of New Guinea are located outside the Territory and that the statutes under which it is governed are worked out by a political body also situated in another Territory.

During the question period, the special representative told us that the Administering Authority has no concrete plans for giving the Territory a legislative body or a judicial system of its own. Nevertheless, we would express the hope that the Administering Authority will change its position and that in the very near future it will adapt its policy to the requirements of the Trusteeship System.

(Mr. Kestler, Guatemala)

There is, however, even more to be said. Subject to the reservations noted, when we start to consider the organization of the Legislative Council of Papua and New Guinea, we immediately note that the degree of political development achieved within the territorial or central level is too limited. We note that the participation of the inhabitants of New Guinea in these bodies is extremely limited. Of its twenty-nine members, seventeen are officials of the Administration of the Territory of Papua and New Guinea, and twelve are non-official members of whom only three are representatives of the local population of Papua and New Guinea. Moreover, it is well known that all three of these indigenous members are nominated by the Administrator and appointed together with other members of the Council by an irrevocable decision of the Governor-General, a decision which is not subject to appeal.

During the question period, the special representative told us that there are no concrete plans for increasing the number of indigenous members in the Legislative Council. It would appear that the main obstacle that has been encountered to broadening this representation of the people of New Guinea lies in the difficulty of finding among the local inhabitants persons who are qualified and who have acquired a certain level of culture and political development.

It is well known that in the face of this situation, the Visiting Mission last year recommended that in the circumstances peculiar to the Territory consideration might be given to appointing to the Council persons who were employed in the Administration. Our delegation supported this suggestion in part, and we maintained the view that for the time being the Council does not have the character of a developed legislative body and that in the circumstances the people of New Guinea could very well participate in that body, people who although they were employed in the Administration would not exercise powers of jurisdiction or discretionary powers, people such as teachers and other members of technical departments.

We should now like to reiterate our view, because we still think that it is only by introducing a larger number of people of New Guinea in the Legislative Council that this body can become a representative body or a body for self-government. We trust that the Administering Authority will reconsider its position, taking into account the possibility of increasing the number of people



(Mr. Kestler, Guatemala)

of New Guinea in the legislature and of granting them progressive participation in that body until they obtain the majority, to which they are entitled. It is unnecessary to say that this measure appears to us as a provisional measure, to be taken while the Territory acquires a legislative council of its own within a specified time-limit.

It should be recognized that the Administering Authority has wanted to give the Territory a minimum degree of democratic features and has established consultation between these indigenous members and the members of other councils and facilitated their travel by paying expenses so that common affairs could be discussed at meetings and so that the people could realize what was actually going on in the Legislative Council.

Nevertheless, we feel that they should go even further and that consideration should be given to the possibility of giving a legislative character to these bodies and not merely an appointive character, even though this might be on the basis of limited suffrage, bearing in mind that the chief concern should not be to ensure the legitimacy of the total representation of the people, but rather the completion of an introductory measure that could be successively perfected.



The Administering Authority has stated that basic training in the functioning of representative institutions in New Guinea should start at the level of local affairs, since at the Territorial level numerous obstacles are encountered: the particular conditions of the country, the distribution and social organization of the population, the variety of languages used, the lack of a community of interests among the population, the primitive and savage state of certain areas of the Territory, and so forth -- factors which undoubtedly affect political integration. We do see some justification for that argument. Nevertheless, we cannot share the view that, for the time being, the establishment of Local Government Councils is the only means of providing for the political development and education of the people of New Guinea and that no useful purpose would be served by having New Guinean members of the District and Town Advisory Councils because these bodies deal with non-indigenous affairs -- although there are groups of New Guineans employed in various activities in the towns. We therefore regard it as of consummate importance to ensure that both in the District Advisory Councils and in the Town Advisory Councils there should be New Guinean members -- not only because these inhabitants should participate in bodies dealing with matters of interest to them, but also because such participation would give the New Guineans an opportunity to acquire the experience necessary for an understanding of the problems of the Territory, rather than confining their experience to the limited local level.

In this connexion, the special representative in his opening statement drew attention to the recent appointment of an indigenous inhabitant as a member of the Advisory Council of the Sepik District, an appointment which was part of the general policy of ensuring the appointment of indigenous inhabitants as members of or official observers at the District and Town Advisory Councils. The announcement that this appointment will be followed by others cannot but give us deep satisfaction.

It appears that the Administering Authority plans to consult the New Guineans about the formation of certain area councils, so that the councils of a district may be integrated when a sufficient number have been formed and when a community of interests would seem to dictate such a step. As a preliminary measure on these lines, the councils of New Britain are already meeting to discuss matters of common interest. According to what we have

been told, something similar is taking place, unofficially, in Rabaul. These steps are clearly of the utmost importance because they will help to give the local peoples a broader understanding of their political life within the framework of the life of the Territory as a whole.

We feel that the Administering Authority's efforts to establish and develop new Local Government Councils should be recognized. The Administration Local Government Training Centre has been rendering valuable service in training officers to consolidate these Councils, and the value of that service cannot be under-estimated.

The special representative has also informed us that four new councils have been proclaimed since the close of the year under review: the Ambenob Council in the Madang District, the But-Boikin Council in the Sepik District, the Tikana Council in the New Ireland District, and the Lae-Labu Council in the Morobe District. We trust that the Administering Authority will maintain its interest in the development of institutions in the Territory which are so important to that Territory's political life.

Last year, our delegation dwelt extensively on the question of local tribunals. This is a question which has been of concern to the Trusteeship Council and on which the Visiting Missions have made observations. We shall not repeat what we said last year, but would simply say that we maintain the attitude which we then had. We express the hope that the indigenous tribunals will be given competence to discuss civil matters of secondary importance or matters concerning New Guinean customs, with which they are more familiar than anyone else in the Territory. We still believe that there can be no valid reason for refusing to establish such tribunals and that the supervision of judges and magistrates of other courts and the right of appeal by the parties concerned will provide the necessary guarantees that the local tribunals will operate effectively and in a normal way.

Commenting on a resolution adopted by the Trusteeship Council last year, the Administering Authority has stated that the indigenous tribunals are "neither necessary nor desirable" for the time being. We trust, however, that the Administering Authority will change its position and will recognize the importance of these institutions to the Territory's political development.

In our statement last year, we also referred to the problem resulting from the considerable shortage of civil servants and persons qualified to fill posts not only in the ordinary administrative services but also in the technical services. At that time, we stressed the lack of administrative officials, doctors, teachers, agricultural technicians, staff for the agricultural extension services, education inspectors, technicians for the co-operative movement, officials for patrols, and so forth, all of whom were needed to stimulate the Territory's development. We have learned with satisfaction of the continued reorganization and general consolidation of the public services. We are also gratified to note that during the year under review there was an increase of 145 positions in the Administration, that since the close of the year under review the reorganization of the Department of Public Health has been completed, that the number of classified positions in that Department has been increased from 399 to 872 and, finally, that other equally important measures have been taken.

We maintain our conviction that the Administering Authority will continue these efforts to ensure the progressive incorporation of the people of New Guinea into posts of importance in the Administration of the Territory.

With regard to suffrage, our attention has been drawn to the direct relationship that is established between the exercise of the right to vote and the payment of taxes. Given the special conditions obtaining in the Territory, we consider that a system of this kind is possibly not the most appropriate to stimulate the active participation of the population of New Guinea in the political life of the Territory.

We have taken note with interest of the disturbances arising out of tribal disputes, to which the special representative referred in his opening statement. Nevertheless, in the absence of a fuller knowledge of the facts, we shall refrain from passing judgement on the action taken by the Administration in conjunction with these events.

I do not wish to leave the political field without restating the position that we have always maintained in connexion with the problem of the attainment of self-government or independence, and we should like to express our confidence that the drafting committee which, at the appropriate time, will be appointed to prepare the draft report on the Territory will give careful consideration to this matter, particularly since it is a problem arising out of the application of resolutions of the General Assembly and of this Council itself.

In making our comments on economic advancement, we should like, first, to draw attention to the fact that there are fundamentally two dynamic elements in the economy of the Territory of New Guinea. In the first place, foreign private capital in the Territory and the fact that the Administering Authority is developing projects and maintaining general services, such as communications, public order, health and education, are two vital factors. In the case of New Guinea it would be difficult to speak of dynamic influence being exercised by the indigenous inhabitants on the growth of productive activities because that would presuppose a vigorous utilization of the natural resources of the Territory. The indigenous inhabitants are pulled along by the force of the activity of the Administering Authority, so that changes in the exploitation of the natural resources which are of direct benefit to the people depend on the intensity and continuing nature of the guiding efforts on the part of the Administering Authority. In view of this

situation, my delegation considers it important to reiterate the previous recommendations made by this Council on this point, urging the Administering Authority to redouble its efforts and directing them towards the following objectives.

In the first place, it should try to ensure better training of natives in the most advanced techniques in the production of commercial crops, a matter which would cover the whole process of production. It should promote an intensive campaign for the dissemination of information about the principles on which production co-operative systems are based, and a campaign to teach and train the largest possible number of persons in all aspects of the management and administration of co-operative societies through the utilization of already existing facilities and of new opportunities which the Administering Authority may consider it appropriate to offer to the population of the Territory. It should maintain inviolate its policy for the protection of the interests of the indigenous inhabitants with respect to land. It should proceed with extreme caution in questions relating to the alienation and leasing of land and, in any case, it should ensure that sufficient land can be reserved so that the needs of a population in a continuous process of growth can be guaranteed. It should ensure by every possible means that foreign enterprises with the required financial capacity should contribute in larger measure to the budget of the Territory, having regard to the profits that they derive from the operation of their enterprises in the Territory. Lastly, it should give greater emphasis to the expenditure of capital in the field of transport and communication.

Naturally, any emphasis which the Administering Authority may try to lay on a specific branch of activity in the Territory should be based inter alia on a precise understanding of the potential value and possibilities of the natural resources of the Territory -- something which can only be achieved through a systematic scientific study of these resources. In this respect we have noted with interest the work done by the CSIRO, which has already covered the area of Gogal-Upper Ramu and will probably continue its research in the upper regions of the Territory. We should like to express the hope that the work of that organization, when it has reached its final stage, will be described to the members of the Trusteeship Council, since these achievements are of great assistance in helping us to evaluate the prospects for the development of the Territory.

In connexion with the research being carried out by the CSIRO, we should also like to express the hope that its work will be one of the basic features taken into account in the planning of the economic development of New Guinea and in establishing goals to be achieved in the near future. Such planning is becoming increasingly necessary if we are to have a more specific idea of the direction in which the administration of the Territory is proceeding. It must not be overlooked that this stimulus to the development of New Guinea will require the provision of considerable financial capital, both Australian public finance and private finance.



(Mr. Kestler, Guatemala)

We realize that the Government of Australia has been increasing its grants to the Territorial Budget, and we are also aware that during the last financial year the contribution of the Australian Government reached the important total of approximately £5 million. This amount is double the domestic revenue which is based on indirect taxation, that is, revenue of the Territory.

The fact that as of now there is no system of direct taxation as a source of territorial revenue and in view of the increasing number of incorporated enterprises and other bodies registered abroad which have considerable capital, we have been led to wonder whether the policy of the Administering Authority of exempting the funds of these enterprises from taxation has been an equitable policy having regard to the requirements of the Territory. We believe that at the least those enterprises that have had sufficient time to consolidate their operations, those enterprises which have some financial standing that have been achieved as a result of their profits, should contribute to the Territorial Budget in a reasonable proportion, having regard to the profits they have made.

We have taken note of the fact that this whole question of direct taxation is under consideration by the Administering Authority and that it is possible that concrete information will be provided on this point in the forthcoming report.

We should not like to conclude these brief observations on financial and economic advancement without making some reference to the co-operative movement which has taken place in the Territory. It is a matter of particular satisfaction to note that the number of co-operative societies has reached ninety-six, and this result may justly be considered as due to the efforts of the Administering Authority which has been able to awaken the interest of the indigenous inhabitants in this form of commercial organization. Since co-operatives constitute the only form of organization in the Territory which has the full participation of the indigenous inhabitants, we would be interested in having more information about the operation of this co-operative movement, more information about the results of the auditing of their accounts and about the amount of profits distributed to the members of these co-operatives. We should not like to have the enthusiasm which has been awakened in the co-operative movement to be undermined as a result of bad administration, fraudulent accounts or unsatisfied claims. For these reasons we should like to

have the section devoted to the question of co-operatives in the annual report prepared by the Administering Authority to be amplified to provide more room for the largest possible amount of information on this movement, so that we can have a complete picture of the activities of these societies and the degree of satisfaction felt by the members of the co-operatives in knowing the results achieved through the operation of these bodies.

Among other things, the representative FAO referred to the deficiency of proteins in the diet of the indigenous population. He touched on this point in connexion with the efforts of the Administering Authority designed to promote the fishing industry.

With regard to the geographical situation of this Territory, which is surrounded by the ocean and which has some large rivers, it seems fairly strange to us that the fishing industry should be the last one to have come to the attention of the authorities. This seems all the more strange if account is taken of the probable dietary deficiencies which are to be found in the diet of families and having regard to the fact that fish have to be imported. For this reason, our delegation has noted with interest the Administering Authority's plans to promote fishing activities on a commercial scale, and we hope that the necessary facilities will be provided so that these activities will be developed with all success.

In the social field the Administering Authority tells us that all the elements of the population enjoy human rights and fundamental freedoms without any discrimination as to race, sex, language or religion except to the extent that it has been considered advisable or necessary to maintain certain provisions affecting the indigenous inhabitants with a view to protecting their interests, particularly in those fields such as acquisition of land, trade and industrial employment.

Nevertheless we were sorry to note that some limitations on the freedom of movement of the New Guineans continue to exist in cities. Last year we expressed the view that if there is an organized police force which provides efficient services, it should be entrusted with the task of maintaining order in these cities. Consequently, we consider that the reduction of the implementation of this regulation -- from 11 p.m. to 5 a.m. -- is not enough and

(Mr. Kestler, Guatemala)

that the Administering Authority should completely eliminate this provision or regulation, taking into consideration the resolution that has already been adopted by this Council last year on this point and having regard to the concern that the various delegations have always expressed on this question.

Something similar could be said with regard to the power entrusted to the Administrator to order the deportation of indigenous inhabitants when in his opinion their continued residence in a certain place may be prejudicial to peace and good order. Even though we have been told that this power is exercised in accordance with certain determined conditions and not without prior consultation with the population concerned, our delegation considers it to be contrary to the principle of freedom of movement, and therefore we trust that in the immediate future this provision will be eliminated.

The question of corporal punishment has been a matter of deep concern for the Council. At its eighteenth session the Council recommended the total abolition of corporal punishment. Nevertheless, during the question period the special representative told us that although it is the policy of the Administering Authority gradually to eliminate corporal punishment, which it considers inappropriate, at the present time this penalty is still applied with some restrictions: it is applied with a light cane in private, under strict supervision, and the number of blows is limited.

(Mr. Kestler, Guatemala)

Our delegation considers that besides being ineffective, this is a punishment which is contrary to human dignity. My delegation trusts that the Administering Authority, while rectifying its position, will eliminate this completely.

With regard to the social status of women, we have taken note with satisfaction of the efforts that are being made by the Administering Authority to raise the standing of women in the community and to place women on a plane of equality with men. In his opening statement, the special representative informed us about plans to set up a central advisory committee, with district sub-committees, which is designed to represent the local interests of indigenous women and to take action and prepare plans for the progress of women and for improving their status. It is to be hoped that in giving concrete form to these projects and putting them into effect, the women of New Guinea will have the opportunity to achieve effective protection of their rights and of their position in the family and in the community.

As regards the question of labour, the Native Administration Regulations authorize compulsory labour on plantations and for the cultivation of crops in areas that have been declared by the Administrator to be subject to famine or to a shortage of foodstuffs. We trust that the new labour ordinance which is to be promulgated will consider the total elimination of this provision, particularly as it should be considered contrary to the universally recognized principle that all labour must be given equitable remuneration.

In the field of public health, it would appear that malaria, tuberculosis, pneumonia and some intestinal diseases continue to be a serious problem in the Territory. We know that for this problem to be solved certain deficiencies of an economic and social nature must be overcome and that this does not depend solely on purely medical enterprises or purely environmental sanitation undertakings; circumstances which must lead us to the conviction that the final solution can be expected only over a long period. But we trust that co-ordinated programmes of preventive action and programmes for environmental sanitation and treatment of diseases, as well as educational programmes, will produce benefits of great value to the people.

(Mr. Kestler, Guatemala)

In this connexion, it is worthwhile mentioning, as a first step, the way in which the Administering Authority has set up assistance for the control of malaria throughout the Territory, organizing local control measures in order to achieve the co-operation of members of the community in projects for environmental sanitation.

In connexion with tuberculosis, we should recognize the efforts that the Administering Authority is making not only to treat patients but also in the field of preventive medicine and diagnosis. We have been told that through arrangements with three Missions, hospitals for tuberculosis patients are being built in Kokopo, the District of New Britain and in Finschafen, the District of Morobe, and that a leper colony is being built in Dogamur, near Madang. Moreover, we have been told that expenditures for public health have increased from £237,600 to £1,466,300 during the year under review and that a medical school for the training of medical practitioners is about to be set up in Port Moresby and that the school will be opened in 1959.

It should be recognized that all of these measures constitute important steps forward towards the solution of the health problems of the Territory. Nevertheless, there are aspects which call for urgent consideration. The hospital construction programme should be accelerated even more, in view of the poor conditions in which most of the hospitals for the people of New Guinea are presently to be found. The recruitment of physicians is insufficient even to meet the minimum needs of the Territory. The number of students abroad should be increased.

The special representative has told us that at the end of the year under review, fifteen students were attending courses in the Medical Centre, the Dental and Nursing School in Suva, Fiji, and that on 1 July 1956, ten students had gone to Suva for medical training. Nevertheless, these measures should be supplemented by more efficient training of medical assistants who are working at the health stations in the towns, better training of hospital assistants, and of nurses and of auxiliary staff which are required by the hospitals.

It seems to us that the features of the educational system are acceptable, having regard to the conditions now obtaining in the Territory. Perhaps it might be appropriate to emphasize that this system includes Administration schools,



(Mr. Kestler, Guatemala)

schools run by Missions and schools of the local government councils. We should note that education is free at all levels and that provisions exist for making school attendance in certain areas compulsory, provisions which, as we have been told, are to be applied extensively in the more advanced regions.

We take satisfaction in learning that the native local government councils and the town communities have lent and continue to lend their assistance in expanding education and that in some districts existing schools are to be converted into rural education centres. This fact, it is perfectly clear, constitutes an index of the possibilities of these local populations when they are given the necessary means to bring about their own improvement.

The policy underlining the system of primary education for the indigenous inhabitants, particularly as regards giving them preparation in accordance with their system of life is, we feel, praiseworthy. In so far as it disregards essential elements for the population to continue successfully with a programme of secondary education, we feel that it should be corrected, particularly as the immediate objective of education in the Trust Territory should be to provide preparation for qualified members of the population so that they can discharge responsible functions and contribute to the solution of the problems of the community.

During the year under review, we have been told by the Administering Authority that there has been considerable progress in the field of primary education. The number of primary schools for indigenous inhabitants has increased from sixty-three to ninety-nine, and the number of children enrolled has increased from 5,498 to 7,239. The number of European teachers has increased from seventy-three to ninety-eight, while the number of indigenous teachers increased from 162 to 227.



(Mr. Kestler, Guatemala)

There are 152 students in four Administration teaching-training centres. Moreover, we are told that the expenditure on education in general has risen during the period 1955-1956 from £82,560 to £466,820 and that the expenditure by the Missions out of their own funds has totaled approximately £318,000.

All of this progress deserves our gratitude and our recognition. Nevertheless, it should be noted that these efforts fall far short of the urgent needs of the Territory.

We regret that at the level of secondary education there are no schools in the Territory which provide complete courses in what is generally accepted as education of this kind. We consider that the sending of students abroad has the serious disadvantage of dissociating them from their original social groups and, in the long run, it will deprive them of all sense of responsibility for the study and solution of common problems. For this reason we trust that the Administering Authority will have to provide a solution for this problem in the near future.

We also regret that the Administering Authority has no concrete plans for setting up centres for higher studies and, what is even worse, we regret that at the present time there is still no student from New Guinea following a university course in any university of Australia. We hope that careful consideration will be given to this problem, particularly as its solution would mean that one of the basic objectives of the Trusteeship System had been satisfied. This is an objective which implies that qualified elements of the population will be prepared to handle the affairs of the community when it achieves its independence or self-government.

With regard to adult education and community education, we should note that 90 per cent of the indigenous population of adult age is illiterate. We should realize that in this field the Administering Authority has undertaken important programmes. Nevertheless, we consider that these efforts are limited in comparison with the magnitude of the problem that is to be solved. This circumstance compels us to express the hope that this problem will be kept under constant consideration and study.

Last year our delegation shared the view expressed by the Visiting Mission on the problem of Melanesian Pidgin. For that reason, we should now merely like to restate our hope that the plans of the Administration formulated to carry out the publication of school texts and readers in Pidgin with a uniform system of spelling will soon be brought into effect.

(Mr. Kestler, Guatemala)

With these comments we have concluded our observations on the degree of development achieved by the Territory of New Guinea under Australian administration. We should like to emphasize the fact that in this arduous task we have been guided solely by a constructive spirit. Not for a single moment have we forgotten the serious problems which confront the Administration as a result of the special conditions obtaining in the Territory, the distribution of the social groups in small units and the different degrees of contact that they have with the civilization of the outside world both of the West and the East.

We should like, finally, to record our gratitude to the representatives of FAO and WHO for the very useful and interesting observations they have made on the most important aspects of the development of the Territory which are related to the field of activities of their respective organizations. We regret that UNESCO, which has always made a valuable contribution to the work of this Council, has not been in a position this year to provide us with any comments on the annual report of the Administering Authority due to the fact that the report was not given to UNESCO until the very last moment and that UNESCO did not have the absolute minimum time necessary to study the report and make comments on it.

We should also like to thank the representative of Australia and the special representative of the Administering Authority for the contribution they have made to the work of the Council. They have resolved all doubts raised by the various delegations and provided additional information which was absolutely essential for a better understanding of the conditions obtaining in the Territory.

The meeting was suspended at 4.30 p.m. and resumed at 4.45 p.m.

Mr. LOBANOV (Union of Soviet Socialist Republics) (interpretation from Russian): In examining the report of the Administering Authority on conditions in New Guinea this year, we have noted a new phenomenon. In the report of the Administering Authority and also in the statements by the special representative and even in the photographs displayed here, particular emphasis has been placed on the backwardness of the indigenous population of New Guinea. Stress was laid, with pronounced exaggeration, on its liking for warfare and cannibalistic orgies. The reports of the Administering Authority on the patrolling operations, in connexion with the pacification of this population living deep in tropical forests, are reminiscent rather of reports of military operations. It is characteristic that not only the Administering Authority but also certain delegations of other Administering Powers have drawn attention to the difficult conditions prevailing in the Territory. Reference was made to the fact that such difficult conditions are not to be encountered in any other Territory. Let us point out that such statements are made of practically every Territory when it is discussed in the Trusteeship Council.

The legitimate question arises: why is so much attention given to actual and fictitious difficulties and to individual cases which are not typical of the majority of the population? Probably it is difficult to obtain a direct answer to this question. However, there are a host of indirect data which give food for thought. First of all, there arises the question of the general policy of the Administering Authority regarding the Trust Territory. In which direction is the development of the Territory going? When will the final objective be achieved? These are the questions we ask in approaching a consideration of the conditions in any Trust Territory. As we know, the Administering Authority in New Guinea is casting aside any thought of establishing even approximate dates for the establishment of independence in the Territory. In this connexion we have seen and heard very definite and authoritative statements which have cast some light upon the real plans of the Administering Authority.

The representative of Australia has suggested that we should take into account only those data which are contained in the report of the Administering

(Mr. Lobanov, USSR)

Authority. We are thankful to him for this information, but we cannot overcome certain doubts which arise as a result of other authoritative statements. We have already pointed out here that statements published in the Sydney Morning Herald on 25 April of this year indicate that Australia is not considering its presence in New Guinea as temporary. We should like to recall another positive statement by a member of the Legislative Council of Papua in which is suggested nothing less than the carrying out of a plebiscite, the result of which should be the annexation of the Trust Territory by the Commonwealth of Australia. It is presently indicated in this connexion that this measure should not be postponed until such time as the population attains literacy. Also rather typical is the fact that such pronouncements are uttered in the context of the recommendation of the General Assembly regarding the dates for the establishment of independence in these Territories.

Of course, we shall be told that these statements are not contained in the report of the Administering Authority and should not be taken into account, but, in the first place, they are statements of fully qualified and official persons, and, secondly, they are not inconsistent with the actual activities of the Administering Authority. If you look closely at the political development of the Territory, even with a microscope, you will not be able to see any changes that have taken place in the past few years. Many delegations, including those which have exhorted us to look at the difficult conditions within the Territory, have already pointed to the very slow progress of development in the Territory. Such a conclusion, unfortunately, is a definite fact.

In the Legislative Council the representatives of the indigenous population are playing no part at all. This cannot be doubted after the descriptions which we heard from the special representative, of the two representatives of the indigenous population who were admitted to the Council. The native population is not given any role to play in the executive bodies either, because it is not admitted to any duties higher than those of clerical workers. It is characteristic that all this is justified on the basis of one and the same argument: the lack of suitable qualified personnel. One might well ask whether that is why such a colourful description is given of the savagery and backwardness of the population of the Territory.

(Mr. Lobanov, USSR)

Many years have elapsed since the statement by the Administration that the basis of the development of political activity in the Territory should be the local self-governing councils. This year the special representative once again has stressed the special predilection of the Administration for local self-governing councils and has informed us of the establishment of four new councils. In this context, it was desired to point out these as a great achievement. It should not be denied that this is a very positive achievement indeed, particularly if we compare it with the stagnation in this area during past years. However, it should be pointed out that in the first instance these councils are established by the Administration without any expression of the desires of the population and also that unfortunately these councils have not yet begun their work. Further, since these four councils will be the first ones to have been established over the past four or five years, it may be stated that the tempo of their establishment is the same as the tempo which has prevailed in the establishment of councils for the past twenty years, since the time when the first ones were established. In this connexion we cannot but agree with the fully justified comment by the representative of France, who pointed out that since 1936 the Territory has seen the establishment of only an insignificant number of councils. If such a rate is maintained in the future, one may well ask how many years will be required for the establishment of councils to cover the entire Territory.

When one adds to all this the existence of the administrative union of the Trust Territory with the Territory of Papua, with its hampering of independence, and the lack of independent legislative and executive organs, one may well ask oneself whether the doubts to which we referred in regard to the policy of the Administering Authority in the Trust Territory are ill-founded. No matter how certain delegations might try to convince us that nature precludes the penetration of civilization into this area, we shall abide by our conviction that these doubts regarding the policies of the Administering Authority are fully justified. In this connexion we believe that we should express the hope that the Administering Authority will dispel these doubts, not through words but through a definite increase in the tempo of political development of the Territory on the basis of a concrete plan for the achievement of independence by the Territory,

(Mr. Lobanov, USSR)

and that the Administration might indicate certain dates by which such a plan would be put into effect. We cannot agree with those who are trying to base upon certain circumstances the inevitable slow process of development of the Territory, particularly when this concept is related to an absolutely unlimited and unqualified future.



(Mr. Lobanov, USSR)

The Territory contains all the necessary conditions for its development within a tempo which should be quite compatible with the development of human progress in the twentieth century. Therefore, it is quite impossible to postpone the independence of the Territory until future generations.

In passing to the consideration of the economic conditions in the Territory, we cannot but note certain changes towards the general growth of the economy. However, if we were to evaluate the economic indices from the point of view of Trusteeship, they would probably not give rise to much optimism. The role of the indigenous population in the economic life of the Territory is still very scant. One fact alone, that the general employment of the indigenous population has increased by 150 people over the reported period, expresses this very eloquently. It may well be asked how the development of the economy can effect the population if it is not related to the participation of the population in that work.

We are particularly unable to accept the fact that the Territory is unable to maintain any reprocessing industry and to have the production of consumer articles on the basis of local raw materials. Of course if we were to consider the fate of the Territory, which has been connected for so long to the Administering Authority, perhaps such a condition might be justified, but in that case the purposes of Trusteeship would be changed and we would have to forego the idea of achieving independence in that Territory.

The development of the main field of the economy, namely agriculture, has definitely increased in the current period, but again the effect of this upon the local population has been very limited, the larger portion of which, as was indicated, is still bogged down in the routine of the so-called old fashioned techniques of agriculture, which do not employ the use of any modern implements.

Many delegations have pointed out that the land question was of extreme importance, and we speak of it here in support of those very true statements which were made by some of the delegations. We would have welcomed the firmness of the Administering Authority in not allowing the acquisition of land by the non-indigenous population if this principle had not been immediately destroyed by the system of leasing land for a period of ninety-nine years. After all, is there very much difference between the acquisition of land as property and its leasing for ninety-nine years? In any event, this land cannot be used not only

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by the present generation but also by the future generation of the native population. Nevertheless, the leasing of land is a very widespread practice. If all of the 650,000 acres of so-called State-owned land is to be leased, plus the land which might be alienated on the basis of current legislation, what will remain for the coming generations of the people of New Guinea? We believe that the current practice of leasing land for ninety-nine years is a concealed form of alienation and that it should be discontinued.

On the other hand, the Administering Authority is required to take measures for the more effective utilization of land by the indigenous population and to create the necessary conditions for this. In connexion with the availability of existing possibilities, there is the example of the success of the co-operative movement. We hope that the Administering Authority will give the necessary attention to the extension of this experiment and that it will co-operate in the material and technical development of the co-operatives. It is understood, of course, that the co-operative movement should not be confined to the field of agriculture. The indigenous co-operatives may also play an important role in the industrial development of the Territory and in the field of domestic and international trade. It is not necessary to say that the role of the indigenous inhabitants in this field is also insignificant; this has already been pointed out by a number of delegations.

In speaking of the economic development of the Territory, it is necessary to express the hope that the Administering Authority will prepare a development plan for the establishment of an independent economy in the Territory with the necessary measures for its implementation. It may be foreseen that the Administering Authority will base itself upon the lack of required funds for the implementation of such a plan. We do not doubt the fact that the Administering Authority is in a better position to know about the available sources of revenue. However, one source has already been indicated here and we shall again draw attention to it. It is not difficult to realize that we are referring to taxation revenues on the capital of foreign companies. After all, how long will this type of injustice continue when the destitute local population must pay the taxes which are required and collected by local councils while the foreign companies, which have grown rich in the Territory, do not pay any taxes at all? The fact that import and export duties are collected does not

change the picture, because this ultimately falls upon the shoulders of the indigenous population.

The special representative declined to indicate the amount of profits earned by foreign companies and stated that he had no such information available. This circumstance indicates convincingly the anomaly of the situation when the profits of foreign companies are not controlled or regulated in any way by any authority.

In the field of social development, we wish first to associate ourselves with those who have already drawn the attention of the Council to the injustices which are committed against the indigenous population by the curfew measures and by the maintenance of corporal punishment. The special representative decided not to explain to the Trusteeship Council why the Administering Authority has ignored the Council's recommendations concerning the restrictions of the movement of the population. The Administering Authority has not indicated its intentions in this respect.

In addition, there is the problem of raising the general living conditions of the population and of establishing the minimum conditions required. Much has been said about this both by delegations and by the Visiting Missions. We shall not repeat these points because the relevant recommendations are still in force, although they have still not yet been entirely carried out.

The Administering Authority will probably not deny the fact that the labour and living conditions of the native population are far from the lowest requirements of our century. This becomes readily apparent from an examination of the photographs presented by the Administering Authority. We can see that the people who are working on the construction of roads, the cutting and the transportation of timber and in the mines are not wearing any shoes and are without any suitably adapted clothing.

In the majority of cases housing has retained its primitive character.

In connexion with the medical services, we note that the number of the medical staff has decreased during the current period by 171 units. At the same time there are a large number of very dangerous diseases within the Territory which are being treated, in view of the lack of medical personnel, by witch doctors and healers.

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In the field of education, note must be taken of the increase in the number of primary schools and the number of students attending them. This is a positive development. It cannot, however, conceal the fact that the educational conditions in the Territory are generally unsatisfactory. The fact that the total number of students is 7,239 speaks for itself. In addition, we cannot forget that the preponderant role in education in the Territory is played by the religious missions. It is unnecessary to repeat that this is not the best type of education, for a whole series of reasons -- not the least of which is the rather low qualifications of the teachers.

A second important shortcoming in the field of education is the inadequacy of facilities for secondary and higher education. The special representative has told us that some of the representatives of the local population had managed to proceed only as high as secondary education. This brazen statement is made about a Territory which has been under civilized rule for more than seventy years.

It seems to us that the general policy should be reflected in the policy related to the training of cadres. The Administering Authority should take the necessary measures to bring this situation into conformity with the purposes of the Charter. The cadres should be trained according to a plan, and we hope that we shall be informed of such a plan very soon.

We have heard much here about the difficult natural conditions of New Guinea. But I have read many things about this country and have spoken to people who have visited it. I have seen and heard nothing but praise for New Guinea. I have frequently heard of it spoken of as a wonderful country with a bright future. May I express the hope that this bright future is not too far off and that it will be brought to the present generation of New Guineans by the International Trusteeship System.

Mr. RIFAI (Syria): In reviewing conditions in New Guinea at this time, we should do well to remember two significant observations of the last Visiting Mission to that Trust Territory: the first, concerning the wealth of enthusiasm for progress evinced by the New Guineans; and the second, concerning the necessity of providing increasing funds and expert personnel to meet this mounting desire for advancement in every field.

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The Visiting Mission has rightly regarded this enthusiasm for progress as a positive factor in the Territory's development. The Mission, however, notes that:

"...this enormous wealth of enthusiasm and good will, which could make the rapid transition from the Stone Age to modern conditions painless as well as unprecedented, runs the risk of drying up if development is not sufficiently rapid." (Official Records of the Trusteeship Council, Eighteenth Session, Supplement No. 5, paragraph 180)

Undoubtedly, it is difficult to determine what should be regarded as rapid development in this respect. Nevertheless, the Visiting Mission's conclusion remains a wise one, and it does provide us with the clue to the Territory's needs.

It is generally recognized that New Guinea knew little change in the direction of modern life during the first episode of its international tutelage. Under the Mandates regime, nothing of significance occurred in the Territory. The Trusteeship System, it appears, has started the Territory on the road to progress. In the first decade of this second episode of international supervision, a good deal of New Guinea's yet unknown recesses were brought under administrative control. Social and educational services were extended to people who had never known them before. Significantly enough, the people of New Guinea, under the impact of these new amenities began to awaken to their awaited destiny. It is not my intention at this time to evaluate the achievements of this past decade, or to appraise those achievements in terms of time and effort. One remark, however, could be made in this connexion.

Up to a very recent date, New Guinea's forward march was sluggish. Happily, this situation appears to be changing today. Indeed, there is evidence of activity and a drive for improvement in every field. In relation to the past, this is a trend to be acclaimed. In relation to the future, however, it is to be regarded as a start which must increasingly gather momentum if it is really to serve the ends in view. I shall now attempt to explain what I mean by that. In doing so, I shall examine the Territory's advance in every field.

In the political sphere, the local government council development forms the basis of the Territory's evolution. The Administering Authority plans to bring the entire Territory under this political system. So far, ten such local government



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councils have come into existence -- four of them very recently. In addition, however, the Administering Authority has helped to extend the jurisdiction of certain councils to more villages. We must commend the Administering Authority for all those measures, because we believe that any political development must start from the bottom in order to create a sense of political responsibility among the people. It is natural, in the circumstances, that we should look for further progress in this field. The slow introduction in the Territory of this system of local government does not seem to us to be justified. Financial limitations should not, in our view, impede the rapid development of that local government system. We do not believe that it is necessary to make the people of a given area which in every other respect is ready for the establishment of a council prove, before they are allowed to have their own council, that they are capable of assessing the same tax as that collected in areas which are more developed economically.

On this point, the Visiting Mission expressed the view last year that:

"The people must be able to furnish funds for a council, but this does not have to be on the scale of those in the rich Rabaul area, where a £4 tax is assessed. In less developed areas a tax in terms of 10s. or £1 should be considered." (Official Records of the Trusteeship Council, Eighteenth Session, Supplement No. 5, paragraph 205)

The Mission was also of the opinion that the establishment of local government councils would not constitute a strange innovation, but:

"would in fact be quite compatible with New Guinea traditions in many parts of the Territory where community opinion is the decisive factor and not the desires of an individual or a class." (Ibid.)

At present, local government councils are elected by what is described as a semi-secret ballot. This may not be an unusual or unwise practice for small and illiterate communities. None the less, measures should be taken, in our view, to introduce the secret ballot without too much delay, and possibly on a trial basis at the beginning. There are other people in the world who do not have more experience or appear to be more advanced educationally or socially than the New Guineans and who exercise their right to vote by secret ballot; they do not seem to be handicapped in following that procedure.



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Another point which requires the careful consideration of the Administering Authority in so far as local government councils are concerned is section 16 of the Native Local Government Councils Ordinance. The Trusteeship Council has already recommended that the Administering Authority consider the advisability of amending this section with a view to affording local government councils the same protection in the exercise of their lawful power and authority as other statutory organs of government in the Territory.

As I stated earlier, my delegation fully appreciates the efforts of the Administration in fostering development in the local government field. We were particularly happy to learn of the recent establishment of four Local Government Councils in the Madang, Sepik, New Ireland and Morobe Districts. Yet, we should have failed in our duty if we did not indicate, first, that development in this field has so far moved at a very slow pace and, secondly, that in certain respects the existing Councils are ready for a progressive change. In this rudimentary organ of government there is wide scope for experiment, with great advantage to be drawn from it and almost no peril to the political evolution of the Territory. Too much caution on this level is, in our opinion, ill advised.

The next organ on the list of Government bodies in the Territory is the District Advisory Council and the Town Advisory Council. In these Councils there is still no representation of the native population. Last year the Visiting Mission drew the attention of the Administering Authority to the benefit and usefulness of introducing indigenous representation into these organs. We are glad to learn that the Administering Authority recognizes the validity of the Mission's views in this respect. The appointment of an indigenous member to the Sepik District Advisory Council is an encouraging sign which, we hope, will soon be followed by other appointments. Again, I should like to stress in this connexion that the Administering Authority should not set inflexible standards for the qualification of indigenous people for appointment to these bodies.

Let me now turn to the highest organ of government in the Territory, namely, the Legislative Council. Here, to be quite frank, we have little room for satisfaction. In the first place, that Council, in addition to being concerned with the affairs of New Guinea, is also concerned with those of another Territory with a completely different status. Presumably, this arrangement is predicated on the principle of the Administrative Union which is permitted under the terms of the Trusteeship Agreement for this Trust Territory. But does the Administrative Union of Papua and New Guinea actually require one legislative body for both Territories? In our view, this is not necessary, even if it were to be argued that the shortage of official personnel and the dearth of qualified indigenous people in New Guinea is a major obstacle

in the path of such development. With the present trend towards increasing the staff of the Administration in New Guinea and the more flexible approach to indigenous representation, such a step, in the view of my delegation, does not seem unrealistic. However, it is not our intention to press for it at this stage. What really concerns us at the present time is the fact that New Guinea is under-represented in the Legislative Council. Both the Visiting Mission and the Trusteeship Council have recommended to the Administering Authority an increase in such representation. Nothing has been done, however, to implement that recommendation. The Administering Authority continues to profess its agreement with the principles of increasing indigenous representation; yet, it maintains that no qualified persons are in sight except those who are in Government service and, therefore, disqualified for service in the Legislative branch. As I stated last year, no one, I am sure, would dispute the validity of this convention, which is well known and is enshrined in all democratic forms of government, but one feels constrained to ask the following question in this regard: Is the Legislative Council of Papua and New Guinea a legislative body in the full sense of the term? The answer, obviously, is in the negative. In these circumstances, and in view of the fact that out of the present total membership of twenty-nine, sixteen are officials, this argument, that the appointment of indigenous officials to the Legislative Council violates a democratic convention, becomes really difficult to understand. It is our earnest hope that the Administering Authority will soon find a solution to this vexing problem.

My delegation wishes to raise another point in connexion with the Legislative Council. It is known that the two New Guinean members of this Council are appointed by the Administrator, while those representing the European population are elected. In fact, there are only three elective members in the Legislative Council. It might be useful, at this stage, to increase the elective membership in that body. For this reason, we should like to propose that the Administering Authority should consider whether it is not possible to make the indigenous membership in the Council elective. The experience which the population is gaining at the Local Government Council level should make election by a limited electorate, in the beginning, a feasible proposition. We trust that this matter will be looked into very carefully by

the Administering Authority, and that the Trusteeship Council may look forward at least to the Administering Authority's appraisal of the possibility of the implementation of such a scheme in the near future.

Before I terminate my remarks in the political sphere, I should like to state how much importance my delegation attaches to the Administering Authority's plan to move from the Local Government Council level to the formation of area councils and, later, to regional councils. We fully realize, however, that such steps cannot be taken realistically without sufficient development on the village level where the Local Government Councils must first operate. This is why we stated earlier that speedier development on the village level was most urgent. To move rapidly, yet constructively, in this political development, we think that the Administering Authority should not be satisfied with plans which indicate nothing more than general aims. In our opinion, it should formulate elaborate schemes, with target dates for the completion and full implementation of each and every objective in the political field. In this endeavour it will be necessary to intensify the training of indigenous people for public service, a matter which is already receiving the attention of the Administering Authority. My delegation was most happy to learn of the establishment of the Auxiliary Division of the Public Service and that fifty-eight applicants have already been admitted to it. Last year we expressed the hope that the Service would be open to the police force in the area. We wish to repeat that hope at this time.

Turning to the economic field, we find some heartening signs of progress. In particular, we should like to record our satisfaction with the extension of agricultural activity in New Guinea, which is reflected in the increase of output of several products. Cocoa production appears to be making steady and impressive progress. The production of coffee is being developed on larger acreages of land. Also, the production of timber is increasing. We are glad to note that the Administering Authority is planning to develop the fishing industry in New Guinea. All of these are evidence of progress in which the indigenous population is participating increasingly, although not sufficiently, through their co-operatives and Local Government Councils. However, we believe that it is difficult to realize the desired degree of economic development in New Guinea without long-range development plans based

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on a thorough knowledge of the resources of the Territory. This is the reason why we would urge the Administering Authority to complete the survey of the resources of the Territory in as short a time as possible. In the meantime, we shall be greatly interested in the results of the survey which has been undertaken in the Gogal-Upper Ramu area.

It would be interesting to know whether the findings of this survey would encourage the Administering Authority to draw up a long-range plan for the economic development of this area. For we do not think it is always necessary to await the completion of the survey of the whole Territory before an attempt is made to exploit the resources already at hand.

Another point I should like to refer to in connexion with the economic life of New Guinea is the fact that no economic progress is really possible in this Territory without a road development plan. Roads are badly needed in this Trust Territory, and while we have nothing but praise for the efforts and accomplishments of the Administering Authority in this regard, we feel that the construction of good roads is worthy of even greater effort.

I wish now to refer briefly to another point pertaining to the economic field. My delegation feels that if the exemption of the indigenous population from direct taxation is justifiable, since they already carry that burden where Local Government Councils exist and since they constitute by and large the poorer section of the population, the exemption of foreign business concerns is untenable from any aspect. It is true that these concerns are subject to indirect taxation levied on their imported goods, but one cannot overlook the fact that ultimately it is only the consumer who pays these indirect taxes. For this reason alone, not to mention others, we believe that these concerns should be subjected to direct taxation. At this stage of the Territory's development, we do not think it advisable, however, to levy any capitation tax, and thus we are in agreement with the policy of the Administering Authority on this point.

Let me now make a few observations in the social field. First, I should like to say that we are very pleased to note that the health services of the Territory are improving considerably. The construction of new hospitals and the amelioration of the conditions and salaries of the medical staff should be noted with satisfaction by the Trusteeship Council. What makes this development possible is undoubtedly the increase in expenditure which has become possible as a result of the increase in the Administering Authority's financial contribution to the budget of the Territory. The New Guineans will surely enjoy better health services as a result of this new effort of the Administration. To meet the requirements of the Territory in this field, however, more vigour should be imparted to the construction of additional hospitals of a permanent nature, as well as to the recruitment of



qualified medical personnel and to the training of indigenous medical practitioners. The campaign which the Administering Authority has planned for the eradication of malaria from the Territory is also a praiseworthy step in the field of health improvement. We were very much interested to learn of the assistance of the World Health Organization in this matter. It occurs to my delegation to inquire in this connexion whether the Administering Authority could not seek the assistance of certain private medical foundations which are well known, for example, in the United States, for their achievements and continued interest in combating malaria. The Administering Authority is not lax in its campaign against tuberculosis also, although much still is needed and desired in this respect.

Before ending my observations in the health field, I should like once more to seek a clarification from the special representative with regard to this year's substantial decrease in the number of non-European medical personnel. We hope that this reduction will not result in any harm to the population in so far as their medical treatment is concerned.

There are two other points in the social field to which I should like to refer very briefly. The reasons which led the Administering Authority to maintain the curfew regulations and thus to restrict the movements of the indigenous population in certain areas are still unclear to my delegation. It is alleged that the measure is dictated by local conditions and that it has the support of Local Government Councils. Our information, which is derived from the report of the Visiting Mission, points to the fact that this measure is neither desired by the people nor is it necessary at all. Consequently we must express our disappointment at the continuance of this undemocratic practice. We hope that the Administering Authority will at least lend its ear to the recommendation of the Visiting Mission and pay due attention to it, the attention that this recommendation deserves. My delegation would not wish to let this opportunity go by without again renewing its unalterable opposition to corporal punishment, whether it is administered by sugar cane or by a whip.

In the educational field we only have two comments to make. First, we feel that the Administering Authority should intensify its efforts to provide secondary education in the Territory, and secondly that the present confusion on the primary level be removed. The division of primary education in the schools, the division of primary schools into three separate categories, is in our opinion unnecessary.

The special representative did not give me any cogent justification for the present system when I asked him the other day about the reasons on which it is based. Having said this, I wish to record the satisfaction of my delegation at the considerable progress in this field, particularly at the increase in the Administration schools and the increase in the number of students.

With these remarks I have concluded my observations. I should not like to conclude, however, without making a general observation. More often than not, I have discerned an inclination on the part of this Council to emphasize the difficulties and obstacles which lay in the path of progress in Trust Territories. This tendency on our part leaves us no choice but to adopt a very limited approach to progress in these areas. The rich potentialities which lay dormant in the land and in the peoples have played a minor role in our thinking. In the present age, with science and technology performing miracles, these potentialities can be transformed into realities in no time. Let us keep this in mind always when we examine conditions in Trust Territories, for in doing so we should be able to release ourselves from the imaginary fear of being too hasty in leading these peoples to the objectives of the Trusteeship System, and we should find it easier to adopt a spirit consonant with the requirements of the modern world.

In conclusion, may I thank the special representative for his assistance and for his courteous co-operation in our examination of this year's report on New Guinea.

Mr. CHACKO (India): My delegation has studied with care the annual report of the Australian Government on its administration of the Trust Territory of New Guinea and the statement of the special representative, together with his replies to questions put to him by the members of this Council. In the brief statement which I shall make I do not propose to go into all aspects of the Territorial administration. However, that does not mean that my delegation regards those matters which are left out as of less importance.

My delegation notes that additional areas of the Trust Territory have been brought under administrative control during the year under review. We also note with great satisfaction that the Administration has drawn up a programme to bring the remaining part of the Territory under full administrative control by the end of 1959. The completion of this work would be an important step in the development of the Territory. My delegation would look forward to hearing from the Administration in the next two and a half years that this job has been completed as planned.

Considerable emphasis has been placed in the discussion of the last few days on the primitive nature of the New Guinean society, and on the tribal killings. I think we should remind ourselves that killings are not restricted to tribal people. "Primitive" and "civilized" are somewhat comparative terms and some people may hold that only those who possess atomic and hydrogen bombs are civilized according to modern standards. In that case, we had only two civilized nations until very recently, to which one more has been added within the last few months.

Killings, whether by cutting it to pieces or on a mass scale by other methods, would amount to the same thing. We need not, therefore, I think, be unduly anxious about the future of the New Guinean peoples because of these tribal killings. Our own belief is that once contact has been made and the people brought under Administrative control, the people of New Guinea would behave just like any other human beings. I am saying this not in any way to minimize the difficulties of the Administration, of which we are fully aware, but only because of the undue emphasis which has been given to the two incidents during our previous discussions.

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One of the important steps taken by the Administration in the development of political institutions has been the establishment of four new local government councils embracing a population of 21,520. During the questioning period, the special representative stated that three of these four councils have actually been established and that one in the Morobe district is in the process of formation and that the necessary proclamation had been issued in March 1957. My delegation was interested in knowing how the elections to these councils were conducted, the amount of individual tax levied in the different areas and other details, and whether the special representative was not in possession of those details. I have no doubt that the Administering Authority will give full details on these matters in its next annual report.

The establishment of four new Councils brings the total number of local government councils in New Guinea to ten. The first six councils were established before 1953. It took over four years for the Administration to prepare the ground for the establishment of the present four councils. My delegation would like to express the hope that the Administration would proceed with the establishment of these councils in other areas which are ready for it without undue delay. We believe that there are still other areas, including some in the Highland districts, which are ready for this development.

My delegation has also noted with pleasure the nomination of a New Guinean as a member of the Sepik District Advisory Council and would like to congratulate the Administration on this action. We fully agree with the statement of the special representative that such appointments will provide a useful training ground for the New Guinean people and facilitate the progressive extension of their participation in the political life of the Territory.

This, we hope, would be followed by similar appointments in other districts. In this connexion, I would like to recall the recommendation of the Trusteeship Council at its eighteenth session that qualified and competent indigenous persons should be appointed to both District and Town Advisory Councils.

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With regard to the Legislative Assembly, my delegation notes that the Administering Authority has not yet found it possible to provide for increased New Guinean representation, although the Trusteeship Council has on several occasions recommended such increase. The Administering Authority has agreed in principle to such increase; the only difficulty seems to be the non-availability, of persons suitable for the purpose.

According to the Administering Authority, two or three persons who are considered to be suitable for nomination are employed by the Administration. To nominate them as members of the Legislative Council would, the Administration says, not be in keeping with the well established convention of excluding such members from legislative bodies. I would like to point out that out of a membership of twenty-nine, sixteen are salaried officials of the Administration who are borne on the regular public service cadre, whereas New Guineans, although employed by the Administration, are not considered part of the public service. Moreover, in a total membership of twenty-nine, there are only three indigenous members and one from Papau. An addition of two or three New Guinean members would not lead to any difficulties for the Administration. Even if they are not as efficient as the Administration would like them to be, they can be of some assistance in considering administrative problems of the Territory. It should also be noted that the New Guinean Legislative Council cannot be compared, so far as its functions are concerned, to a parliament in regard to which the principle mentioned by the Administration would rightly apply.

Reference was made by the special representative during the questioning period to the fact that the two New Guinean members now on the Legislative Council have not made any significant contributions to the work of the Council. My delegation would hesitate to subscribe to that statement. First of all, when I was in the Territory as a member of the Visiting Mission, I had heard from the senior officials in the Territory itself about the usefulness of these two people.

Without entering into an argument about their abilities, we believe that whatever advice these gentlemen are able to give would be of some assistance



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to the Administration and that in any case they cannot in any way obstruct the work of the Administration. I have seen in the Australian Press a statement made by one of the elected European members of the Legislative Council -- and he is elected not by the indigenous people but by the Europeans living in the Territory -- challenging the statement that there are no suitable New Guineans to be appointed to the Legislative Council. He said that there were many indigenous people of Papua and New Guinea who are fit today and that they would have been more fit had the recommendation of the Selecting Committee been acted upon and those people allowed, in the first instance, to come here as observers.

My delegation would like to express the hope that next year the Administration will be able to report to this Council that at least a few additional New Guinean members had been nominated as members of the Legislative Council.

In this connexion, I would also like to support the suggestion made here by the representatives of Guatemala and Syria that consideration should be given to electing these New Guinean representatives instead of nominating them.

We note the progress made in the expansion of the public service and we have no doubt that the new appointments would greatly contribute to the further development of the Territory. My delegation cannot but express some concern, however, at the fact that there is not yet a single New Guinean in the regular public service of this Territory. We are, however, gratified to note that the new auxiliary division of the public service is being established and that New Guineans would, for the first time, be enabled to join the public service of their own Territory. In this connexion, we would venture to suggest that instead of calling for applications from the existing New Guinean employees in the Territory, the cases of all employees should be reviewed by a special committee appointed for the purpose. On the basis of their qualifications, experience and the report of their work in the past, all eligible persons, irrespective of their age, should be absorbed in the auxiliary service in appropriate grades. In this matter, I would like to mention specifically the case of the members of the New Guinean Police Force, which, from all reports, has been working with the Administration most efficiently and satisfactorily. Members of the Force with long years of service and a good record certainly deserve to be included as part of the regular public service. I hope the Administration will consider this suggestion seriously and that the Trusteeship Council will be in a position to hear of the results when considering the next annual report.

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With regard to the judiciary, my delegation would once again like to commend the recommendation of the eighteenth session of the Trusteeship Council that indigenous tribunals be granted statutory authority at least in the more advanced areas of the Territory.

Another point to which my delegation attaches some importance is the question of giving a name to New Guineans. At its eighteenth session the Trusteeship Council took note that the Administering Authority was considering the adoption of a name for the indigenous people of the Trust Territory. It further noted the use of the term "New Guineans" by the Visiting Mission and recommended that the Administering Authority take that term into consideration. The Administering Authority now says that it is of the opinion that it would be undesirable to decide upon a term until such time as indigenous inhabitants themselves are in a position to express their views on the matter. My delegation does not consider that this is a matter on which action should await consultations with the people. Whatever name is given to them, they will be free to change when they wish to do so, as has been done in other places. The term "native" is not being used in consultation with the people, and so far as my delegation is aware there are people in New Guinea -- I mean indigenous people -- who would like the use of the term "native" to be abolished. We hope that the Administering Authority will reconsider this matter.

I now come to the economic field. At its eighteenth session, the Trusteeship Council noted the statement of the Administering Authority that it was actively considering ways of increasing the local revenue by the imposition of direct taxation in the Territory. The Administering Authority has now reported to us that consideration of the matter is proceeding. We hope that a decision will be taken in the immediate future. In this connexion, it is to be noted that while the immigrant community, which practically controls the whole economy of the Territory, is not covered by any kind of direct taxation, over 50,000 New Guineans who live in the ten Local Government Council areas pay a tax of up to £4 per head irrespective of their individual income. It is true that the tax thus levied by the Council is used for local purposes, but it should not be forgotten that, had it not been for such taxation, the Administration would have been spending money out of the Territorial revenues to meet expenses now met from Council funds. Even if the Administration considers that it would prefer to continue to make

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large contributions towards the budget of the Territory for political or other reasons rather than to levy a direct tax on the immigrant community, my delegation believes that, as pointed out by the representative of Belgium, it would be a good thing for the Territory to have a system of direct taxation.

We commend the Administration for giving high priority to the advancement of indigenous agriculture by giving training to indigenous persons in improved methods and in the growing of cash crops. In regard to land leases, we would like to express the hope that the Administering Authority would exercise necessary caution in giving away land on lease up to ninety-nine years to non-indigenous people who come to the Territory with the hope of permanently settling down there. We are confident that the land policy of the Administration will be so implemented that the present system of leasing will not result in creating problems of a difficult nature in the years ahead.

The first report of the resources survey of part of the Territory has gone to print, and we hope that it will be available to us soon. My delegation would hope that the CSIRO will continue with the rest of the Territory and that, based on these reports, the Administration will be able to prepare a long-term plan for the economic development of the Territory of New Guinea.

I would also like to support the suggestion made by the representative of Burma that encouragement should be given to the indigenous businessmen in New Guinea.

In the social field, one of the points on which my delegation would like to lay some stress is the question of the removal of the restrictions on movement of the New Guinean population in towns. The Trusteeship Council on several occasions in the past has recommended the removal of the restrictions. The 1956 Visiting Mission very strongly recommended their abolition, and that recommendation was once again endorsed by the Trusteeship Council. The Visiting Mission stated that in its view there was no justification for the restrictive regulations. The Administering Authority has stated that because of the conditions obtaining in the Territory it could not remove these restrictions. My delegation, during the question time, attempted to obtain some clarification as to the particular conditions the Administering Authority had in mind. The special representative, however, was not in a position to explain. The Administering Authority further stated that there would be little value in abolishing the

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restrictions even on a trial basis as suggested by the Trusteeship Council. No reasons have been given for coming to this conclusion. So far as my delegation is concerned, we are unable to appreciate the reasons for not abolishing such restrictions. First of all, it is somewhat odd to say that New Guinean towns are meant for non-New Guineans and that a New Guinean should obtain a permit before he can enter a New Guinean town. Moreover, my delegation believes that the New Guinean people are, as a whole, -- and here I refer to those who are under administrative control -- law-abiding people. There may be exceptions, just as one can find exceptions even in the most advanced countries. Such cases are matters for the police force, and we have no doubt that the New Guinean police is thoroughly competent to deal with such cases. In fact, apart from other implications, the continuation of such restrictions is a reflection on the police force itself. I would like to express the hope on behalf of my delegation that the Administering Authority would reconsider the matter and that we would be in a position to take note next year that all these restrictions had been removed.

With regard to wages, we will be looking forward to the completion by the Administration of the new labour legislation which is now under preparation and which will provide for the increase in the present minimum wage rates as recommended by the Trusteeship Council at its eighteenth session.

We are happy to know that the hospital building programme is proceeding rapidly and that some of the new buildings to replace the existing buildings -- some of them, like the one in Rabaul, are in extremely poor condition -- will be completed very soon. We have also taken note of the Administration's programme for extension of medical facilities and for training New Guineans for service in the different branches of the Health Service. Here I would like to refer to the two or three Suva-trained New Guinean assistant medical practitioners. It is important that these medical practitioners be given positions appropriate to their training and be posted in places where they can use their training and add to their experience.

In the field of education my delegation would like to commend the Administration for the progress made during the year under review with regard to the expansion of educational facilities in the Territory. We would, however, like to draw the attention of the Administering Authority to one particular matter

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to which our delegation attaches great importance -- that is, the standardization of the school system as well as of the syllabus. In this connexion, my intention was to quote a paragraph from the Visiting Mission's report, but on account of the lateness of the hour I will merely refer to paragraph 287 of the Visiting Mission's report which deals specifically with this matter. Since the Administering Authority had said that the terms "primary", "post-primary" and "secondary" would be used -- I would like to underline the words "would be used" -- I asked the special representative whether instructions in that regard had already gone out, but I failed to obtain a reply. I trust that action on this matter will not be further delayed and that adequate information on this will be contained in the next annual report.

We would also like to express the hope that in the not distant future New Guinea will have a school which will provide a complete high school education -- that is, up to a standard which would permit students from that school to enter a university.

Although sixteen New Guineans are studying in Australia, not one of them has yet reached the high school standard. It is the hope of my delegation that the Trusteeship Council will be able to hear about some of the students going up to that stage.

Some efforts have been made by the Administering Authority to standardize the use of Pidgin as a means of teaching English. This should not in any way lead to a spread of Pidgin, the continued use of which the Administration is trying to discourage with a view to its complete abolition.

As regards teaching about the United Nations, we would suggest that in any publication which the Administration puts out on this subject, there should be a chapter dealing with the status of the Territory of New Guinea and of the Trusteeship System.



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I have made these remarks on behalf of my delegation not by way of criticism but in an earnest desire to assist and in full awareness of the good work that the Administration has already accomplished. I earnestly hope that the Administering Authority will receive them in that spirit. Some of the points on which my delegation has laid stress may, on the face of it, appear to be not important enough, but we believe that some of them, for example, the abolition of the use of the term "native" and the abolition of restrictions on movement of the population in towns, are important, for they have a considerable psychological effect on the indigenous people, who because of their background have a tendency to look upon people from outside as some kind of superior human beings. In working for the development of these comparatively backward people, it is essential not only to improve their economic and social conditions but also to give them a sense of self-confidence and a feeling that they are as good human beings as anybody else.

I should like to conclude my remarks by paying a warm tribute to the Administering Authority for the over-all progress made in the Territory during recent years. I also wish to express my delegation's thanks to the special representative and to the representative of Australia for their assistance in the consideration of the report on this Territory.

The PRESIDENT: We shall conclude this debate on Monday, when the Council will hold two meetings, at 10.30 a.m. and at 2.30 p.m. In addition, the Drafting Committee on Tanganyika will meet at 10.30 a.m., the Drafting Committee on Nauru at 2.30 p.m., and the Standing Committee on Administrative Unions at 2.30 p.m.

The meeting rose at 6.5 p.m.