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VERBATIM RECORD OF THE ELEVEN HUNDRED AND NINETY-SIXTH MEETING

Held at Headquarters, New York,  
on Wednesday, 11 July 1962, at 2.30 p.m.

President:

Mr. SALAMANCA  
(Vice-President)

(Bolivia)

Later:

Mr. BINGHAM

(United States of America)

Examination of conditions in the Trust Territory of New Guinea [3d, 5b]  
(continued)

att. 6, 27

Law 62  
Lang 32

Scholarships 93

Note: The Official Record of this meeting, i.e. the summary record, will appear in provisional mimeographed form under the symbol T/SR.1196 and will be subject to representatives' corrections.

## AGENDA ITEMS 3d AND 5b

## EXAMINATION OF CONDITIONS IN THE TRUST TERRITORY OF NEW GUINEA:

- (a) ANNUAL REPORT OF THE ADMINISTERING AUTHORITY (T/1591; T/L.1044)
- (b) REPORT OF THE UNITED NATIONS VISITING MISSION TO THE TRUST TERRITORY OF NEW GUINEA, 1962 (T/1597 and Add.1)(continued)

At the invitation of the President, Mr. McCarthy, special representative for New Guinea under Australian administration, and Mr. Somu Sigob and Mr. Himson Mulas, representatives of the Trust Territory of New Guinea, took places at the Trusteeship Council table.

Mr. NOYES (United States of America): I would like first to thank the Special Representative for his excellent opening statement, which has been very helpful.

*leg* It is my understanding that the Territorial Legislative Council has now been in operation, under its new constitutional arrangements, for approximately a year. While we have a good deal of information in the annual report of the Administering Authority and some information in the report of the Visiting Mission, we would like some additional information on the way in which this Legislative Council has operated during the past year. Specifically, I would like to ask what the powers of this Council are, what kind of matters it has dealt with during the past year, and whether it has powers over the budget. It would be very useful if we could have, as a background for the Visiting Mission's proposals, a better understanding of how the present system works.

Mr. McCARTHY (Special Representative): The Legislative Council for Papua and New Guinea has very extensive powers indeed to make laws for the peace, order and good government of the Territory. I know of no specific field of governmental activity which limits the powers of that Legislative Council, so that the Council is free to exercise its extensive law-making powers as it sees fit, subject, at the present time, to a provision that the laws passed by the Legislative Council for Papua and New Guinea must receive the assent of the Administrator in certain cases, of the Governor-General of Australia in certain other cases, or, similarly, must be disallowed or not disallowed by either of those officials.

I might say, in referring to this, that the cases in which a law passed by the Legislative Council for Papua and New Guinea has been disallowed by the Administrator or, in the more important cases, by the Governor-General, have been infinitesimal in number. The disallowance of a law, passed by the Legislative Council, by the right vested in the Governor-General is a matter which is proceeded to only as a very last extremity, and I cannot indeed recall any instance, in my own years of experience in the Department of Territories, in which a law has been wholly disallowed by the Governor-General.

So that that is the answer to what I believe to be the first part of the question: that the Legislative Council has extensive powers to make laws for the peace, order and good government of the Territory in all fields of government.

As to the second part of the question, which relates to the budget -- What control has the Legislative Council over the budget? -- the Legislative Council has very considerable control indeed over the budget and, after certain preliminaries have been observed, determines its own budget. The procedure, roughly, is that the Territory's estimates are prepared for any one year in the fashion which is normally followed in relation to Australian legislative bodies. Those estimates are then presented for the scrutiny of the Treasury and the people concerned with finance generally. Then, on the basis of what is seen to be the needs of the Territory and the future needs of the Territory, the amount of the Commonwealth grant is determined. And as I have pointed out, in the financial year just now ended the amount of the Commonwealth grant for Papua and New Guinea

(Mr. McCarthy,  
Special Representative)

was £17.3 million. When the amount of that Commonwealth grant is fixed and the Territorial Legislative Council then is aware of the amount of money which is available to it on the basis of that grant and the internal revenues, which usually amount to about £7 million, then the Legislative Council proceeds to its budget debate in precisely the same way as does any other legislative body within the Australian system, and determines and controls the details of budget allocation in exactly the same fashion as is followed in the Australian Parliament itself. Its powers, therefore, over finance are very considerable.



(Mr. McCarthy,  
Special Representative)

As to the matter of the type of law with which this Council has concerned itself, it is difficult offhand to give a complete list but perhaps I can be indicative. At its March 1962 session the Council concerned itself not exclusively but most importantly with the whole body of labour legislation relating to labour in its various forms such as labour organizations, the machinery for settling labour disputes and the like. It has also had particular regard during the past year to ordinances affecting land and land tenure, the setting-up of new land systems and the amalgamation of existing laws. It has also, as I have pointed out to this Council, given particular regard to the matter of discriminatory legislation, the elimination from a whole body of laws of so-called discriminatory provisions and the development of new laws to take the place of those which have been amended or which have ceased to exist in part or in whole in relation to discrimination.

Those are the type of matters, in addition to budget matters, with which the Legislative Council has been dealing. This is not meant to be an exclusive list, it is only indicative.

Mr. NOYES (United States of America): I thank the Special Representative for this very complete answer.

In the Special Representative's introductory statement he emphasized that the Administering Authority stressed the importance of the right of the people of the Territory to choose its form of Government and that it looked to the Legislative Council to express the wishes of the Territory. I wonder if the Special Representative could tell us whether the Legislative Council has in fact expressed itself in any way on the future form of government for the Territory or further constitutional steps or target dates for such steps and also whether the Administering Authority has taken any initiative in consulting the Legislative Council on such matters.

Mr. McCARTHY (Special Representative): To the best of my knowledge, the Legislative Council itself has not yet expressed any wishes regarding future political developments or political reform in Papua or New Guinea. It has, however, as I pointed out rather briefly in my opening statement, taken steps to provide the

(Mr. McCarthy,  
Special Representative)

machinery for the expression of its views in that connexion. On instruction's from the Australian Government, in October 1961 an Administration Committee was set up to give continuing attention, having regard to the expressed objective of a common roll within six years from the first election, to the development of proposals for efficient electoral machinery of a permanent kind, the political and electoral education of the indigenous people and the introduction of secret and direct elections on the basis of a common roll. That Committee has so far progressed with its work that it has submitted an interim report only recently regarding certain of these matters. That was an administration committee which was closely associated with the purposes of the Legislative Council. Shortly afterwards -- I think it was in March of this year -- the Legislative Council itself appointed a Select Committee on Political Development, consisting of two official members, two elected indigenous members and two elected non-indigenous members. This Committee has been instructed by the Council to review the political developments of the Territory and the implementation of the Government's declared policies in this regard and to submit a report to the Council at the second meeting of the Council following the setting up of the Committee or within such further time as the Council may allow. So that the Council itself has therefore set up the machinery through its own Select Committee to attend to this very matter which forms the core of the subject we are discussing today. I think that that answers the question of the United States representative.

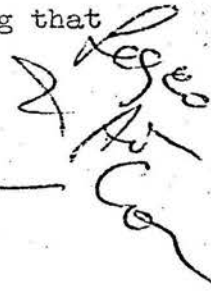
Mr. NOYES (United States of America): I should like to ask the Special Representative whether this Committee that he has just referred to is dealing with the electoral process or does it have a broader mandate that relates to the general question of constitutional steps in the future?

Mr. MCCARTHY (Special Representative): As I understand it, it is not particularly limited in its terms of reference. Its terms of reference are to review the political development of the Territory, that is, the major part of its terms of reference. Thus it would have to have regard of course to the electoral machinery which would be necessary to be associated with the political development of the Territory.

(Mr. McCarthy,  
Special Representative)

I would expect the details of the electoral machinery to be devised and the really detailed work based on deep administrative knowledge of all the factors in the territory to be done by the Committee which has been set up by the Administrator himself. This is not a Committee of the Council, but it is directed toward the same end, part of whose terms of reference is to address itself to the development of an efficient electoral machinery of a permanent kind, the introduction of secret and direct elections on the basis of a common role and the political and electoral education of the people.

Mr. NOYES (United States of America): It is also my understanding that during the course of the past year there has been set up an Administrative Council that is a change from the previous arrangements. Could the Special Representative tell us more about the relationship between the Legislative Council and this new Administrative Council?



Mr. McCARTHY (Special Representative): Yes, an Administrator's Council has been set up and it was part of the electoral machinery on which I gave information to this Council last year. This Administrator's Council is seen as a kind of half-way house between the previous state of affairs when there was an Executive Council only and the introduction subsequently of cabinet government in such form which would be a necessary part of a revised legislative machine. This Administrative Council has been set up to advise and assist the Administrator and to replace the Executive Council which formerly existed. The Administrator's Council consists of the Administrator himself, three official members of the Legislative Council and three other members of the Legislative Council, none of whom may be an official member and at least two of whom must be elected members.

This Council's function is to advise the Administrator on any matter which he refers to it and on any other matter as may be provided by ordinance. I might say that one of the members of that Administrator's Council is one of the indigenous elected members of the Legislative Council.

(Mr. McCarthy,  
Special Representative)

The significance of this Administrative Council lies particularly in the fact that for the first time here the Administrator is placed in a position where he is subject to the advice and the expression of views of members, including elected members of the Legislative Council, in between sessions of that Council. I do not know how often that Council has met since it was established, but it has met frequently and constantly. I do not know in detail what matters it may have discussed, but I would expect that all matters which were to come up in the Legislative Council for Papua and New Guinea would be discussed in the Administrator's Council and that the Administrator would be made privy to the views certainly of a section of the Legislative Council in relation to that proposed legislation.

Mr. NOYES (United States of America): It is stated on page 23 of the annual report -- and also indicated in the Special Representative's reply -- that

"The Council's function is to advise the Administrator on any matter which he refers to it and on any other matter as may be provided by ordinance. In the latter case, while the Administrator is not bound to act in conformity with the advice of the Administrator's Council, if he fails to act in accordance with that advice he must provide the Legislative Council, not later than the first sitting day of its next meeting, with a statement of his reasons."

I wonder whether the Special Representative could give us some idea of the kind of matters that would be covered by this clause "as may be provided by ordinance", and also whether there have been any cases in which the Administrator has been unable to accept the advice of the Administrator's Council.

Mr. McCARTHY (Special Representative): I do not know off hand what matters are provided by ordinance to be referred by the Administrator to the Administrator's Council, but I will take steps to find out and inform the representative of the United States further.

As far as my own knowledge carries me -- and I think that knowledge is complete on this matter -- there has not yet been a case where the Administrator has acted contrary to the advice of the Administrator's Council and so had to follow the line of action set down here.

Mr. NOYES (United States of America): In the opening statement by the Special Representative at our meeting yesterday he stated that the target set by the Administration "provides for the incorporation of almost a million people in the council system by 1967 in Papua and New Guinea, with the bulk of this increase taking place in the Trust Territory". (T/PV.1194, page 12) Could the Special Representative be a little more specific as to this target for the Trust Territory itself?



Mr. McCARTHY (Special Representative): Here we run into one of the slight problems created by the existence of the two Territories -- Papua, on the one hand, and New Guinea on the other -- with one of which, of course, New Guinea, this Council is directly and individually concerned. The target has been set for the combined Territory. I myself am not aware of the breakdown in respect of the Trust Territory, on the one hand, and Papua on the other, but, as I have said, the greatest impetus will be in the Trust Territory which, of course, has twice as many people in its area as there are in the territory of Papua. On that basis alone one would expect twice the increase in councils in the Trust Territory over that which would obtain in Papua.

*McC* Mr. NOYES (United States of America): We have heard considerable discussion of the Local Councils and also of the Territorial Legislative Council. Could the Special Representative explain to us what the relationship is between these two different bodies, if any?

Mr. McCARTHY (Special Representative): My understanding of the question is: what relationship, if any, is there between the Native Local Government Councils and the Legislative Council? I suppose it would be correct to say that a direct and visible relationship between the two does not exist. In a sense, the Native Local Government Councils provide what I called in my opening statement the broad base of political development. It is through these Councils that we look to the development of early experience by the people of the Territory in political and administrative matters of various kinds. From them and through them, I think, come many of the future political leaders of the Territory.

With those Councils -- envisaging, as I have indicated, the incorporation of almost a million people in the council system within the next five years, -- as the base of political development, we have the Legislative Council in whatever form it may develop in the future as the apex of the pyramid thus formed. Thus it is a matter of the transfer of experience

(Mr. McCarthy, Special Representative)

rather than a direct relationship, plus, one would expect, an obligation on the part of the leading members, such as my friend Mr. Sigob, to be very well aware of the thinking developing in the Local Government Councils in their areas and to express that thinking to the best of their ability in the highest legislative body.

Mr. NOYES (United States of America): The Visiting Mission has made certain recommendations with respect to Municipal Advisory Councils. Could the Special Representative tell us a little bit about the present system of governing the municipalities in the Territory, as a background for this recommendation?

Mr. MCCARTHY (Special Representative): The system of municipal government, as we know it in these more advanced communities, has not yet been developed in New Guinea or in Papua and New Guinea. It is in our system, which is a system related particularly to town governments. There has been the development of Native Local Government Councils of the type we have been speaking about and the people have been requested from time to time to consider the introduction of a municipal government in the two areas where they have developed throughout the Territory. The Government has even gone to the extent of sending what we call a local government expert from Australia to the Territory to examine the situation there and to make proposals for the development of a municipal government in the major urban centres in the Territory. This he did; and, on the basis of his observations and work, he drew up a very detailed set of proposals which were then placed, in the first instance, before the Town Advisory Council of Port Moresby, and its application to the town of Rabul was also considered, if it wished to have this form of municipal government introduced and, if so, when. The Government expressed its willingness to make the introduction. No such request has come, and the Government's appreciation at the present time is that the people of the Territory are not asking for and do not require municipal government in its more orthodox forms.

(Mr. McCarthy, Special Representative)

The situation, of course, is complicated by the existence of the Native Local Government Councils, which are in themselves a form of municipal government. In this connexion one must bear in mind also that in each town there is a Town Advisory Council which exercises strong advisory and critical functions regarding management of the town affairs. There are also District Advisory Councils, to which I have referred.

(Mr. McCarthy, Special Representative)

I am not able to say at the moment the extent to which Native Local Government Councils may in the future incorporate municipal functions and forms. It is quite possible, however, that the more orthodox type of municipal government will grow out of the Local Government Councils as they now exist.

Mr. HOYES (United States of America): I have questions on other aspects of this Territory, but I understand that we are to limit ourselves at this time to questions on political advancement.

The PRESIDENT (interpretation from Spanish): I think it would be desirable to hear the views of the Australian representative on this matter. It would accelerate our work, of course, if questions could be put now not only on political advancement but also on all other aspects of the development of the Territory. If the Special Representative is agreeable to answering questions on other fields, I do not see why we need be bound by precedent. I therefore ask the representative of Australia whether that would be agreeable to his delegation.

Mr. HOOD (Australia): In reply to an earlier suggestion of that kind this morning, I said that because of the sheer volume of the material which the Special Representative has with him in assisting the Council it would be difficult for him to have to turn constantly from one subject to another. I thought we had agreed that for the time being it would be more convenient if questioning were confined to the political field. This, of course, does not mean that the remaining aspects might not be taken together. Such a procedure has been followed before by the Council.

We are here to meet the Council's convenience, but I think that it would be a more orderly and better procedure if the questions at this stage were limited to the political field.

The PRESIDENT (interpretation from Spanish): I know that the members of the Council have no desire to render more difficult the task of the Special Representative and the other representatives of Australia. I shall therefore request members to put questions only on the political aspects of the report and the opening statement of the Special Representative.

Mr. ANDREEV (Union of Soviet Socialist Republics) (interpretation from Russian): The Soviet delegation wishes to put only two questions to the Special Representative in this field.

*Bula* Our first question deals with the incidents at Buka island. These incidents took place because of the refusal of the indigenous inhabitants to pay personal tax. As will be seen from annex II to the Visiting Mission's report, a welfare society was set up the purpose of which was to improve living standards by improving the conditions of the workers in the copra plantations. It appears that one of the causes of the incidents at Buka island was that the indigenous inhabitants had lost faith in the ability of the Australian administration to achieve progress. There have been other occasions in the past when the inhabitants have refused to pay personal tax.

We wish, therefore, to put the following question to the Special Representative. What evaluation can he give in the light of the promises and obligation of the Government of Australia to ensure the welfare and progress of the people of the Trust Territory?

Mr. McCARTHY (Special Representative): I think that the Soviet representative is over-simplifying this complicated situation.

In my personal and administrative experience I have found that in group action, or even in personal action, it is very difficult indeed to isolate one motive as the motive of the action.

There have been previous cases in New Guinea of refusal to pay tax. It would be amazing if that did not happen, because the whole tax concept is a very difficult one for emerging people to grasp. In this connexion I would recall that the tax was imposed on the people of the Trust Territory of New Guinea



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in the light of the constant exhortations of the Trusteeship Council. When that was done, the Trusteeship Council publicly went on record at one of its sessions as approving the measures which were taken to impose tax on the people of New Guinea as a necessary measure of instruction in the development of their political education.

Now, tax measures are lawful measures; they are an integral part of the life of modern people in the world today. Hence, refusal to pay tax becomes an illegal action, and the matter then becomes one of the maintenance of law and order and not of oppression in any sense of the word.

In referring briefly to this matter earlier, I said that the genesis of the entire situation, culminating in the refusal to pay tax and the disorders which accompanied that refusal, was a type of cult-thinking not related to political circumstances of the day. I used some such terms as these: it is an expression of the inability of emerging people to grasp the concepts of the life into which they were emerging; it is the result of a situation in which these people are still under the clouds of their past.

This is an important matter. There will be other cases. It has been the subject of a number of petitions. We may therefore facilitate the Council's later work in dealing with those petitions if we now present to the Council the statement, in thumbnail form, of the situation which developed on Buka, the situation to which the Soviet representative has referred.

In February 1960 a society known as the Hahalis Welfare Society, consisting of about 700 people, was formed at Buka island. It was at first not anti-Administration, but showed a tendency to try to better the conditions of its members without advice or guidance from the Administration -- advice and guidance which were, however, always available. Reports were later received by the Administration that cultist practices were developing among the members of this Society.

(Mr. McCarthy, Special Representative)

In October 1961 the Buka Native Local Government Council was formed, representing 6,328 people. A total of 4,275 people who were eligible to join refused to do so, including people belonging to the Hahalis Welfare Society. No attempt was made to force them to join the Council against their wishes.

(Mr. McCarthy, Special Representative)

I would at this moment point out to this Council, as has been done in the past, that participation by the people of New Guinea in the council system, which this Council itself considers important and even vital, is a matter for their voluntary acceptance or otherwise a matter of political education which is sedulously being undertaken in the Territory and which will continue to be undertaken. And as I pointed out earlier, your own Mission was present in areas where the opposition of free people to the council system was expressed and in at least one area on New Britain the people openly told the Mission that if there were any attempt to force them to join the council system at this stage, they would resist by force.

"In November 1961, the Hahalis group refused to pay personal tax, which they were legally obliged to pay as they were not paying the equivalent tax levied by the Council."

A word of explanation in this connexion. Councils operate like other Government bodies through the imposition or largely through the imposition of taxes and on these taxes they depend for their revenue. There is in addition to that a government tax. Where a council area is proclaimed and people are required to pay a council tax, they are not required to pay the government tax. In other words, they do not pay taxes twice. In a council area the council tax eliminates the need for paying taxes to the Government.

"An attempt by an Administration patrol to collect the personal tax in December 1961, was resisted and to avoid bloodshed was not persisted in, although the patrol remained in the area. Various means, including distribution of leaflets, radio broadcasts, and personal persuasion by two elected indigenous members of the Legislative Council, were then tried in an attempt to induce the group to pay their tax, but without success." One of those members of the Legislative Council, as I pointed out earlier, was Mr. Tobaining from the Tide-land area in New Britain.

(Mr. McCarthy, Special Representative)

"In February 1962, a police force of about 80, which entered the area armed with batons" -- not rifles -- "was attacked by about 2,000 people with about 300 women and children in the front ranks. Two leaders were arrested but were rescued by attacking women".

I would point out in passing the difficulty of a police party of any kind, outnumbered 2,000 to 80, of developing any effective action or indeed any effective defensive action in the face of an attack which was fronted by women and children whose persons were, of course, quite sacred to the police party concerned.

"Police used batons to clear their camp and remained in the area. After a tentative agreement, made by leaders of the Society with the District Commissioner -- who had met them at their own request -- that all tax defaulters would appear before a magistrate, had been vetoed by the Society's members, police strength was increased to 155. On 18th February 1961, attempts to arrest tax defaulters were resisted by determined attack by about 1,000 armed men. Police again resisted with batons, and after two shots had been fired to seaward" -- carefully to seaward -- "by the police officer in charge of a rifle party of ten, the attackers withdrew. Seventy-one of the attackers were injured, but none seriously, while two of the police were seriously injured and twenty others sustained minor injuries. A request by the leaders for a meeting with European officers only at the Catholic Mission was refused, because, although £124 of tax money had been handed to the missionary, the issue was now one of riotous behaviour instead of merely failure to pay tax."

"Arrangements were made for police re-inforcements, 400 of whom arrived on 21 February, and on the following day, 200 people including 50 women, voluntarily came to the police camp. The men were arrested and the women sent home. Arrests continued throughout the following week and 417 men were taken into custody, while others proceeded to Sohano" -- the administrative of this administrative district -- "voluntarily." Finally, 461 persons appeared in court at Sohano to answer 635 charges. Of these the magistrate reached a decision of 'not guilty' in 46 cases and there were 589 convictions. Among the latter, 8 persons were fined 10/- for failure to pay tax; 167 were

(Mr. McCarthy, Special Representative)

sentenced to 3 months' imprisonment for obstructing the police; 171 were sentenced to 6 months' imprisonment for riotous behaviour; and one to 6 months' imprisonment for escaping from custody. The remainder were fined amounts of £1 or £2, or sentenced to from one to four months' imprisonment on one or the other of the last three charges.

"Following interviews with the prisoners by the Public Solicitor, a number of appeals were made to the Supreme Court."

Here I pause again for a moment to refer to the very important office of the Public Solicitor. The Public Solicitor, to whom I referred in another context earlier, has in part the duty of assisting the development and the preparation of cases by industrial organizations of all kinds in respect of industrial claims. He also has the further duty, through his own personal office and through the officials under his charge, of protecting and appearing for people who wish him to appear for them and who do not have the means to have counsel in their own right. So that this matter, which was an administration matter under our system of justice, then became a matter for the Public Solicitor himself, an officer of the administration, to prepare appeals -- which was done.

"The first test case regarding conviction for obstructing the police succeeded on technical grounds, while in the second, the Chief Justice suggested that the sentence of six months, except for the ringleaders, in connexion with charges of riotous behaviour, was excessive."

In other words, the Chief Justice took a different view from the Magistrate who had presided.

"The Administrator, in the exercise of his prerogative under Section 73 of the Papua and New Guinea Act, remitted the sentences to three months' imprisonment. Only 14 ringleaders now" -- and this, I think, is as of the end of March -- "remain in prison."

This, in brief, is an account of the troubles regarding Hahalis, which form the basis of the question by the representative. The feature to me, knowing this country, knowing the people and knowing the officers concerned in this case, are these. Here was a clear case of law breaking such as would require legal action



(Mr. McCarthy, Special Representative)

in this country, in the Soviet Union, or in any other modern community; and action would properly be taken under those circumstances. In the course of the action which developed, you had, as I pointed out, a very small police party facing 2,000 or more quite frenzied people and in danger, as I said, literally of annihilation. Despite that, not one life was lost. The action by the police was confined to action with batons only in the face of their own destruction. It is important to note, and if I may be forgiven for mentioning it, that the native affairs officer in charge of this particular situation, is an old personal friend, one of the most respected and highly regarded native affairs officers in the administration. He is, indeed, typical of the best that we have in that administration -- we have many of those. Of the twelve or fifteen years of service in the administration in New Guinea, he has spent twelve years or thereabouts, practically all of his time, in the wildest and most remote and uncontrolled areas of New Guinea and Papua. He is one of the officers whose name has become synonymous with exploration, with first contact and with all the hazards of the opening up of previously unknown countries.

(Mr. McCarthy, Special Representative)

He was the officer who now, in this more settled area, was in charge of this situation and in speaking to him about it at the time when the Visiting Mission itself was actually in this area, I asked him whether he had been afraid when this situation developed.

He said, "Yes, I was very much afraid. The man who can face two thousand people under circumstances when they are bent on his complete destruction and not be afraid just does not exist."

I said to him, "But did you not feel impelled to fire or to take any action that would in fact endanger or destroy the lives of these people?"

I shall always remember the answer of this man who had spent all his years in the most dangerous kind of work that exists in the world today. He said, "In all my years in New Guinea, I have not found it necessary to take the life of any man and I do not propose to break that record now, whatever the results may be to myself."

That, I believe, is the answer -- at far greater length, perhaps, than I had originally intended to give -- to the question asked by the representative of the Soviet Union.

Mr. ANDREEV (Union of Soviet Socialist Republics) (interpretation from Russian): Before going on to the second and last question which the Soviet delegation wishes to put, I should like to pose a further question to the Special Representative on the situation as it now obtains in that region. I should like to know what has happened to this welfare society.

Mr. MCCARTHY (Special Representative): To the best of my knowledge, this welfare society has gone out of existence; complete order now prevails and has prevailed in that area since February or March.

Mr. ANDREEV (Union of Soviet Socialist Republics) (interpretation from Russian): I should now like to proceed to my second question.

In his introductory statement, the representative of the Administering Authority indicated that by approximately 1967, one million indigenous inhabitants

(Mr. Andreev, USSR)

of the Trust Territory of New Guinea and Papua will be included within the system of local government. Thus, on the initiative of the Administration, a date was set at which the Administering Authority would merge the populations under a system of local government.

*all* In this connexion, we wish to enquire as to what the policy of the Administering Authority is with regard to setting up intermediate and final dates for the termination of Trusteeship. What is the date that was set by the Administering Authority for the termination of Trusteeship and for the granting of independence to the Trust Territory of New Guinea, in accordance with Declaration 1514 (XV) of the General Assembly?

Mr. McCARTHY (Special Representative): As the representative well knows, a date has not been set because it is the attitude of the Administering Authority that that date will be set by the people themselves and by their response.

*all* Mr. CORNER (New Zealand): I have very few questions left to ask as a result both of the very full answers given by the Special Representative and the great amount of information contained in his opening statement and, also, in the annual report on the Trust Territory. Indeed, I found that almost every question I wanted to ask was well covered when I took the trouble to read the annual report. Therefore, my questions will be rather general ones and the main one centers around the interaction between economic progress and political progress.

*cc* At the bottom of page 38 of its report, the Visiting Mission says:

"For the present it is sufficient to note that the economic obstacles on the road to self-government are probably the greatest obstacles of all."

(T/1597, paragraph 119)

I wonder whether the Special Representative would agree with that statement.

Mr. McCARTHY (Special Representative): I agree that the statement is, in some very important measure at least, true. The Mission has noted that the great demand of the people of New Guinea at the present time is for material things and for all the marks of economic progress as we know it.

Now, social progress can be planned more easily than can economic progress because it depends so much on the development of both human and material resources which can be acquired; for example, schools can be built, hospitals can be built with the expenditure of money but economic progress depends, in so many of its parts, on much more nebulous factors. It depends on investments and on the growth of industries which can be planned and for which assistance can be obtained. But it cannot be brought to fruition as the school system can be brought to fruition and it is true to say that the economic obstacles that face the Administration in New Guinea are, as the Mission itself observed, most difficult and intractable and will prove one of the great obstacles to be overcome -- to whatever degree it is necessary to overcome them -- before independence can become a reality.

Mr. CORNER (New Zealand): I thank the Special Representative and go on from that point to refer to another part of the Visiting Mission's report where they speak of a need to mobilize the creative enthusiasm of the people.

Any economic surveys that are undertaken will always present fundamental decisions which in the last resort, if they are to be carried through, can only be taken by the people themselves. It has been found in a number of other countries and territories that perhaps the quickest method of overcoming some economic obstacles is by means of political progress. That proves a means of harnessing the energy of the people of the territory by making them feel that the economic problems are their problems and enabling them to face these problems with greater initiative and a greater sense of responsibility.

I wonder whether the Special Representative would agree that, in New Guinea, political progress will likewise be bound up with overcoming the economic obstacles to which the Mission refers.



Mr. McCARTHY (Special Representative): I think it is true to say that we see the progress of New Guinea not as a one-pronged thing relating to political advancement in the one direction, economic advancement in another direction, and social advancement in yet another direction. I, myself, can never divorce one field of development from the other. I believe it true to say that advance in one direction does stimulate advance in another -- not necessarily proportionately -- so I say that political progress, as I mentioned, I think, in my opening statement, will, I believe, out-run economic progress simply because political progress and the development of political ideas is so much more the development merely of ideas and not the building on the ground of all the apparatus of a modern economy, which is an extraordinarily complicated thing to do; but, I believe, the progress in this Territory as elsewhere is a many-sided thing -- and particularly a three-sided thing -- involving social, economic and political, neither one of which can be divorced from the other two.

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Mr. CORNER (New Zealand): That is a constructive answer of the sort I would have hoped for and expected.

From the annual report on the Territory, and from other sources, one notes the enormous linguistic and tribal diversities in the Territory. Would the Special Representative care to tell us what he thinks is the best approach towards overcoming these linguistic and tribal diversities and welding New Guinea into a single nation with a common sense of purpose.

Mr. McCARTHY (Special Representative): The best approach to overcoming the linguistic difficulty is to teach the people English, simply because English is a world language; they must be given a language which will enable them to communicate, not only with us, but freely with one another. The whole spearhead of the Administration's efforts in education and in associated fields is on the teaching of English, not because of the intrinsic merits of English itself, but simply because of its widespread use in the world, opening the door to the whole field of modern knowledge which can and must be opened to these people.



(Mr. McCarthy, Special Representative)

With regard to the second part of the question, English, the development of a common language, must also be regarded as a most vital factor in developing unity; but it is not the only factor. There are other factors, such as the development, perhaps, of common beliefs such as Christianity in this case, which helped weld the people together. Political development, itself, plays no small part in the development of a national consciousness and the understanding of the problems of people. The whole processes of education and administration must, themselves, be regarded as vital factors in developing the national entity which we seek.

Mr. CORNER (New Zealand): I am interested to hear of the emphasis the Special Representative puts on the development of a common language, and also on the factor of political progress itself in welding the Territory together.

I wonder, arising from this, whether the Special Representative can report a greater interest in learning English as a result of the very development of local government councils and the Legislative Council that have been going on -- whether that, in itself, has stimulated the demand for education, and particularly for the learning of the common language, English.

Mr. McCARTHY (Special Representative): I believe it has; and it certainly has in the case of individual members of councils, particularly the Legislative Council, who find it necessary to communicate themselves, and to receive communications -- find it increasingly necessary to become proficient in the English language -- and if I may be forgiven for being personal, my close friend and colleague, Mr. Sigob, has been a case in point as one who has found it necessary to work hard at English as a means of fully carrying out his very important functions in the Legislative Council.

In a more general sense, I would not regard this at the present time as one of the most significant factors in creating a desire for English.

Mr. CORNER (New Zealand): My last question is a less general one. On page 6 of the opening statement of the Special Representative, he mentions that conferences of the local government councils are becoming a regular annual

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(Mr. Corner, New Zealand)

practice. I would be interested to know what kind of subjects are discussed at these annual conferences.

I wonder, further -- but this is just a very tentative suggestion -- whether one of the representatives of New Guinea, if he has attended one of these conferences, would also like to give something of the feeling of what it is like to be at one of them.

The PRESIDENT: I call on the Special Representative; and if any other representative of the Territory wishes to speak, he may do so.

Mr. McCARTHY (Special Representative): May I first attempt to speak briefly to the matter of the subject of these conferences before referring the question to my colleagues. On page 6 of the supplementary statement, part 2 of the opening statement placed before you, this matter is referred to; and for the convenience of this Council I will quote:

"A conference of all local government councils in the Territory of Papua and New Guinea was held at Port Moresby from 8th to 12th January 1962. As at past conferences the agenda was drawn up from items suggested by all councils. Matters discussed included policy and methods connected with council tax; the need for widespread education in local government; means of improving the mail service to villages; protection of gardens from pigs; extension of primary education; adoption of children; intoxicating liquor; overseas visits by councillors; marketing and agricultural produce; farmer training; extension of the road network; and the future development of councils."

Now, if I may continue a little, almost every one of those matters is of particular importance and has been referred to in part in discussion around this table at this and in past sessions; and I would like to refer to one or two of them.

Intoxicating liquor: The mere fact that you find it on the agenda of such a representative body as this indicates the extent of the interest aroused by this problem. It was a realization of the interest and the views of the

(Mr. McCarthy, Special Representative)

people in this connexion which has led the Government to adopt a new approach to this problem of the kind which I have already outlined which will also, most importantly, have the effect of eliminating differential practices among the two major groups of people in the Territory.

Overseas visits by councillors: I also referred very briefly, in passing, to the fact that arrangements have been made for leaders from New Guinea to come to Australia. Many leaders from New Guinea have already come to Australia, from various fields; and in particular, arrangements have been made for legislative leaders and potential leaders to come to Australia and to study the workings there of the instruments of Government -- Parliaments, and the like -- which have been set up.

Marketing and agricultural produce: I referred briefly, in passing, to the importance of the problem of marketing, an importance which is appreciated by the people themselves. Vigorous action is being taken by the Administration to try to overcome -- or, at least, lessen -- the defects of many of the marketing problems; and in that connexion I refer to the fact that the acting director of agriculture from New Guinea arrived in this town only two days ago to represent the interests of the coffee producers of New Guinea at the conference now going on with regard to the international coffee agreement.

Farmer training: I referred in my opening statement, if I recall rightly, to the fact that, in the past year alone, in one year, seven new agricultural training centres of various kinds had been opened up. It is not too much to say that these farmer-training centres are now virtually studding the surface of New Guinea; your Visiting Mission has seen some of them. It visited one at Mount Hagen which is typical of so many which are developing, which is set up not to train Administration workers in the field of agriculture, but to bring in, for concentrated courses of training, young farmers from their own villages, train them in modern practices, and then send them back to their villages to put this training into effect in their own farming methods and to spread to the other people in the village what they have learned of modern agricultural methods.

Future developments of councils: I have also referred to this and will not now refer to it again in detail.

Thus, you see the attention that the Administration has given to many matters is very much in line with the attention which is being invited to them by the people themselves through such conferences as these.

Mr. MULAS: In answer to the question asked by the representative of New Zealand, I must admit that I have not been able to attend one of these conferences. I have, however, some general idea of the topics that are being discussed in these various combined local government council meetings, and they are as has been stated by the Special Representative of Australia. Those are the main topics of discussion at these meetings; and such topics are brought in by the councils themselves, not through any suggestion from the Administering Authority. In regard to farmer-training, I know perfectly well that the request has come from these combined local government council meetings to the Administration for such training. The request was put forward to the Administration and is now in practice in various parts of the Territory.

I believe that is all I can add to what the Special Representative of Australia has said, and I sincerely hope that the representative of New Zealand feels that his question has been answered.

Mr. CORNER (New Zealand): I thank the representatives for their answers. They all add to the general picture of energy and enthusiasm that has been built up by the replies of the Special Representative and his advisers.

Mr. KIDWAI (India): We have before us the excellent report of the Visiting Mission to the Trust Territory of New Guinea; we have also the statement, for which we are very grateful, made yesterday by the Special Representative of Australia; and before us also are representatives from the Territory.

The intention of my delegation in asking a few questions is to seek clarification from the Special Representative of Australia and his advisers from the Territory in regard to various matters. I have noted your ruling, Mr. President, that our questions now shall be confined to political matters only. I am therefore taking this opportunity to ask a few questions, confining myself to political matters but reserving the right to ask more questions on other subjects arising from the report later on. The intention of my delegation in asking these questions is not in any way to belittle the efforts made by the Australian Administration or to voice any criticism at this stage. We intend only to seek clarification on certain questions that arise mainly from reading the report and hearing the statement of the Australian Special Representative.



(Mr. Kidwai, India)

Before I ask my questions, Mr. President, may I request you to clarify the status of the two advisers from the Territory. I had the honour of meeting them in the lobby, but I am not sure of their status.

The PRESIDENT (interpretation from Spanish): In answer to the request of the representative of India, I would say that Mr. Sigob and Dr. Mulas are advisers to the Special Representative.

Mr. KIDWAI (India): Thank you very much, Mr. President. I would just like to ask the following question on this subject: Are they elected representatives in the local Legislative Council which has been set up?

The PRESIDENT (interpretation from Spanish): I shall ask Mr. McCarthy to be so good as to tell us exactly what is the status of the two advisers. I know the status of one of them but I am not quite sure of the status of the other adviser.

Mr. McCARTHY (Special Representative): Mr. Somu Sigob, M.L.C., is an elected representative of his people on the Legislative Council. He is the elected representative for the New Guinea Coastal Electorate, that is the coastal mainland of the main island of New Guinea. Dr. Himson Mulas is a medical practitioner employed by the Administration, and is therefore, like myself, a public servant, but in a different field.

Mr. KIDWAI (India): In trying to evaluate the present political situation in the Territory, we noted the statement made by the Special Representative in which he says that the election of the Native Local Government Council -- I do not like to call it the "Native" Council; I like to call it the New Guinea Local Government Council -- represents a great advance and shows a rapid development. He goes on to say that a Council representing a population of 126,000 people has been established in the Territory. I need not repeat that. May I ask Mr. Somu Sigob how he was elected: who elected him and what was the process by which he was elected?

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Mr. SIGOB: I was elected by my own people. That is the only way I can answer the question.

Mr. KIDWAI (India): I thank the Councillor, but if he will allow me one more question, may I ask whether it was voting by ballot? What form of election was it?

The PRESIDENT (interpretation from Spanish): The question was addressed by the representative of India to Mr. Sigob, but if the Special Representative wishes to speak I now call on him.

Mr. McCARTHY (Special Representative): It was not my intention to attempt in my own person to answer the question asked by the representative of India. It was my hope that my colleague, Mr. Somu Sigob, would answer the question himself. He is, however, in some slight difficulty because of his unfamiliarity with the procedures of this Council and because he is speaking in a language which he is not accustomed to using in his daily communications. I would therefore ask, if I may, for perhaps two or three minutes to discuss this problem with my colleague purely on the procedure and not on the substance of the question.

The PRESIDENT (interpretation from Spanish): I should like to consult the Council as to whether it would be possible for Mr. Somu Sigob to speak if he wishes to or whether the Council would be agreeable to his speaking in his own language and somebody could interpret for him. I think that Mr. Sigob may speak to us in Pidgin.

Mr. McCARTHY (Special Representative): My colleague, who has no reason to be diffident about his ability to express himself in English, nevertheless feels that he would prefer to use Melanesian Pidgin, a language which I think has not been used in this Council before. With your permission, I would suggest that he give the answer to the representative of India in this language with Dr. Himson Mulas interpreting this into more orthodox English at appropriate points, if this meets with your approval.

The PRESIDENT (interpretation from Spanish): I do not think that the Council has any objection to following this procedure. If the English-speaking representatives raise no objection to the representative of the population of New Guinea speaking English in this Council, I think we could accept this procedure because in that way the representative will be able to express himself more easily. Unless I hear any objections to this procedure, it is agreed that Mr. Somu Sigob will reply in Pidgin and that his colleague will interpret it for the Council.

Mr. HOOD (Australia): There has been a slight interlude. Could the representative of India repeat his question for the benefit of Mr. Sigob?

Mr. KIDWAI (India): I will be very glad to do so. My question is: how was Mr. Somu Sigob elected? Was he elected by ballot? If he was not elected by ballot, in what form was the election held?

Mr. SIGOB (spoke in Pidgin)(interpretation by Dr. Himson Mulas): In reply to the question put by the representative of India, I, together with the other members of the Legislative Council, was elected in a form of ballot system.

Mr. KIDWAI (India): If it is permitted, I should like to ask one further question. How many people voted in his constituency?

Mr. SIGOB (spoke in Pidgin)(interpretation by Dr. Himson Mulas): Again in reply to the question of the representative of India, I was selected from votes by seventy-one people. I won the election by thirty-one votes.

Mr. McCARTHY (Special Representative): May I ask the permission of the representative of India to explain the background to this answer to the question of the representative of India?

The system of elections which has been developed in Papua and New Guinea at the present time to provide machinery for elections has been based largely on the local government council system together with the definition of groups of people who were not in the council system but who were considered to be sufficiently advanced to understand the issues and procedures involved. The whole of the Territory of Papua and New Guinea is divided into six electorates. In each electorate all of the native local government councils and the other groups which had been defined as advanced groups were asked to elect people who would attend a central meeting place and who would there proceed to the actual election of the candidate himself. In other words, the local government council system and the advance group system was used in the first place to elect a body of electors who in their turn were required to elect the candidate from those coming forward.

(Mr. McCarthy,  
Special Representative)

Mr. Sigob has said that in his electorate, the New Guinea Coastal Electorate, seventy-one voting representatives were elected by the advanced groups of people to the Councils to select from the candidates the member to attend the Council. He was in fact elected on a secret ballot system by seventy-one voting representatives of the people in his electorate.

Mr. KILWAI (India): I am very grateful to Mr. Sigob and the Special Representative for that answer, but I should like to ask one or two more questions because this is really a very important issue. The Special Representative has just stated that only those people who understood the complicated system of voting were allowed to take part in the elections. May I ask the Special Representative whether the people are not able to understand the system followed in the election -- I mean, are the people in general not able to understand the system followed in the elections last time, but that only a few can understand?

Mr. McCARTHY (Special Representative): I am not altogether sure that I have the question clearly in mind but I will do my best to answer it. I should explain that there had never been a system of elections in New Guinea before, nor was there any corresponding system of elections in the tribal lives of the indigenous people. Therefore, in its anxiety to get elected representatives of the people into the highest legislative bodies, the Administration adopted the machinery which was ready to hand, namely the machinery of the Local Government Councils which I have described. On page 30 of the annual report is a description which perhaps makes the position a little clearer. It is stated there:

"On 18 March, delegates representing 500,000 indigenous inhabitants of the Territory of Papua and New Guinea elected six members from a total of 108 candidates." (T/1591, page 30)

One of those members, of course, was Mr. Somu Sigob. Therefore actually, through the local government council system and the advance group system, roughly 500,000 people expressed their wishes at this election.

Mr. KIDWAI (India): How did these 500,000 people express their wishes? How did they exercise their right? Could we have a word on this from the Special Representative?

Mr. McCARTHY (Special Representative): In each electorate, the people sent their representatives to central electoral conferences in the way I have described. Those representatives were, to the best of my knowledge, instructed in the wishes and the feelings of the people, as one would expect, and in turn they cast their votes upon the candidates accordingly. I might say in fuller explanation that while these elections were going on I myself made it my business to be in New Guinea and actually attend -- I could not attend all the elections because they were going on at the same time -- the meeting of the Highlands electorate while it was electing the candidates. The meeting went on for a period of three days during which each one of the candidates -- and there were many, in that district something like forty or fifty -- in turn addressed what might be called the electoral conference representing these groups of people. Each explained his attitude and answered questions, and he was assessed by the people in the light of whatever instructions they had from the groups which had sent them there. At the end of the three days, by a system of secret ballot, each one of those representatives cast his vote.

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Mr. KIDWAI (India): My delegation has noted the system, which appears to be a bit complicated, but I will now pass on to other questions. Coming to the Legislative Council itself, as far as I can see out of the membership of thirty-seven there are only six elected indigenous people. The President of the Council, of course, is the Administrator. Then there are fourteen official members, and ten Australian-appointed members, making twenty-five. Then there are six elected Australians, making thirty-one, and there remain only six who have been elected in the way just explained. It is not my intention to say that the Government of Australia and the Special Representative had not made an effort towards political advancement in the Territory, but the Visiting Mission has noted in its report that political advancement in the Territory has been less rapid. Concerning the situation, the Visiting Mission states:



(Mr. Kidwai, India)

"We believe that the time has come for an imaginative advance which would create a truly representative Parliament" (T/1597, para. 207)

This kind of Council is not the kind which will have the confidence either of the people of the Territory or of the world at large, and I would like to ask the representative of Australia what he thinks about the recommendation of the Commission which is laid down first in paragraph 129, which begins:

"We suggest that the principle needs of the day are three."

I will mention only the last one, because now we are dealing only with political matters. The third need is:

"Thirdly, by developing representative, democratic government at the centre to overcome the divisions which have so far bedeviled the territory." (Ibid., para. 129)

Further, the Mission recommends:

"that immediate steps should be taken to give effect to the three main proposals set out in this report." (Ibid., para. 266)

It goes on:

"We are convinced that there should be no delay whatever in pressing on to achieve these three purposes." (Ibid., para. 268)

And:

"That is why we propose that the target for implementation of the three plans which we have advocated should be set no later than 31 December 1963." (Ibid., para. 269)

My delegation considers this target and this decision of considerable importance and we would like to have a clear answer from the Special Representative regarding the Administering Authority's attitude towards this question.

Mr. McCARTHY (Special Representative): I have noted the remarks of the representative of India regarding the Council as at present constituted and the method of election. I would preface my remarks by saying that the Administering Authority sees this Council and the method of election merely as a bridge, and has made it clear that it sees it merely as a bridge, to a system of election based on the common rolls and universal franchise, which it has clearly and emphatically stated it has in mind and proposes to bring in.

As I have said before, this statement of policy by the Administering Authority -- and I say this in no polemical sense -- was substantially in advance of the suggestion made by the Visiting Mission itself, and indeed was publicly announced, as I have described, early last year and was announced by me to this Council last year. Therefore, with regard to the method of election there seems to me to be no basic disagreement.

With regard to the question of the timing and other aspects of the proposal, I have not been instructed in the results of the consideration of this matter by my own Government. I have pointed out that this Government has only recently received the report of the Visiting Mission and is considering that report. I think that in a matter of such far-reaching importance -- and its importance has been stressed and is being stressed repeatedly by this Council -- it should not be expected that the Australian Government, immediately on receipt of this recommendation, should proceed to a decision at once. It would be unfair to the magnitude of the matters involved to expect that. The Government is giving this matter deep consideration and the results of that consideration and its decision on the matter will be conveyed in due course to this Council.

Mr. KILWAI (India): I should like to point out that the Visiting Mission has been very explicit in regard to these recommendations. In paragraphs 209, 210 and 211 it has stated clearly that this objective is practicable. It has already suggested the participation of all the people, ~~not of only seventy-three~~, in the election of one member of the Council.

(Mr. Kidwai, India)

Secondly, the Mission has said that the leaders were competent and understood what they were talking about.. Their replies to questions indicated understanding and created confidence among the members of the Mission. The Mission reported that they were capable people. Therefore, it cannot be said that they do not understand the problems.

In paragraph 211 the Visiting Mission was emphatic in stating that "the establishment of a central representative Parliament will, more than anything else, give to the Territory that national sentiment and that sense of political unity which has so far been so noticeably lacking". (T/1597, page 69)

In paragraph 212 the report states that "the Mission believes that the proposal for a House of Representatives of about one hundred members elected from single-member constituencies on a ballot box system of full adult suffrage is practicable." (Ibid)

I would merely like to bring this to the notice of this Council and to the Special Representative, and to express the hope that in the course of time we shall have an answer to the request made by my delegation.

That is all I wish to say at this stage, my delegation will speak later on other questions.

Mr. SALAMANCA (Bolivia)(interpretation from Spanish): I wish to take advantage of the presence of Mr. Sigob and to ask him a question which may be of some value to the Council.

I realize that Mr. Sigob is present as a counsellor to the Special Representative. At the same time, however, since he is a member of the Legislative Council I should like to ask him for a personal opinion -- assuming, of course, that he is free to reply as a representative of the people.

In paragraph 211 of the report of the Visiting Mission, which has just been referred to by the representative of India, we read the following:

(Mr. Salamanca, Bolivia)

(continued in English)

"The constituencies for which the present six New Guinea members are elected are far too big to give the people a sense of direct representation through their own elected-leaders. For instance, the people of Manus and New Ireland and Bougainville can hardly be expected enthusiastically to agree on one New-Guinean-representative for all three Islands, nor is it reasonable to expect the more than 600,000 inhabitants of the Eastern and Western Highlands to be satisfied with one New Guinean representative. How different the attitude will be when each sub-district elects its own parliamentary representative (with the larger sub-districts being divided into two or more constituencies)." (Ibid.)

(continued in Spanish)

I should like to ask the representative of the two Territories and New Guinea to tell me what he thinks, as representative of the people of New Guinea, of this suggestion by the Visiting Mission -- assuming, of course, that his reply can be given freely.

Mr. SIGOB (spoke in Pidgin)(interpretation by Dr. Himson Mulas): In reply to the question asked by the representative of Bolivia, I would say that during the period of my membership of the Legislative Council I travelled through my constituency -- that is, the New Guinea coastal constituency -- and I found it difficult to do the work I was supposed to do because of all our tribal difficulties, as well as various other things. As far as the proposal made by the Visiting Mission is concerned, I fully agree that we should have more members in the Papua and New Guinea Legislative Councils.

Mr. SALAMANCA (Bolivia) (interpretation from Spanish): I am fully satisfied with that reply by a representative of the people of New Guinea.

The PRESIDENT: There appear to be no further questions in the political field, and we shall therefore proceed to questions in the economic, social and educational fields.

Mr. NOYES (United States of America): In his opening statement the Special Representative referred to the views of the Visiting Mission on the public service. He observed that the Visiting Mission had said that its preliminary view is:

"to preserve and perpetuate the excellent traditions of the present service by creating one unified service with New Guineans increasingly and progressively moving up, as education and experience allow, to posts of responsibility and leadership in that service". (T/1597, para. 234)

The Special Representative went on to say that:

"This is happening as part of a planned and accelerated programmes and targets have been set accordingly." (T/PV.1194, page 17)

Could the Special Representative elaborate on the planned and accelerated programme and targets?

Mr. McCARTHY (Special Representative): In part II of my opening statement -- that is, the supplementary report on developments in New Guinea -- proposals with regard to the public service, in the context indicated, are set out in some detail; I shall not go over that again now.

Planning in certain vital respects towards the creation of what is called a unified and reorganized public service has now reached an advanced stage, but not a final stage of decision. Consideration has been given to the abolition of the auxiliary division, which is at present a training division for indigenous public servants, and its absorption into the other divisions of the public service itself. At the same time, additional positions for indigenous public servants have been created within the public service to provide avenues of advancement and special types of training for those officials.

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(Mr. McCarthy, Special Representative)

Furthermore, as I have indicated, a host of training devices and means has been developed to make the public servants generally, and particularly the indigenous public servants, efficient more rapidly. The upper structure of the administration has been reviewed to provide for a streamlined effect within the public service itself. Instead of one assistant administrator, there are now two. A central planning committee has been established. New Departments have been created -- notably the Department of Trade; the Department of the Administrator, in a new form; the Department of Labour; the Department of Information and Extension Services, to meet the new and emerging needs of the Territory.

At the same time, a list of targets has been drawn up which, as the Visiting Mission has pointed out, will result in very substantial increases in the public service over the next few years, both in Australian staff and in indigenous staff, with a view to the development within that period of a 33 per cent "New Guineaization" of the public service.

Mr. NOYES (United States of America): That leads me directly to the next question. Could the Special Representative give us some idea of what proportion of the indigenous persons in the service are in the senior levels? Perhaps he could refer both to the position now and to the position in terms of these targets for an increased number of indigenous personnel.

Mr. McCARTHY (Special Representative): The answer to that question of course depends on forecasts which I am unable to make regarding the standard of performance and the ability of indigenous public servants in the higher positions in the public service. I can say, however, that the results should be very encouraging, having regard to the training developments which I have outlined to this Council: the accelerated plans for education, which will enable New Guineans more rapidly and completely to overcome promotion barriers;

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the cadet training system for indigenous public servants which has been introduced and which we regard as the system through which the most promising people will be brought into the service and can be expected to move quickly forward to the more senior positions; the development of the police training college, which is now turning out commissioned officers for the police force who, one would hope, will move fairly rapidly to very senior positions in that force.

In general I think that the situation is encouraging, but, having regard to all the factors involved, I could not forecast a figure.

Mr. NOYES (United States of America): In his opening statement (T/PV.1194, page 26) the Special Representative indicated that the Administering Authority has taken an interest in the Visiting Missions proposals in regard to education. He said that the Minister for Territories had already given instructions that:

"an annual quota of candidates for higher academic education should be selected and nursed through schools up to university levels by means of special monetary inducements for them to continue their formal school studies. Final plans in this connexion are now being prepared".

(T/PV.1194, page 26)

I realize that this has only recently come to the attention of the Administering Authority. Could we, however, take this as an acceptance in principle of the objectives which the Visiting Mission sets out in its report and the basic concepts underlying its suggestions?

Mr. McCARTHY (Special Representative): I think that one must always be wary of acceptance of anything in principle. However, I can see no conflict between the Visiting Mission's recommendations in this respect and the views of the Administering Authority and the policy already laid down. Indeed, I think that the policy laid down in October last year and earlier this year is almost completely in line with the views of the Visiting Mission. It is thus my understanding that the policy of the Government is in accordance with the Visiting Mission's recommendations in this respect.

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Mr. NOYES (United States of America): In previous answers the Special Representative has indicated the extent to which the Australian Government is supporting the annual budget of the Territory. He has said that Australia is prepared to continue that aid as long as the people want it; I think that is a quotation from a statement by the Minister.

Could the Special Representative tell us whether it is possible to foresee a time when the proportion of external assistance being provided by Australia can be reduced?

Mr. McCARTHY (Special Representative): I, myself, cannot foresee such a time. The answer to this question, of course, is linked up with observations which I made previously regarding the development of a viable economy in the Territory. At the present time, of a total combined territory budget of some £25 million or £26 million, between £17 million and £18 million are direct external aid. Demands are not lessening; demands are increasing far more rapidly than the internal capacity of the Territory to meet those increasing demands. I would expect that within the foreseeable future Australia will be called upon to continue the aid in an increasing and not diminishing form to meet the needs of the Territory.

Mr. SALAMANCA (Bolivia) (interpretation from Spanish): In my desire to find clarification, I should like to come back to the question put by the representative of the United States when he referred to paragraph 14 of the statement made by Mr. McCarthy in connexion with university education for students of the Territory. He referred to some paragraphs wherein it was stated that the Government of Australia would give financial assistance. What I should like to know is what kind of general promotion is going to be carried out in order to ensure that the Territory will have professional people? The Visiting Mission was able to observe a very clear fact: that after the seventh grade, possibilities for students were either to be school teachers, mechanics, carpenters, or to enter the service of the agricultural stations of the Administering Authority. Furthermore, there was a great demand for the services of this kind of professional man. But basically there was no example they could follow in the sense of seeing that other professionals with higher qualifications really could earn more money and be much more useful to the community of New Guinea. After this minor digression I should like to ask whether the Administering Authority is planning a selective process which will open up for the majority of the indigenous able students all the professional possibilities to which they are entitled. I recall that in New Hagen -- and Mr. McCarthy was a witness to this -- a very bright eleven-year old boy approached me. When I asked him what he wanted to be, he said, "I want to be a doctor."

(Mr. Salamanca, Bolivia)

I said to him that he could only be a student who would turn out to be a school teacher or he could be an expert in agriculture. He said, "No, I want to be a fully-fledged doctor. There are many such people in the Territory of New Guinea for whom it is necessary to open up the way toward higher education. I am aware, and I must say with satisfaction that the Administering Authority has accepted our suggestion, of course, this is a suggestion which is not easy to implement. But I should like to know approximately in what way and in how many numbers -- that is to say, I should like Mr. McCarthy to give me further clarification and more details in this connexion.

Mr. McCARTHY: (Special Representative): I do not think that I can give the detail which the representative of Bolivia is seeking. In accordance with suggestions made by the Visiting Mission, instructions have been issued that a selective process of nursing promising boys and girls right through secondary school and continuing through university will be developed, and developed at once. The Minister for Territories did assure the Visiting Mission of his agreement with this proposal, and furthermore he took immediate action as soon as his conference was concluded to give effect to that. That action has resulted in not only instructions going out to the administration but actually personal discussions took place between the Minister and the Director of Education in which he stressed the need for the development in detail of this plan; the development of that plan in detail has now been undertaken. But to my knowledge, and I believe it to be so, that plan has not yet been finalized and is certainly not in my possession; but it will certainly be finalized shortly because this matter is being followed vigorously indeed.

Mr. CORNER (New Zealand): Page 14 of the Visiting Mission's report the question of individualization of land tenure. Would the Special Representative give some indication of how fast this individualization of land tenure is proceeding? Also, I am not sure whether it is confined to resettlement on new blocks or land or whether it is a more general process?



Mr. McCARTHY (Special Representative): My understanding is that it is not confined to one or the other; it is both a general process and a development of blocks of land under individual land tenure ownership conditions. I have referred -- and I think the Visiting Mission has referred -- to the target of 7,500 blocks of land which will be held by indigenous owners under individual ownership within the next few years. Such land settlement schemes are already advancing rapidly in several areas of the Territory, at two or three places, certainly two places, outside Rabaul itself where interest in land has grown rapidly, at Talasea on the north coast of New Britain an area which the mission itself visited, and around Madang; there, blocks are already available and are being taken up under an individual land ownership system by indigenous farmers. As I say, the target is 7,500 blocks with indigenous settlers on them within the comparatively near future. At the same time, as I say, the whole problem of the general rationalization of land, held under traditional methods of ownership is still going on, but it will be a long process.

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Mr. CORNER (New Zealand): Another question that was persistently raised with the Visiting Mission when it was in the Territory was the question of higher prices for produce or at least protection against sudden falls in the price of primary produce. I also note that a copra marketing board exists in the Territory. Has the Administering Authority considered the establishment of marketing boards and of reserve or stabilization funds for the principal cash crops?

Mr. McCARTHY (Special Representative): Yes, the Administering Authority has considered the development of such boards and stabilization funds. It has, as the representative of New Zealand pointed out, long operated a copra marketing board through which copra prices are stabilized and all copra is marketed.

It has most recently considered -- and the Visiting Mission addressed itself particularly to this problem -- the setting up of a coffee marketing board along similar lines.

I should like to refresh my memory and give a fuller answer with regard to this matter at the next meeting of the Council, if I may, because the question is a complicated one and depends upon various factors which I would like to look up.

*conc. Sept.*  
Mr. CORNER (New Zealand): My last question deals with the educational field. The annual report on the Territory shows a very striking increase in the number of staff members of the Education Department from 587 to 957; it almost doubled. In what areas of educational policy did this increase mainly take place?

Mr. McCARTHY (Special Representative): May I have that question repeated, please? The phrase "areas of educational policy" is the one that has confused me.

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Mr. CORNER (New Zealand): I noticed from the annual report what a very large increase had taken place in the staff of the Education Department; it nearly doubled from 587 to 957 and I wondered in what particular areas this increase mainly took place.

Mr. McCARTHY (Special Representative): There was an increase in the number of teachers. This was the result of very concentrated attempts to remedy what has seemed to be a basic problem in education, that is, the problem of the supply of teachers. Now, in the long run -- and ideally, I believe -- this problem can only be solved by the training of indigenous teachers. But the training of indigenous teachers depends now primarily upon reaching an acceptable standard, by modern teaching standards, of educating children in schools who will subsequently become teachers.

There are a number of ways in which this increase has come about. There has been an increasing emphasis on the cadet system of training to which, if my memory serves me, the Visiting Mission made particular reference and increasing numbers of cadets are being trained each year at the School of Pacific Administration and at teachers colleges in Australia. There has been emphasis on the so-called Emergency Teacher-Training School which has deliberately set out to attract vigorous people at perhaps -- but not necessarily -- a slightly lower standard of entrance qualification than is normally selected. This has had a marked impact on recruitment. There have been and are now being made vigorous attempts -- and this also was referred to by the Visiting Mission -- to increase the number of teachers on secondment from State Education Departments in Australia, that is, short-term service in the Territory or long-term service if they wish it, but temporary employment of the kind referred to by the Mission. There is beginning to come into sight an increasing flow of indigenous teachers from the teachers colleges which have been established.

Mr. KIDWAI (India): In looking at the economic situation that obtains in the Territory, we are faced with a conflicting situation. In paragraph 115 of the report, it is mentioned that:

"Although in some parts of the Highlands there is already a real shortage of land, land shortage has so far presented little problem; and indeed there are wide areas of land in various parts of the New Guinea mainland, and also in the New Guinea islands, which remain uncultivated and untouched." (T/1597, page 33)

On the one hand, such is the situation. On the other hand, however, the following is stated in the same paragraph:

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(Mr. Kidwai, India)

"The people, however, mainly cultivate only for their own needs." (Ibid)  
They are not able to cultivate enough to sell or export. They produce only enough for their own needs. Then the report says:

"Cash crops are produced only in a small proportion of the country mainly within a few miles of the principal towns...". (Ibid)

Later on in the report, in paragraph 116, it says:

"It is, however, an important economic fact that 80 per cent of the cash crops of the Territory are produced by non-New Guineans." (Ibid)

If I may, I shall explain my question completely and request that Mr. Somu Sigob comment on this situation. On the one hand, there is plenty of land; on the other hand, the people cultivate only enough for their own subsistence and 80 per cent of the cash crop is produced by people other than the inhabitants of New Guinea. Why is this the situation and what comments has the representative of the people of New Guinea to make with regard to it?

It seems to me that the system which we had evolved, whereby Mr. Somu Sigob answers in his own language, which is then interpreted, is a very good one and perhaps it might be well if that procedure were now repeated.

Mr. SIGOB (Spoke in Pidgin)(interpretation by Dr. Himson Mulas):

In reply to the question raised by the delegation of India, here I will say that the reason for very low output by the indigenous population of the territory of New Guinea is the lack of education in the form of agriculture.

The second problem is that of marketing of our crops. There are times, at one stage or another, when the price of copra goes down and that of cocoa goes down. Even with the price of coffee, there seems to be a fluctuation every now and then. These are the problems that we, the people of New Guinea, are not too sure about; and as the years go by and we learn more and more, people are beginning to realize what the problems are; and we hope, in the years to come, we will plant more and more and produce more in the way of cash-crops.

Mr. McCARTHY (Special Representative): I was particularly struck in respect of the statement by my colleague, by his initial reference to the fact that the people have to learn to develop cash-crops. Now, I feel, I cannot let the opportunity pass to emphasize this fact, which must be so difficult for people from developed economies to appreciate: that in a country which was at the standard of development that New Guinea was at when we first began our work there, literally everything had to be taught to the people -- literally everything.

Now, the magnitude of that task -- and I do not refer to formal education; I refer to the simplest facts, such as the use of tools such as a spade -- had to be taught to a great many of the people, so that the development of this cash-crop economy has had to be based on a vast country-wide system of instruction; and the development of this system of instruction is one of the most notable achievements, even at the stage it has reached at present in the Department of Information and Extension Services, to which I referred, I think, in my opening statement. I would like, however, to emphasize my appreciation of this factor brought out by my colleague regarding the necessity for people to be taught.

One other matter: The Visiting Mission says that 80 per cent of the cash-crops is in the hands of non-indigenous producers. My personal opinion -- I am open to correction on this -- is that that figure is too high as it stands at present, and certainly will be too high within the immediate future; and I quote only the principal cash-crops: cocoa, coffee and copra. 25 per cent of the export



(Mr. McCarthy, Special Representative)

of cocoa is from indigenous growers; 25 per cent right now of the export of copra comes from indigenous growers; 50 per cent of the total export of coffee comes from indigenous growers. The bulk of coffee exports will shortly come from indigenous growers when the acreages now planted come to fruition; and there will be a very sharp increase in the 25 per cent cocoa exports coming from indigenous growers within the foreseeable future.

The third factor -- I do not wish to stress this; we have already mentioned this in this Council -- is the problem of marketing. The marketing problems of all these commodities -- cocoa, coffee, copra -- which are the principal cash-crops -- are so bound up with world business that they are subject, and have been subject to fluctuations, as I have already indicated -- and as important, perhaps, as the actual fact of that is the fact of the confusion that this creates in the minds of people who are only now emerging into a highly-complicated primary production economy and have to learn that these factors are not necessarily within their own control or completely within the control of the Government which is immediately responsible for them.

Mr. KILWAI (India): I thank the Special Representative and the representative of the Council of New Guinea for their answers.

My delegation has noted that Mr. Sigob has pointed out that many difficulties arise out of lack of knowledge of improved farming methods and a difficulty in marketing.

We have also noted the statement made by the Special Representative in which he has explained the vast system of instructions which has been introduced. We hope that this will work.

May I ask Mr. Sigob if demonstration farms are open and if simple knowledge about the working of farming methods, or the working of farming procedures, is explained to the people, whether it would be difficult for them to take to those methods.

Mr. SIGOB (Spoke in Pidgin)(interpretation by Dr. Himson Mulas): It has been our traditional custom in the various villages to plant enough to produce food for the individual family alone; and at present the Australian Government is

(Mr. Sigob)

working hard at showing the people how to plant crops which could be sold and get money, because money is a new thing, and we do not have to rely on money to buy our food, because we plant our own. But now the Government is working hard on us, and we are turning to more cash-crops farming.

The Administering Authority is really working hard at present at showing my people the ways and means to use money. I, for one, am not sure whether the goal will be reached in the very near future, or whether it will be a long time.

(Mr. Sigob)

I can assure my friend from India that in the years to come we will gain more knowledge about agriculture and farming and we will then be able to plant more cash crops.

Mr. McCarthy (Special Representative): Mr. President, may I take counsel with my colleagues, because I do not believe that was the correct translation. I think my own translation differs from that of Dr. Mulas.

The PRESIDENT: The Special Representative may indeed consult with his colleagues.

Mr. McCarthy (Special Representative): Having conferred with Mr. Somu Sigob, I find that he in fact confirms my own rival translation. Perhaps Dr. Himson Mulas missed a little of that in his difficult task. I would like to ask Mr. Somu Sigob if he would repeat what he said, and then ask Dr. Hinsom Mulas if he would please consider retranslating it.

Mr. SIGOB (spoke in Pidgin) (interpretation by Dr. Himson Mulas): The task of the Administering Authority is very difficult. It is difficult to educate my people in the manner of planting and farming cash crops. However, I think in the years to come we will learn more and more from the Administering Authority, we will plant more and more and be able to earn more money.

May I ask my friend from India whether or not I have now made myself clear.

Mr. KIDWAI (India): I am most grateful to Mr. Sigob. Something of it has become clear to me, but certainly there remain other questions in my mind, and with your permission, Mr. President, I would like to ask them.

Paragraph 125 of the Visiting Mission's report says:

"In order to give effect to this economic, social and political progress a Government machine has been created which is now manned by over 4,000 Australians and about 600 New Guineans. The highest posts which have been obtained by New Guineans so far have been those of Cadet Patrol Officer and, in one or two cases, Medical Officer, and most of the New Guineans in the Service are teachers and subordinate technical, clerical and artisan employees." (T/1597, p. 40)

My delegation would like to ask Mr. Sigob whether or not he thinks his people would like to occupy higher posts, or whether they are not capable of holding higher posts than that of Cadet Patrol Officer. I would also like to ask what is a cadet patrol officer.

The PRESIDENT: I give the floor to the Special Representative to answer the last part of the question.

Mr. McCARTHY (Special Representative): In what is called the Department of Native Affairs, which is the department which has been, up to the present, responsible for exploration, pacification, the bringing of law and order and the development of all the foundations of the complex society which is now emerging in New Guinea, the key position at the field level is that of patrol officer. The method of entry into this branch of the Administration service is through a cadet system, and the aim of this is to attract, as cadet patrol officers, young men of good education -- not less than matriculation -- within certain age limits -- I think eighteen to twenty-two -- with the potential to develop into senior administrative officers of the future in what has been one of the key sections of the Administration. Now for the first time indigenous public servants are coming forward with the qualifications to be appointed as cadets and to proceed then through all the levels to the highest positions in the Department of Native Affairs. So that now we have the position where patrols -- which are the very backbone of both the initial and the continuing contact work in the Territory -- are in fact for the first time being carried out by an indigenous patrol officer

Dr. MULAS: I would ask the representative of India to repeat his question.

Mr. KIDWAI (India): Briefly my question is this: The report of the Mission mentions that the highest post held so far by New Guineans is cadet patrol officer. The explanation that I have just heard from the Special Representative means that this post is a kind of field officer, and I think we have something similar to this in India. Are the New Guineans not capable of holding higher posts?

Dr. MULAS: As the members of this Council may know, for anybody to climb up the ladder to a higher position, basic general education is the first step, no-one can just come in and take up a high position in his community. As you may have read in the Mission's report, the three proposals there stress the demand for more education. I think that this Council is now aware of the standard of education in the Territory.

The people of New Guinea were somewhat handicapped because of the fact that they were involved in both World Wars and thus their progress in education has been rather slow. After the Second World War education was stepped up and now more and more young people are receiving higher education at various stages at this time, as you can see from the report. I cannot disagree with the report when it says that cadet patrol officer is one of the highest posts achieved by indigenous personnel. In addition to that, there are people in the medical field who hold these positions either through luck or for some other reason. As the years go by and as the educational programme is speeded up, I can assure you that more and more New Guineans will take up higher positions. I say this to answer directly the question raised by the representative of India: yes, we should like to take higher positions.

*overcentralized*  
Mr. KIDWAI (India): In this same connexion there is a further statement from the Mission which says that the government machine seems to them overcentralized and overcomplicated and that in some ways they feel that a bureaucratic structure is being created beyond the capacity of the country to carry it in future years. Can the Special Representative comment on this?



Mr. McCARTHY (Special Representative): Here indeed is a basic problem. I myself do not consider it to be the most important issue, but I do not think that this bureaucratic machine is becoming overcomplicated and necessarily overcentralized because you have a very complicated situation, you have a very large public service. However, that is a matter of opinion; it is not a matter of vital policy or principle. The increasing complexities of development and the speedy development of New Guinea has of course made for increasing complexities in the administrative structure which are necessary to develop it.

The more important section of that remark, I believe, relates to the bureaucratic structure being beyond the capacity of the country to carry it in future years. Here indeed is a continuing problem. Do you hold back now from people in need of development or to what extent do you hold back their needs from people in need of development now because of a possible lack of future capacity in themselves in the years to come to fulfil those needs through their own efforts when self-government comes? Frankly, I do not know the answer to this question.

But if in the present state of the economy of New Guinea the administrative machine was geared to economic viability in the foreseeable near future -- and here I am speaking of the economic viability of the country -- then progress will be so slow as to render this Council almost impotent with frustration and with rage, and Australia in that case would not be doing its task at the present time.

Mr. KIDWAI (India): My purpose in asking these questions has been to elicit information and to bring before the Special Representative the problem; if an administrative machinery is created at this stage in which there are 4,000 Australian and 600 New Guineans, certainly, the machinery is not one which would be satisfactory to the people of New Guinea. I am making this reference to the report in order to throw some light on this question and to bring it before you. Certainly this economic problem, as has been suggested by the Mission, requires a very imaginative and new approach; it cannot be tackled in the old bureaucratic style. Taken as a whole, we feel that the effort made by Australia since the last war has been impressive, and it is not my intention to say that it has been otherwise. What I wish to submit is that this question now needs an imaginative approach, not a conservative one, in which we find the whole administrative system and economic development. I now leave the question of economic development.

(Mr. Kidwai, India)

I would only ask one more question before we leave the economic field. In paragraph 131 of its report, the Visiting Mission has suggested that the United Nations and its Agencies should be invited to participate in the full economic survey and should also be more closely associated with the Territory in other fields. May we have the Special Representative's comments on this, and I would also like to hear from Mr. Sigob later on.

Mr. MCCARTHY (Special Representative): In regard to the first part of the question I would refer to my previous remarks regarding the association which has already developed between the World Bank and the Administering Authority in connexion with the proposed survey. I would also refer to the positive efforts which have been made by the Administering Authority to enlist the sympathies and interests of, and provide first-hand knowledge to, the World Bank. There has been a very close association on many points between the Administering Authority and some of the United Nations Agencies, particularly WHO and FAO and, to a lesser extent, other international organizations. I do not feel myself competent to indicate here in any detail the extent to which that association can be developed in the future, or the directions it might take, with profit to the people.

Mr. SIGOB (spoke in Pidgin)(interpretation by Dr. Himson Mulas): I am very happy that we should have the World Bank making a survey in our country to help us, especially by marketing our products.

Mr. KIDWAI (India): I shall now leave the question of economic development and ask a few questions about the public service. The Visiting Mission says in connexion with the public service:

"We suggest that the time has come for the appointment of a Public Service Commission to undertake the main duties now carried out by the Public Service Commissioner." (T/1597, para. 230)

What would be the comments of the Special Representative in regard to the immediate appointment of a Public Service Commission?

Mr. McCARTHY (Special Representative): I am not able to define an answer to this question on behalf of the Australian Government, but at the risk of being repetitive I would refer to the fact that this is an important question which has come up for official consideration by my Government only within the last few days. I do not know what the decision will be in this matter, but I do know that it is one of the matters which is receiving very earnest and close consideration by the Government.

Mr. KIDWAI (India): I would like to know from Mr. Sigob whether his Council has any influence in the ~~recruitment and selection of personnel for the~~ Service. Has the Council of which Mr. Sigob is a member any control over the appointment of personnel to the Service in New Guinea?

Mr. SIGOB (spoke in Pidgin)(interpretation by Dr. Himson Mulas): I refer the question to the Special Representative.

Mr. McCARTHY (Special Representative): The answer, in general, is no -- it is not a function of the Legislative Council to exercise oversight over appointments and conditions of service. This is a matter for the Public Service Commissioner himself.

Mr. KIDWAI (India): Who appoints the Public Service Commissioner?

Mr. McCARTHY (Special Representative): The Public Service Commissioner is appointed by the Minister for Territories and is responsible to him for the efficient operation of the Public Service of the Territory.

Mr. KIDWAI (India): I have one or two questions on education and again I would refer to the Visiting Mission's report, which states:

"The main reason why the present educational programme is inadequate is that it pays little or no attention to the need for higher education."  
(Ibid., para. 198).

May we know whether there is any possibility of a change in this situation?

Mr. McCarthy (Special Representative): There is every possibility and planning for a change in respect of the development of facilities for higher education in New Guinea and I would like to remind the Council of a statement on this matter made by the Minister for Territories himself.

(Mr. McCarthy, Special Representative)

This statement was made in April of this year and it reads:

"Progress in planning for university in Papua and New Guinea was announced today by the Minister for Territories. This follows the announcement of last October by the Minister of Plans for accelerated education under which enrolments in post-primary and secondary schools are estimated to rise to 10,000 by June 1967. Of this total, it is hoped that about 2,000 will be taking full secondary courses leading to matriculation.

"Planning of the University is affected, however, Mr. Hasluck said, by the attractions to students of various other forms of specialized and technical training offered at levels lower than matriculation. We see all higher training as part of one problem.

"In May 1961 Mr. Hasluck directed that the whole problem of tertiary education and higher training should be investigated by a committee consisting of senior officers of the Department of Territories, the Prime Minister's department, the Australian School of Pacific Administration and the Administration of Papua and New Guinea. This Committee reported in August 1961 and recommended that a residential administrative college should be established in Port Moresby as soon as possible; a university college linked with an Australian university should be established in Port Moresby not later than 1966; a multi-racial, full standard, teachers' college should be set up in the Territory as soon as possible; plans should be made for the provision of a higher technical training institution; secondary education throughout the Territory should be expanded to bring more native people to university entrance standards.

"These recommendations were accepted as a basis for detailed planning. The creation of the administrative college was made the first priority. A principal has been appointed and has taken up duty, with the initial task of bringing the college into operation in 1963, with the assistance of an interim council from the Territory Administration, the Department of Territories and the Australian National University."



(Mr. McCarthy, Special Representative)

Then the statement goes on to talk about site and the cost involved in this and in the University:

"In the meantime, any indigenous students who matriculate will be assisted to attend Australian universities. There are three such under-graduates at Australian universities this year.

"The Papuan Medical College, which was founded in 1959 to provide training for assistant medical officers, medical assistants and nurses has already made very rapid progress. The college provides a six-year course for assistant medical officers, and provision has been made in planning for the admission to the preliminary year of seventy-five students per year, and to the pre-medical year of fifty students per year. The Government has authorized the expenditure of £361,000 this year on the provision of stage one of the permanent buildings of the college. It is planned that, eventually, the Papuan Medical College will go into the faculty of the Territory University.

"The Territory at present has three teachers colleges, including one at Worsdip, and the Director of Education is being asked to put forward proposals for raising this institution to a full standard multi-racial teachers' college."

Then the statement went on to give information which I have already placed before this Council about similar plans for the development of higher technical education, and concluded:

"Mr. Hasluck explained that although, because of differences in language and educational method, there were separate primary schools for indigenous and expatriate children, the established policy was that in secondary and tertiary education there should be no separation of races."

Mr. KIDWAI (India): About how many students will be graduating every year from this college which is to be opened in 1963? ✓

Mr. McCARTHY (Special Representative): I am not aware of the enrolment planned for this college, but it will be substantial and will be designed to accelerate the training, particularly of indigenous officials, at higher levels of administrative work.

Mr. KIDWAI (India): While we are on this question, may I ask how many students from New Guinea are at present enrolled in higher education in Australia?

Mr. McCARTHY (Special Representative): I think that there are approximately thirty in Australia at the present time.

Mr. KIDWAI (India): Are they on scholarships, or do they pay their own way?

Mr. McCARTHY (Special Representative): All indigenous people at school in Australia have their complete educational and living expenses defrayed by the Government. Most of them are in boarding schools, and the total cost of board, tuition, living, travel, clothing and pocket money is borne by the Government.

Mr. KIDWAI (India): Could this number not be increased in the interest of providing higher education as early as possible?

Mr. McCARTHY (Special Representative): In terms of physical facilities, this number could, to my mind, be increased by the use of these facilities in Australia. A limiting factor up to the present has been mainly that of language and background. This has made it difficult to bring forward a sufficient number of students to undertake higher education in a completely different language and general environment such as they encounter in Australia.

(Mr. McCarthy, Special Representative)

This has been seen, to some extent, up to the present as an interim measure pending the development of fuller and more complete higher education establishments in the Territory because, valuable though the training is in Australia, the advantages are not undiluted and some problems do manifest themselves from that training when people go back to their own country. Nevertheless, I mention that in passing; the main factor has been this matter of the inability of large number of students to profit by such training because of the problems which I have mentioned.

Mr. KILWAI (India): In conclusion I would merely like to quote the following sentence from the Visiting Mission's report:

"The Mission is confident that [the Administering Authority] will not fail to meet this challenge in the spirit in which it has met others in the past." (T/1597, para. 201)

The PRESIDENT: That concludes the questioning period. At the meeting at 2.30 p.m. tomorrow we shall have the general debate on this Territory. No meeting has been scheduled for the morning in order to give members a chance to prepare their statements. I hope that delegations will be ready to speak tomorrow afternoon.

The Drafting Committee will meet tomorrow at 10.30 a.m.

I think that members of the Council should be complimented on having accomplished a long day's work -- and particularly the members of the delegation of the Administering Authority.

The meeting rose at 6.20 p.m.