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VERBATIM RECORD OF THE TWELVE HUNDRED AND TWENTY-SIXTH MEETING

Held at Headquarters, New York,  
on Friday, 22 May 1964, at 3 p.m.

President:

Mr. CORNER

(New Zealand)

Examination of annual reports of the Administering Authorities  
on the administration of Trust Territories: conditions in the  
Trust Territory of New Guinea [4 (a)] (continued)

Note:

The Official Record of this meeting, i.e. the summary record, will appear in provisional mimeographed form under the symbol T/SR.1226 and will be subject to representatives' corrections. It will appear in final form in a printed volume.

## AGENDA ITEM 4 (a)

EXAMINATION OF ANNUAL REPORTS OF THE ADMINISTERING AUTHORITIES ON THE ADMINISTRATION OF TRUST TERRITORIES: CONDITIONS IN THE TRUST TERRITORY OF NEW GUINEA (T/1621; T/L.1071)(continued)

At the invitation of the President, Mr. G.W. Toogood, Special Representative for New Guinea under Australian Administration, took a place at the Trusteeship Council table.

The PRESIDENT: We shall start this afternoon with the questioning of the special representative.

Miss BROOKS (Liberia): In the statement of the Special Representative for Papua and New Guinea, a detailed account was given as to the procedure adopted for the election of members to a new Legislature. I would like to ask the Special Representative to be good enough to give us a little more detail regarding the results of that election.

Mr. TOOGOOD (Special Representative): The additional information which I think the representative of Liberia may require is that of the sixty-four seats, fifty-four were elected and ten were official. I am not quite sure what form of detail she requires. Perhaps she could elucidate further.

Miss BROOKS (Liberia): I understand there were sixty-four seats, fifty-four were elected and ten were official. Were the official seats the same as the reserved seats which were referred to at the last session?

Mr. TOOGOOD (Special Representative): The official seats are the reserved seats which were referred to earlier. These were at the special request of the people themselves. The inquiries of the Select Committee of the Legislative Council throughout the Territory brought forth the opinion from the people themselves that they still required the assistance of the Australian people. They were insistent that a certain percentage of the seats should be reserved for Australian representation. Although many had requested that a one-to-one representation be included in the Council, the Government felt that this would not be desirable and it was finally determined that the representation should be limited to ten seats.

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Special Representative)

A further point is that the official seats are separate from the special or reserved seats. The ten official seats were nominated official members who assist in the general running of the Council. The ten elected seats were reserved for non-indigenous inhabitants.

Miss BROOKS (Liberia): I would like to ask the Special Representative if he could give me the total number of seats which are held by non-Papuans and non-New Guineans.

Mr. TOCGOOD (Special Representative): The number of such seats is twenty-six. Six Australians were elected in the open electorates, and the balance comprises the ten official members, heads of departments, and the ten from the reserved electorates.

Miss BROOKS (Liberia): If I understand correctly, a total of twenty-six seats were reserved for non-Papuans and non-New Guineans, and six were elected. Of the total number of seats, twenty-six out of sixty-four were for non-Papuans and non-New Guineans. Taking into consideration that these seats which were left were distributed between the New Guineans and Papuans, I would like to ask the Special Representative if he thinks this is a fair distribution of the seats in the Legislature.

Mr. TOCGOOD (Special Representative): I would like to correct the impression that twenty-six seats were reserved for non-indigenous inhabitants. This is not so. The numbers were ten and ten, and six Australians were elected in the open electorates, and these were not reserved in any way at all. It was the wish to the people of those particular electorates, which included members of all races, to elect them. The representation, therefore, consists of thirty-eight indigenous inhabitants as against twenty-six non-indigenous inhabitants, six of whom were elected by the indigenous people themselves. I feel this is a very fair representation in a population of more than 2 million.

Miss BROOKS (Liberia): What I was trying to say is that, in whatever form you may put it, there are twenty reserved seats, and with the six elected there are twenty-six non-indigenous inhabitants. If one apportions the remaining thirty-eight seats between the Papuans and the New Guineans, would that really be a fair distribution of the seats in the Legislature. I ask this question because at the last session of the Trusteeship Council the delegation of Liberia raised this question of reserved seats. We feel that the non-New Guineans and non-Papuans who had remained in the Territory and lived with the people should not have any scepticism about an election without reserved seats. In view of the fact that six Australians were elected on the general roll, I wonder if the Liberian delegation was not justified in saying at the last session that it was unnecessary to reserve special seats for the Australians in the Legislature rather than having them all on a single roll to be decided by the goodwill of the people of the Territory. I say this because, on the other hand, if the elections had proved that these people who were non-indigenous inhabitants were not elected, and if the Australians really wanted to render some service in getting the Legislature started, there is no reason why they could not hold positions as advisers of the people, and if they really wanted to, they could be elected. My statement has been proved by the fact that there were six non-indigenous inhabitants who were elected.

Mr. McCARTHY (Australia): I asked for the floor because I clearly remember the discussion on this subject at the last session of the Trusteeship Council with the representative of Liberia. I would make it clear that these ten reserved seats, to which the Special Representative referred, were reserved not as part of the planning of the Administration in the reorganization of the Legislature, but at the express and precise request of the indigenous people themselves, who were afraid that as the result of the elections there would be an unduly small number of non-indigenous people with particular experience in the Territory who would be elected to these seats. Therefore, as no part of the planning of the Government or the Administration, but entirely at the request of the indigenous people to the Select Committee which travelled from one end of

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the Territory to the other, these ten seats were reserved. In addition to that, there is the fact to which the Special Representative has referred that in the open electorates on the same common roll -- which, it will be recalled, was established on the basis of universal franchise and in which indigenous people and non-indigenous people were equally free to stand for election -- the additional six members were elected by the indigenous people in competition with indigenous people.

Miss BROOKS (Liberia): I was saying, in effect, that there was basically no reason why there should have been apprehensions about the election of these non-Papuan and non-New Guineans, because I always feel that if, in a territory, the people understand and live and work together with the population, there is no need for any special reservation on the part of one group of people.

I now turn to my next question. I would like to ask the Special Representative to explain what are the functions of the "regular constabulary force" as compared with those of the "native constabulary force".

Mr. TOOGOOD (Special Representative): I think I have the question correctly. I think that the representative of Liberia requires a clarification of the terms "special constabulary" and "regular constabulary". If that is so, then I would say that the regular constabulary are members of the Royal Papua and New Guinea Constabulary, which is a force of police which have been operating in the Territory for a great many years, and the special force are for auxiliary officers, and they perform duties in areas which have not been taken over as full police areas. In other words, the Territory at the present time still has certain areas which require special attention. They are the areas which have been more recently penetrated by patrols, and the special constabulary are the patrol officers who enter these restricted areas. The regular constabulary usually accompany the special force.

Miss BROOKS (Liberia): I saw the term "native constabulary" in the report, and "regular constabulary". That is what I was asking -- the difference between the functions of these two.

Mr. TOOGOOD (Special Representative): There is no difference. The native constabulary is now dispensed with entirely. It is all under one force -- the Papua and New Guinea Constabulary.



Miss BROOKS (Liberia): On page 32 of the report of the Administering Authority, there is a reference to the abolition of the Customs Department -- an amendment to that effect. I was wondering what has been undertaken in regard to customs revenues which may have come through the Customs Department. I wonder what effect it would have as regards customs revenues.

Mr. TOOGOOD (Special Representative): I am sorry, but I am not sure that I follow the question.

Miss BROOKS (Liberia): On page 32, there is a reference to amendments which have recently taken place in regard to legislation, and it is stated that the Customs Department was abolished. I should like to know what effect that would have on the collection of customs revenues for the Territory.

The PRESIDENT: The reference is to page 32 of the Annual Report -- presumably, item (a) in the first column, "Amendments to the Public Service Regulations to provide for the abolition of the Department of Customs and Marine ...". The representative of Liberia asks what effect the abolition of that Department would have on the collection of customs revenues in the Territory.

Mr. TOOGOOD (Special Representative): This is merely an organizational change. The Department of Information and Extension Services was set up a couple of years ago, and it has now come into force and has absorbed the former Department of Customs and Marine. It is merely an organizational change. Customs revenues will proceed in exactly the same way as before. It is now a Customs Branch.

Miss BROOKS (Liberia): What I did not understand was that the Information Department would be responsible for the collection of revenues, and that is why I raised the question. If that is the case, then I assume that the Department of Information will take care of the function of collection of revenues for the Territory.

Mr. TOOGOOD (Special Representative): I am sorry -- it is the Department of Trade and Industry which absorbed the Customs Branch, not the Department of Information and Extension Services. That is a new department also.

Mr. McCARTHY (Australia): May I interrupt for one moment to suggest to the representative of Liberia that the passage on page 32 of the Annual Report to which she has invited our attention groups the Department of Customs and Marine and the Department of Information and Extension Services merely as indicative of reorganizations which have taken place in the Public Service as a whole. They are grouped there simply because they have both been reorganized and both represent new departures -- not because the Department of Customs and Marine has anything to do with the Department of Information. As the Special Representative has explained, it is now incorporated into the Department of Trade and Industry, where it carries on its functions precisely as it carried them on before. This is merely an administrative grouping, and the conjunction of the two in sub-paragraph (a) is purely under the heading "Organization" and does not relate to their functions.

Miss BROOKS (Liberia): Can the Special Representative tell me the number of civil service positions held in the Territory?

Mr. TOOGOOD (Special Representative): The total number of public service positions held in the Territory at the present time is 5,283.

Miss BROOKS (Liberia): Of that total of 5,283, how many are held by members of the indigenous population?

Mr. TOOGOOD (Special Representative): One thousand two hundred and eighty-one.

Miss BROOKS (Liberia): Will the Special Representative please explain why that number is so small?



Mr. TOOGOOD (Special Representative): It is not considered that that number is small. It may appear small at the present time. But these people in Papua and New Guinea have been developing an appreciation of government over the years, and the education process is necessary to bring them up to a standard where they can take their place in the Public Service on a level with the overseas officers who are at present occupying those positions. Each year, we find a marked increase in the number of indigenous officers who are taking their place in the Public Service. As their educational standard improves, and they become qualified in the various fields of administration, so they take their place in the Public Service.

Miss BROOKS (Liberia): Can the Special Representative state offhand how many graduates from the indigenous population there are from high schools, colleges and universities?

Mr. TOOGOOD (Special Representative): There are no graduates at the present time. There are twelve indigenous people undertaking tertiary studies in Australia at the present time in the faculties of law, economics, science, agricultural science and arts.

The PRESIDENT: The representative of Liberia also, I understand, asked for the number of high school graduates in addition to graduates from colleges and universities.

Mr. TOOGOOD (Special Representative): We have at the present time in secondary education in the territory of New Guinea 1,844 undertaking secondary education. It would be difficult to give a figure of the exact number of graduates from secondary education as they are absorbed on a number of occasions into teacher-training which at present in the Territory has 655; there are a number of others. There are forty-seven in the medical college. In the Post and Telegraph Training School there are twenty-seven. Agricultural colleges and schools are absorbing quite a number of these secondary graduates. I am sorry that at the moment I cannot give the exact figure of how many have graduated.

Miss BROOKS (Liberia): I should like to refer to page 220 of the report in which there is a reference to imports from other countries into the Territory; I think this reference concerns Commonwealth countries. On that page there is a heading which says "Other Commonwealth Countries". Would the Special Representative of the Administering Authority please tell us what other Commonwealth countries this heading refers to?

Mr. TOOGOOD (Special Representative): I am sorry, but I cannot itemize the other Commonwealth countries from which imports are obtained at this stage, but I will get that information for the representative of Liberia.

Miss BROOKS (Liberia): Can the Special Representative state offhand if he knows whether South Africa is one of the other Commonwealth countries?

The PRESIDENT: May I take it that South Africa is not a Commonwealth country. To the knowledge of the Chair, South Africa is not a Commonwealth country.

Miss BROOKS (Liberia): To the knowledge of the Chair, South Africa is not a Commonwealth country, but it has been a Commonwealth country until recently. I should like to know if there are commercial relations with South Africa.

Mr. McCARTHY (Australia): If I may, I should like to try to help the representative of Liberia at this point. As the President rightly pointed out, South Africa is not a Commonwealth country and has not been a Commonwealth country for some time. Furthermore, it is important to note that the exchange of trade under any headings whatever between South Africa and Australia or any Australian territories is, for all practical purposes, infinitesimal. There has never been a great trade even between metropolitan Australia and South Africa. There is not now any significant volume of trade whatever between South Africa and Australia. Although no precise figures can be given under the heading to which the representative of Liberia refers, I would confidently assert that the volume of trade between the Trust Territory of New Guinea and the country of South Africa is, for all practical purposes, non-existent.

Miss BROOKS (Liberia): I take it then that the answer to my question is that there is some commercial relationship between the Trust Territory of New Guinea and South Africa even though the volume of trade is a small one. I ask this question because this is a Trust Territory, and in view of the resolutions adopted in the United Nations regarding South Africa, does the representative of Australia feel that the Trust Territory should have any form of commercial relations with South Africa?

Mr. McCARTHY (Australia): The answer to the question is as I gave it. The answer to the question which I presented was in the negative form, and it was not in the positive form suggested by the representative of Liberia. I said that, to the best of my knowledge, there was no trade or virtually no trade between the Trust Territory and South Africa. That is the simple fact of the situation. I did not mean to imply that there was any positive relationship because in actual terms the relationship is, as I have said, practically nil, if not entirely nil.

Miss BROOKS (Liberia): I would ask the representative of Australia to forgive me. Perhaps he is more versed in the English language than I can possibly be but the word "virtually" does not mean absolutely that there is no commercial dealings with South Africa. However, I will go on to my next question.

In the opening statement of the Special Representative he referred to the success which was achieved recently by the use of helicopters in order to contact the people in the various regions. I should like to ask if the Special Representative or the representative of Australia feels that more success could have been achieved if they had undertaken to do the same thing in times past by using helicopters to try to contact the people in the various remote regions.

Mr. TOOGOOD (Special Representative): In reply to the question of the representative of Liberia, this is the first year in which it has been possible to use helicopters in New Guinea in this particular work. The development in helicopters has been such over the last few years that they are now able to carry adequate loads and attain sufficient height to be able to negotiate the particular type of country we have in New Guinea. The mountains in New Guinea go up to a height of over 15,000 feet, and previously only helicopters with a ceiling of somewhere in the vicinity of 12,000 feet were able to be used. Development over the last year has enabled two or three types of helicopters to be operated, and we have taken the first possible opportunity of using these helicopters.

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I would like, for the information of the representative of Liberia, to relate just one instance that I saw quite recently of a patrol report. A patrol went into the area, which goes up on the inter-Territory border. The patrol consisted of two officers, two medical orderlies, an interpreter, twelve priests and sixty-three carriers. They travelled for 101 days, covering anything between six and ten miles per day, and during the whole of that time they encountered only 882 people.

By the use of helicopters an area can now be surveyed very close to the ground and we either can be absolutely sure that there are no people there or we can find out where the people can more easily be located so that foot patrols can then be directed immediately to the spot.

Miss BROOKS (Liberia): I would like to ask the Special Representative what is the particular appropriation now for the Territory.

Mr. TOOGOOD (Special Representative): The budgetary appropriation this year is £37.5 million, of which the Commonwealth Government has given a grant of £25.5 million. The Commonwealth Government, the Australian Government, has also spent another £5 million additionally on works and services in the Territory, which have been spent from Australia directly but in the interests of and in the Territory.

Miss BROOKS (Liberia): Reading the report and listening to the statements of both the representative of Australia and the Special Representative, while they have attempted to indicate the progress at this stage, I am beginning to wonder if it is not correct to say that, in spite of the efforts referred to, there is still much to be desired as far as the development of the Territory is concerned. I wonder whether the representative of Australia or the Special Representative could tell me what were the budgetary appropriations prior to the figure just named.

Mr. TOOGOOD (Special Representative): The figure back in 1954, a matter of ten years ago, was £5.5 million, which was donated by the Australian Government in a budget of approximately £8.3 million. It has steadily developed, year by year, for over ten years to the present figure.

Miss BROOKS (Liberia): In view of the fact that the amount prior to this time, ten years ago, was £5.5 million, given by the Administration, and considering that there is still so much to be done at a time when there is need for as rapid an advancement of the peoples of the Trust Territory as possible and the institution of "crash" programmes in order to meet these needs, I am wondering whether the representative of Australia, or the Special Representative, would not feel that the present budgetary appropriation is too small to take care of the present needs.

Mr. TOCGOOD (Special Representative): I rather feel that the representative of Liberia has the idea that the development and progress being made in the Territory of New Guinea is not what she might expect. However, I have to clear her impression there. The development is tremendous, the amount of development that has gone on in communications, in the economic field and in the social field, particularly in health and education. Even ten or twelve years ago there were but few hospitals, few schools -- and when I say "few" I mean few by comparison with what we have today. The development over the last few years has been tremendous. It has been snowballing and it is still snowballing. There are now hospitals at every major centre, and every patrol post has at least an aid post where the people can get some form of medical attention. Schools are put in at every new post as soon as the particular circumstances or conditions in the area permit.

It must be realized too, in education particularly, that liability does not cease with the creation or establishment of a school; it is a continuing and increasing liability every year. A primary school is started in one area; the following year that school must also be enlarged, have a second form, and so on. And so it goes year after year. In addition to establishing new schools, you must maintain and enlarge your previously established schools. This is a tremendous task in itself.

I think that if you look at the amount of money which is spent on each one of these services, it is very significant.

Miss BROOKS (Liberia): The Special Representative himself said that there are still, up to now, no college graduates. He has given an estimated figure for the number of high-school graduates. He has told us that there are still some remote



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regions in the Trust Territory where, I would say, practically nothing was done, according to what is stated, to be able to contact the people and enlighten them regarding the election which was to take place. I think too that in the report it was said that there were no political parties. I believe that the representative of Australia and the Special Representative will understand why I say that there still remains much to be done. There is an intention on the part of the Administration to open up certain roads, referred to in the report, to meet the ports.

In view of all these needs, which I can see from the report and the statements of the Special Representative, I wonder if he thinks that the present appropriation is sufficient to meet these needs so as to bring about a rapid development and so that the peoples of the Trust Territory may be able, in the very near future, to achieve self-government.

Mr. TOOGOOD (Special Representative): I feel that the amount of money which is being expended in the Territory at the present time is sufficient to meet the current rate of development, and I do not feel that it is possible at the present time to step up that rate of development. In the case of education, the principal difficulty in the areas which have more recently been contacted is that of language. You cannot inject education into a people; you must have some means of communication. In a territory where, as I stated in my opening statement, there are over seven hundred languages -- there are precisely 706 languages in the Territory of Papua and New Guinea, with over 2,000 dialects, and this amongst a population of a shade over 2 million people -- it very often requires, in the first place, the use of two or three interpreters to contact a given people. From there, before any thought can be taken of establishing a school, it is necessary to get some of the people from the area and take them in and train them in some way so that you have a means of communication even at the basic grades of education.

As for developments in communications, such as roads, there are now nearly 7,000 miles of roads in the Territory, two-thirds of which are at trunk road standards. There is a trunk road through from the coast, right through the highlands, for a distance of nearly 670 miles. This is being developed to first-class standard annually. At the present time, £1 million is being spent on the development of the area up the Markham River between the Yumi River and the waterized section at the foot of the range. A further £2 million will be voted next year for the remaining section from the bottom of the valley up to Kainantu, which is the first major centre in the highlands. This development is continuing year by year.

At the same time, not only roads but new wharves are being constructed, and air fields. Before any work can be attempted in the newer areas it is necessary to build an air strip to expedite the delivery of supplies and equipment.

I think that, in view of the tremendous task in development of this Territory, the amount that is being spent at the moment is commensurate with the progress.

Mr. McCARTHY (Australia): My I interject here for a moment.

The Special Representative has just used a phrase which, by extension, is capable of explaining the whole situation which the representative of Liberia is referring to. He said: "You cannot inject education into a people." That is quite right. You cannot inject education into a people. Education is, to a considerable extent, an evolutionary process. Nor can you inject a twentieth century economy into a people that have lived for 2,000 years in something resembling a stone age-economy. The over-all answer to the question by the representative of Liberia is this: that there is no shortage and never has been any shortage of money from the Australian budget for New Guinea. This annual Commonwealth grant has gone up at the rate of something like £5 million per annum over recent years and it has been fixed at the annual figure not because of any reluctance by the Australian people or the Australian Parliament to devote more money to the Territory of New Guinea, or the Territory of Papua and New Guinea, but because there is a capacity to spend wisely and properly and gainfully the money which is provided.

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Perhaps I can give a good example of this by referring to the very type of area to which the representative of Liberia has alluded, the most recently opened areas, the areas which had remained untouched until then for the best part of 2,000 years or more. If you place in the hands of the people in such an area £5 million, £10 million or £20 million in the year in which you discover them and enter their territory, what are they going to do with it? This £5 million or £10 million or £20 million must be gainfully and properly spent, and it can only be gainfully and properly spent in modern times through the application of modern techniques, which themselves have to be imported into this area before they can be applied. Into such areas -- and this links with the previous question asked by the representative of Liberia -- must also be imported the skills for the correct application of that money. So here we get on the sort of merry-go-round which we have been trying to avoid.

A little earlier the representative of Liberia queried the numbers of indigenous officers in the public service and suggested that the number was not sufficiently high in proportion to the over-all number of people in the public service. Strenuous attempts have been made to increase that proportion with increasing success, but as you get into these newly opened areas, lacking a modern economy, modern skills and modern techniques, you face the problem of assisting the people to assist themselves, or importing more and more alien skills and alien officers. So this is not an easy problem. But it does come back, not to the supply of money, but to the capability correctly to apply and use the money which is available.

Miss BROOKS (Liberia): I should like to ask the representative of Australia kindly to refresh my memory as to how long Australia has had the administration of this Territory.

Mr. McCARTHY (Australia): Australian administration in this Territory was set up under the mandate granted in 1919; the administration was actually set up in 1921, eighteen years before the war of 1939-1945 began. That was in respect of only half the population of this area. As I myself have explained

here, almost a million people remained undiscovered, unlocated, their existence unsuspected, until shortly before this last war to which I referred. Then, it is almost true to say, as soon as they had been discovered and some knowledge had been gained of the area in which they lived, came the war. Since then, the development of that area has been so rapid that of these people who, until well into my own working life in New Guinea, had never seen the outside world, whose existence was unsuspected by the outside world, of these people there are now sitting in a Parliament elected Members of these people, elected on the basis of universal adult suffrage, on the basis of one man, one vote. That is in far less than the lifetime of one person. People whose lives were unchanged for 2,000 years are now elected on the basis of one man, one vote to a modern democratic Parliament -- their own representatives.

Miss BROOKS (Liberia): I should like to know whether or not there is a common language used in the school system. And to what extent has there been integration of the schools in the Territory?

Mr. TCOGOOD (Special Representative): The common language is English; the official language for communication is English. However, there are two languages of convenience which are being used in the earlier stages of communication now and which have a fairly wide following. They are Pidgin and Motu. One is a derivative from Melanesian, and the other a language which was introduced prior to Australia's administration in the Territory.

Miss BROOKS (Liberia): Perhaps I did not make myself quite clear. One of the questions which I intended to ask was what is the language which is taught in the schools. And my second question was to what extent have the schools been integrated?

Mr. TOOGOOD (Special Representative): The policy of the Administration is that education at the lower levels is, of necessity, divided. In other words, we have two syllabi for the schools in the primary or elementary level, because of the difficulty of communicating in English with the children coming from the rural villages. It is found that it takes the children in these areas about two years to catch up with the children from overseas who have the advantages of having English as their parent tongue. Therefore it is not possible until you reach the secondary level that you can fully integrate the schools. This is the policy of the Administration and it is being done wherever possible. We already have six schools in the Territory which are fully integrated.

Miss BROOKS (Liberia): Through the years since 1954 in dealing with Trusteeship matters in the Fourth Committee the delegation of Liberia has always held that integration of the schools at a lower level brings more rapid results than delaying the integration. I know of a specific method that has been adopted which proves my case of having integration at a very early stage of the children going to school and using the common language, which in this case is English. This has proven very successful. I would like to say, therefore, that I believe that the theory given by the Special Representative does not really hold true, and I would like to suggest that they review that theory.

Mr. TOOGOOD (Special Representative): I would like to clarify the understanding of the representative of Liberia and say that there is integration at the lower level. In other words, there is nothing to prevent children of any race attending these primary or elementary schools. The difficulty is that in most areas we do not have anybody with whom to integrate them. In most areas there are only the indigenous children available to attend these schools. However, in the more urban areas it is quite common to find children of all races attending the primary schools. It is mainly a matter of convenience.

Miss BROOKS (Liberia): Should I take it then that the English language is being taught in these areas where there is not a question of integration right at the start?



Mr. TOOGOOD (Special Representative): The English language is taught as a matter of policy in all schools throughout the Territory. The only schools at which English is not taught would be mission schools which are not recognized. In other words, they do not receive a subsidy from the Administration. All mission schools are subsidized providing they adhere to the policy laid down by the Administration.

Miss BROOKS (Liberia): I am not sure I have the answer to my question, but I shall proceed to the next question. I should like to know whether there are medical facilities throughout the entire Trust Territory. Also, are there integrated hospitals?

Mr. TOOGOOD (Special Representative): Yes, there are medical facilities available to people of all races throughout the Territory. In areas where no hospital facilities are available, that is in the areas which have only recently been brought under law and order, which are very few, I might add, but where air strips have been constructed, any patient requiring medical attention is flown free of charge to the nearest hospital. This applies also throughout the Territory to any patient requiring specialized attention. Any patients requiring specialized attention who may be in any of the smaller hospitals are immediately flown to the larger centres of Lai, Madang, Goroka, Rabaul or Port Moresby, where we have specialist medical officers in residence all the time.

With respect to the question of integration, all hospitals are open to members of all races. There are, however, one or two hospitals where treatment is charged for. However, there again, there is no discrimination. Any member can avail himself of the services of these hospitals provided that he is willing to pay. There are other free facilities available at the same hospitals.

Miss BROOKS (Liberia): I take it from the statement of the Special Representative then that the lack of integration, if any, would be based on the fact of the inability of the indigenous peoples to pay at a particular hospital?

Mr. TOOGOOD (Special Representative): I do not think that is exactly right. Any hospital is open to any member of any race, and exactly the same facilities are available. It is only in the one or two larger areas where



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people want, shall we say, more comfortable attention, though I must add that the attention which is available in any section is quite adequate, and all members of all races avail themselves of it.

Miss BROOKS (Liberia): For the moment, these are the questions that I have to ask. I would reserve my right to ask further questions on Monday if I find it necessary to do so.

The PRESIDENT: Before calling on the representative of the United States, may I say that it was our custom at one time in the Trusteeship Council to divide our questioning into various areas -- political matters, economic matters, and then social and educational matters. We changed this procedure for the first time last year when members put their questions as a whole. I note that the Special Representative seems quite able because of his knowledge of the Territory to deal with questions in any field as they come up. However, if he should find the previous procedure more suitable, I could ask members whether they would desire to go back to that system. If the Special Representative is prepared to answer questions in any field, we shall continue in this way.

Mr. TOOGOOD (Special Representative): I am agreeable to whatever may best suit the members.

The PRESIDENT: I realize this imposes a greater strain, but I think it is more convenient for the Council to proceed in this way.

Mr. YATES (United States of America): I have been rereading the statement of the Special Representative, and I must say that I found his description of what had occurred in relation to the election of the last year one of the most thrilling and exciting declarations that I have seen. Unfortunately, my mind does not go back to a description of what the parliamentary situation or the self-government situation was prior to that election. Could he compare the present system of government with the previous one?

Mr. TOOGOOD (Special Representative): The first Parliament in the Territory was formed in 1951, and it had the Administrator as President, three elected members, nine appointed members and sixteen official members. In that Parliament the non-indigenous members numbered twenty-five and the indigenous members three. In 1960 the Parliament was reconstituted, again with the Administrator as the President of the Council, but on this occasion with twelve elected members, six of whom were indigenous, and there were ten appointed members and fourteen official members. Of the ten appointed members at least five had to be indigenous. As it happened, in that Council there were twelve indigenous members instead of the eleven for which provision was made, and twenty-four non-indigenous members. Now, as will be seen, the elections in 1964 have given us a House of Assembly with an elected Speaker from the Assembly, fifty-four elected members and only ten official members. The result of the elections has brought out that we shall have thirty-eight indigenous members as against twenty-six non-indigenous members.

Mr. YATES (United States of America): The Administering Authority must have had a tremendous job preparing the common roll. In rereading the Special Representative's statement I find that reference is made to some 500 patrols which visited more than 12,000 villages scattered over all parts of the Territory. I do not, however, find a figure which shows the number of persons finally assembled on the common roll. Can the Special Representative give us that figure?

Mr. TOOGOOD (Special Representative): It was, as the representative of the United States has pointed out, a tremendous undertaking to compile a common roll from all over the Territory with the only basis a village census which had been undertaken by the various patrols visiting the areas from time to time and the experience of local government councils and their elections. In the local government council areas it was considerably easier, but in the less-advanced areas it was, as I say, a tremendous undertaking. Hence, the 500 patrols which had to push out in all directions within a certain period to enable this common roll to be compiled in time for the elections. The total number of persons on the roll was 1,029,192, and the total number of primary votes cast was 721,083. I would say there that the enrolment on the common roll was compulsory, while voting was voluntary.

Mr. YATES (United States of America): Can the Special Representative tell us what the total population of the Territory is?

Mr. TOOGOOD (Special Representative): The total population of the Territory is 2,059,000-odd.

Mr. YATES (United States of America): Am I to take it, then, that the figure of 1,029,192 persons who registered on the common roll represents all men and women over the ages of 18 and 21 respectively? What are the qualifications for voting in the Territory? Are women allowed to vote and, if so, at what age?

Mr. TOOGOOD (Special Representative): The common roll was based on a universal franchise. Women were allowed to vote in the same way as men, and the age limit was 21 years for both.

Mr. YATES (United States of America): Reverting to my previous question, does the Special Representative know whether the figure of 1,029,192 represents all the men and women in the Territory who were over 21?

Mr. TOCGOOD (Special Representative): Approximately. It would be over 50 per cent of the people, and one must remember that the life expectancy of these people is far less than in the more advanced communities. I think that at the present time the life expectancy of the people in the more backward areas is under forty years. In more advanced areas it has now gone up as high as sixty.

Mr. YATES (United States of America): Are there any qualifications other than age which are prerequisites for voting?

Mr. TOCGOOD (Special Representative): Only those which apply in any normal community -- those relating to imprisonment and mental deficiency.

Mr. YATES (United States of America): I take it, then, that there are no economic or educational prerequisites for voting.

Mr. TOCGOOD (Special Representative): None whatsoever.

Mr. YATES (United States of America): The statement of the Special Representative refers to the fact that there were two women who campaigned for office, one of whom was Australian and one a New Guinean. It is stated, however, that neither was successful. Is this a reflection on the mores of the community?

Mr. TOCGOOD (Special Representative): I do not think so. Both polled very well, but women still do not occupy quite the same position in the community in the Territory proper in New Guinea as do the men. There is still a feeling that woman's place is more in the home than in politics.

Mr. YATES (United States of America): If I may now turn to the field of education, I take it that the Administering Authority intends to implement the recommendations of the Commission on Tertiary Education. What measures are being taken by the Administering Authority to provide facilities for students under the expanded elementary schools and to increase the number of New Guinean students at the university level?

Mr. TOOGOOD (Special Representative): The Administration is taking every possible step to keep pace with the demand for both secondary and tertiary education, and up to date there has been ample opportunity for students attaining this level to proceed to Australian universities. Full scholarships are given every year and are taken up by students who have reached the required qualifications. The only bar to any advancement in education is the required qualification to proceed further.

Mr. YATES (United States of America): Can the Special Representative tell the Council what proportion of the children of New Guinea go to primary schools, what proportion go to secondary schools, and what proportion go on to universities?

Mr. TOOGOOD (Special Representative): The number of children at present attending primary schools in the Territory of New Guinea is 175,000. Just for the information of the representative of the United States, it is anticipated that this number will increase year by year over the next three years to 191,000, to 217,000, and 245,000. At the secondary level, there are now 3,097 pupils, and in teacher-training within the Territory at the present time we have 655 students. Eight students are now at universities in Australia and four at agricultural colleges.

Mr. YATES (United States of America): One of the great difficulties, I believe, in the educational systems of almost every country in the world is the inability to get teachers. Is the Special Representative finding any difficulty in getting teachers for the school system in the Territory?

Mr. TOOGOOD (Special Representative): The Administration is not finding any real difficulty now. The greater difficulty is trying to develop the indigenous people to the level required for teachers. During the last year, ninety E-course teachers were recruited from Australia for the primary level, fifty-five special-course teachers were recruited and, in addition to that, eighty new fully qualified teachers from Australia were recruited for teaching at all levels. In addition, an extra twenty-five qualified secondary schoolteachers were recruited from overseas, that is, from outside the Australia and they have just taken up their appointments.



Mr. YATES (United States of America): Are there any parts of the Territory that have not yet been developed?

Mr. TOOGOOD (Special Representative): Yes, there is an area of about 3,700 square miles which, although it has been penetrated by patrols, has still not been developed in any way whatsoever. This has an estimated population of something less than 9,400 people. These people are located in isolated pockets in very remote tortuous country, mainly in the mountains in the Upper Sepik Districts and the eastern and western Highland Districts. These are the only remaining pockets not under full control.

Mr. YATES (United States of America): How do you establish contact with people in such remote areas?

Mr. TOOGOOD (Special Representative): The usual way of establishing contact is for a patrol to proceed through an area. Usually it sets out from an established village with an interpreter from that village. It proceeds to the next village, which might be anything from five to forty miles away. In mentioning forty miles, this may take many days. It is not a question of just travelling forty miles, as we understand it in this country. Very often it is a very difficult procedure to reach the next village. It may be only a small hamlet with a few people; it may be a colony of some 200 or 300 people. The difficulty, then, is contacting the people, and provided the interpreter the patrol has with it is able to communicate with this particular group, the going is easy. If he cannot, the patrol may be required to stay there for some weeks endeavouring to find someone who can communicate verbally with the people. From there, a patrol post is usually set up in a strategic position with regard to this and any other villages which may be in the vicinity. Then the development of the area or the consolidation of influence proceeds.

After the area is considered to be safe, equipment is brought in, nowadays by helicopter. Previously this was done by air drops or by the equipment being carried. Then an air-strip is established, for light aircraft, in the first instance. These bring in supplies and equipment and further personnel to establish the other service of health, education and agriculture. The pattern



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normally is that the Department of Native Affairs first moves in patrol officers, then the Health Department establishes health services, then agriculture and then education. From there, we turn to community development.

Mr. YATES (United States of America): In the development of the Territory, is it found that there is opposition to the change of traditional customs to meet the changes that are being brought in by the Administering Authority.

Mr. TOOGOOD (Special Representative): No, there is no opposition to this. The people normally welcome it. In the first instance, they are suspicious through fear, mainly fear of the unknown. When once their fear is overcome, and they are reassured of the intentions of the Administration and its officers, during this period of consultation, reassurance is built up and the people then welcome whatever change can be brought to them, and they are always willing to co-operate to the fullest. It is only in the very early days that any difficulties are likely to occur.

Mr. YATES (United States of America): Does the Administering Authority experience difficulty in connexion with changing the traditional land tenure customs to meet modern conditions.

Mr. TOOGOOD (Special Representative): That has been a tremendous problem in the Territory of Papua and New Guinea, as it has been in most territories elsewhere, I understand. New legislation has recently been introduced to simplify the procedures. It has been found necessary over recent years to get away from the old-established tribal tenure. The land ownership pattern in the Territory of Papua and New Guinea is most complex. It varies from area to area, and varies from individual ownership, through clan, family and tribal to group, and to sort out these problems in any particular area is a vast undertaking in itself.

To simplify this, a new tenure conversion ordinance has recently been brought in, and legislation has also been enacted to provide for a Native Lands Commission. This Commission is to proceed from area to area wherever this is

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considered most expedient to determine the land ownership patterns in the area. This is being done through the indigenous people themselves. Committees are set up in a particular area to determine the best way of settling a particular land problem or pattern in the area and how best the demarcation of this land can be accomplished. Two such committees have just been set up in the New Britain area near Rabaul.

Mr. YATES (United States of America): In the Special Representative's statement it was pointed out that the offer of permanent appointments for new expatriate officers had been discontinued and that a policy of engaging such officers for a fixed term had been adopted. Can he clarify this change of policy? What is meant by this? Is the purpose to permit greater employment of the New Guineans themselves? What is the reason behind this policy?

Mr. TOOGOOD (Special Representative): It is the professed intention of the Administration to promote the indigenization of the public service as soon as practicable, and the Administration finds now that it cannot see ahead a career service for overseas officers. Therefore, it has had to limit its period of appointment to anything from two to six years, depending on the particular field in which these officers are likely to be employed.

Mr. YATES (United States of America): I want to thank the Special Representative for the information he has supplied and to say that my delegation is impressed with his thorough grasp of the affairs of the Territory.

Mr. KIANG (China): Before I put any questions to the Special Representative, may I say that the last session of the Council was dominated by the question of the election, and I am quite sure that at this session our minds will be very occupied with the results of the election. It is for this reason that I shall confine myself in the political field at the present time to the question of the results of the election.

The representative of the United States raised the question of the population. I should like to hear from the Special Representative, first of all -- this is a fact I wish to have before I put my question -- what the Papuan population now is.

Mr. TOOGOOD (Special Representative): The population of Papua is a shade over 500,000.

Mr. KIANG (China): How many Papuan electors are there?

Mr. TOOGOOD (Special Representative): I could not answer immediately as to the exact number of electors from Papua, but I could estimate that it would be in the vicinity of 250,000 -- or 240,000, let us say.

Mr. KIANG (China): The reason I ask for these facts is that I would like to know from the Special Representative what the ratio is between Papuans and New Guineans among the thirty-eight indigenous elected members of the new House of Assembly.

Mr. TOOGOOD (Special Representative): Of those thirty-eight, twelve are Papuan.

Mr. KIANG (China): Before I pursue the question of the results of the election, may I first ask this question: During the election, was taxation ever raised as an issue?

Mr. TOOGOOD (Special Representative): Taxation was not raised as a major issue anywhere, except perhaps in some of the Local Government Council areas, where people have been concerned in the past with the particular rate which has been applied by the people themselves in the Council area. This varies, from Council to Council, between 30 shillings and 5 pounds, and there is a certain disagreement between people in Councils as to whether they should be required to pay amounts of £2 to £5.

Mr. KIANG (China): In his opening statement, the Special Representative made reference to those voters who had recorded their votes with certain assistance. I would like to know whether there is an estimate of the number of voters who recorded their votes with such assistance, as mentioned by the Special Representative in his opening statement.

Mr. TOCGOOD (Special Representative): It would be very, very difficult to answer that question accurately, and I can only make a stab at it, as an estimate. However, I should think it would probably be in the vicinity of one-fifth of the electors. But that is purely a personal estimate.

Mr. KIANG (China): Of course, I am not finding fault with the fact that during the election a record was not kept of the number of those voters.

I now invite the Special Representative's attention to a passage in his opening statement, on page 56 of document T/PV.1225, in which he said that a total of 298 candidates had stood for election. He then went on to say that thirty contested the ten special electorates, and 267 contested the 44 open electorates. Do I understand that the 267 is out of the total of 298?

Mr. TOCGOOD (Special Representative): That is quite correct. There was one representative who stood unopposed. The total is therefore 298. There were 267 who stood for the open electorates, 30 for the special electorates, and 1 who stood unopposed.

Mr. KIANG (China): The missing one is the one who was unopposed?

Mr. TOCGOOD (Special Representative): One member who stood for a special electorate, unopposed.

Mr. KIANG (China): The Special Representative mentioned the five successful candidates who were members of the old Legislative Council. Would he be good enough to tell me who the five successful candidates were who were originally members of the old Legislative Council? Can he give me the names of the five members?

Mr. TOCGOOD (Special Representative): They are Messrs. Nial, Downs, Stuntz, Guise and Brokam.

Mr. KIANG (China): The Special Representative went on to say, concerning the results of the election, that the candidates included two women, one Australian and one New Guinean, and that neither was successful. When he mentioned two women, I immediately thought of two appointed members of the old Legislative Council. As I understand it, there was no other member except these two. Am I correct in inferring that the Special Representative referred to Mrs. Bate and Miss Wedega?

Mr. TOCGOOD (Special Representative): No, the reference was to the wife of a patrol officer who stood in Madang and to a Mrs. Goudi who is a Papuan representative and who stood in Port Moresby.

Mr. KIANG (China): In this election thirty-two Australians contested twenty-two of the forty-four seats. If we read the annual report, on page 27 it is stated that the number of indigenous members "will be increased from eleven to a possible maximum of forty-four". This puzzled me. Did this particular passage in the annual report mean that those twenty-two of the forty-four seats which the thirty-two Australians contested have actually, more or less -- I may be wrong -- been allocated to non-indigenous candidates? Otherwise, why should this be mentioned in any report to that effect?

Mr. TOCGOOD (Special Representative): The purpose of mentioning this was to show that in twenty-two of the forty-four open electorates, thirty-two Australians stood for election. Out of these only six were elected. Although, in answer to a previous question, I mentioned that eleven were provided for, I added that the previous Legislative Council actually had twelve indigenous members. Dr. Taureka of Papua was one of the nominated official members. However, it was suggested that there was a possibility of forty-four because that was the total provision; forty-four indigenous members could have been elected to the new House of Assembly. As it turned out, six of the forty-four who were elected were Australians.



Mr. KIANG (China): In his statement the Special Representative mentioned the percentage of electors as being 69.8 per cent. I understand that there are non-indigenous electors. I should like to know what part of this 69.8 per cent is made up of indigenous electors.

Mr. TOOGOOD (Special Representative): The number of non-indigenous electors would be approximately -- I can give an exact figure later -- 14,000, and 7.6 per cent of the votes went to the non-indigenous candidates.

Mr. KIANG (China): Could the Special Representative tell us what district has the largest percentage of indigenous electors of the seven districts? I am talking about New Guinea, not Papua. Were any of the districts in the highlands or in the coastal parts? If the data is not available right now, I will be very glad to get it after the meeting.

Mr. TOOGOOD (Special Representative): I will be happy to give this information to the representative of China at a later date as it requires some research.

Mr. KIANG (China): I think in the same manner that I expect the Special Representative to provide us with a list of electorates in New Guinea. I remember that we did inquire about this at the last session and I would still like to get it. We can thus analyse the results of the elections. Is it agreeable to the Special Representative that I can get this information afterwards?

Mr. TOOGOOD (Special Representative): Yes, I should be very happy to provide the representative of China with a list of electorates.

Mr. KIANG (China): We are all interested to know how the Administering Authority evaluates the results of the recent elections and the Special Representative did say something about it in his statement. I think the Special Representative also referred to some reports published in the Press regarding some of the things that happened during the election. Does the

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Special Representative have anything to add to what he said in his opening statement or is there anything else he would like to tell us about the results of the recent election to which this Council attaches the greatest importance?

Mr. TOOGOOD (Special Representative): There is not a great deal I can add except to say that the administration and the people throughout the Territory of Papua and New Guinea were extremely pleased with the result of these elections. Everybody realized and recognized from the very start that it was a tremendous undertaking. However, everything went off extremely smoothly. We made some little mistakes, but we have benefitted by the experience and we can be sure that at future elections those mistakes will not reoccur.

I do not think there is really anything more I can add except to say that the result showed the confidence of the people of the Territory of Papua and New Guinea in the people of Australia due to the fact that they elected six in open electorates and also due to the fact that they themselves had previously asked for the special electorates to be included in the House, these seats for the special electorates. I think that that is sufficient in itself to have justified this election and taken us yet another step along the road toward the self-determination of the peoples of Papua and New Guinea.

Mr. KIANG (China): I shall now ask some other questions in connexion with the Territorial Government as a result of this election. I think that the Council was very pleased last year to hear that the Administering Authority, as a result of the election, would appoint thirty members of the new House Assembly to be Parliamentary Under-Secretaries from the elected members. I certainly presume that those appointments would be confined to the elected indigenous members of the House. Am I correct?

Mr. TOOGOOD (Special Representative): In answer to that question, it is intended that the Parliamentary Under-Secretaries will be selected from the indigenous elected members of the House of Assembly. Provision has been made for fifteen Under-Secretaries and at the moment ten have been selected and will be announced at the opening of the House on 8 June this year.

Mr. KIANG (China): In the light of the answer given by the Special Representative, I would like to know what departments other than the sixteen functional departments would be involved in the appointment of Parliamentary Under-Secretaries. Could he tell us that?

Mr. TOOGOOD (Special Representative): I am sorry that under the circumstances, with the House of Assembly not meeting until the eighth of next month, I am not in a position to disclose who the Under-Secretaries are and I am afraid it is not my prerogative here to announce that. I am sure, however, the representative of China will be able to learn of this as soon as it is announced.

The PRESIDENT: As I understand it, the question was as to the Government departments involved rather than the actual persons who would be appointed to the particular departments.

Mr. TOOGOOD (Special Representative): There again, Mr. President, I am afraid that I have no positive information at this stage on which departments are involved. But I do know that many of these departments are ones which are not at present represented in the House. Thus it will enable representation of all departments of the Government. There are sixteen functional departments of the Government and it is hoped that all will be represented in the new House of Assembly.

Mr. KIANG (China): In connexion with the Administrator's Council, we understand that one member is the Administrator, then there are seven elected members and three official members. As to the seven elected members, would they all be indigenous persons or would none of them be indigenous persons?

Mr. TOOGOOD (Special Representative): In answer to that question, I regret that I cannot say at the moment. As to the seven elected members, it will be the prerogative of the Administrator to nominate the members he wishes to have on his Council. But they will all be elected members, whether indigenous or non-indigenous I cannot at this stage say. I do, however know that it is the firm intention of the Administrator to select a representative number of indigenous members.

Mr. KIANG (China): Am I then to draw the conclusion that of the seven elected members to serve on the Administrator's Council, there will be some who are indigenous persons?

Mr. TOOGOOD (Special Representative): I regret that I cannot confirm that at this stage. It is outside my jurisdiction.

Mr. KIANG (China): In the House of Assembly there are official members. The policy of the Administering Authority is to appoint those official members who are responsible for certain functional departments. Have official members already been appointed for the new House of Assembly?

Mr. TOOGOOD (Special Representative): In answer to that question, yes, the ten official members have been announced. For the information of the representative of China they are the two Assistant Administrators, Dr. Gunther and Mr. Reeve; the Secretary for Law, Mr. Watkins; the Treasurer, Mr. Newman; the Director of the Department of Native Affairs, Mr. McCarthy; the Director of the Department of Trade and Industry, Mr. Cannon; the Secretary for Labour, Mr. Mason; the Director of Agriculture, Mr. Henderson; and Mr. Johnson, of the Department of Education.

Mr. KIANG (China): My next question is prompted by the answer of the Special Representative. Is Mr. J.K. McCarthy the Director of the newly organized and reorganized Department of District Administration?

Mr. TOOGOOD (Special Representative): Yes, Mr. McCarthy is the Director-elect of the new Department of District Administration.

Mr. KIANG (China): In his opening statement, the Special Representative gave us to understand that there are no forms of political-party organization in the Territory, that is to say that there are no parties taking an active part in the elections. Does he mean that the United Progress Party has really gone out of existence altogether, or is it that it was merely not active in the election campaign?

Mr. TOOGCOD (Special Representative): In answer to that question, the United Progress Party was established some three to four years ago, just prior to the Legislative Council elections. However, it failed to really establish itself in the Territory. There was a complete lack of interest, and unfortunately it has completely lapsed. The only forms that could now be considered as being in any way political parties are developing through the trade groups. Most districts now have workers' associations, which are the nearest form we have to political parties. They are not political parties as such.

Mr. KIANG (China): May I go on to the final question in the political field. This Council, I am sure, is very happy to hear of the abolishing of the so-called Department of Native Affairs. We had hoped for many years that this department would one day be liquidated. We understand that there is now a new department called the Department of District Administration, which takes the place of the old Department of Native Affairs. I would like to ask the Special Representative if he could tell us whether this new department, since it will be directly responsible to the Administrator, will have the same problem, the same disadvantage, as the Department of Native Affairs had in its interference with the exercise of authority and the performance of duty by the District Commissioners in the Territory. Or does he think such a reorganization will actually remedy the situation existing before?

Mr. TCOGOOD (Special Representative): The Department of District Administration has been set up as the result of exhaustive inquiries by a special internal committee set up in the Territory to investigate the appropriateness of the functions of the Department of Native Affairs. It emerged from this inquiry that the name "Department of Native Affairs" was in itself a misnomer and that over the years the functions of the Department had become virtually those of a corps of central administration.

One of the other undesirable features which the inquiry disclosed was that the District Commissioner, who was the direct representative of the Administrator in a district, belonged to one department, while the members of the Department of Native Affairs belonged to another, and yet both were virtually carrying out the same functions. It therefore caused a split in the chain of command, particularly by the assistant district officer in his sub-district having responsibility to both the District Commissioner and the District Officer at district level.

A number of other administrative aspects were overcome as a result of this reorganization. It was found that the direct chain of command from the Administrator through the District Commissioner and then through his deputies down to the farthest outpost was desirable and did solve many of the difficulties of communicating policies both from the top downward and from the bottom upward. It allowed the Administrator to know directly what was going on in the remotest parts of the Territory, without interference down the line, and it also enabled him to promulgate policy to the districts in the same way throughout all the various arms of the service. The Department of District Administration is now virtually the centre corps of administration to which all other departments and services are supplementary.

It can be said that the work carried out by the Department of Native Affairs will now be carried out by the Department of District Administration. However, this is the unanimous wish of the people themselves. Wherever the Committee went throughout the Territory of Papua and New Guinea, and it travelled extensively -- and I might say I should know, since I chaired it -- the people stated their wish for these officers to continue in more or less their present capacity to aid and assist them in the field.



Mr. KIANG (China): I am very pleased that I put the right question to the right person and I certainly received the right answer. As a result of abolishing the Department of Native Affairs, I would like to ask whether the Native Affairs officer will also be abolished. I assume there will be no thought of substituting such an officer in any form or name in the district.

Mr. TOOGOOD (Special Representative): The new nomenclature of the Department will be District Commissioner, Deputy District Commissioner and Assistant District Commissioner, and Patrol Officer and Cadet Patrol Officer at the lower level.

Mr. KIANG (China): What is the composition and status of the Central Policy and Planning Committee, which I believe we see here for the first time? I ask this question because of the reorganization of the Department. I understand that the future director of this newly organized Department will be a member of this Committee.

Mr. TOOGOOD (Special Representative): The Central Policy and Planning Committee was a committee set up by the Administrator in the Territory to consider all matters of top level policy within the Territory. Its composition was the Administrator as Chairman; the Assistant Administrator (Services), Dr. Gunther; the Assistant Administrator (Economic Affairs), Mr. Reeve; and the Treasurer, Mr. Newman. To that Committee now has been added the Director of the Department of District Administration, Mr. McCarthy. The Committee also has the right to co-opt at any time any other head of department should the particular matter under discussion concern that particular department.

Mr. KIANG (China): If it is agreeable, I should like to put questions in other fields at a later date, and I wish to conclude by thanking the Special Representative.

Mr. YATES (United States of America): I apologize for speaking again this afternoon, but I note from the documents that I forgot to ask several questions that I intended to ask which relate to certain political aspects of the Territory. Can the Special Representative tell the Council whether there is full and unrestricted freedom for all democratic organizations in the Territory?

Mr. TOOGOOD (Special Representative): Yes, there is complete and unrestricted freedom for organizations. In fact, in most cases the Administration welcomes the activities, particularly of youth organizations, of which most of the international bodies are now represented in the Territory.

Mr. YATES (United States of America): Is there freedom of association in the Territory?

Mr. TOOGOOD (Special Representative): Yes, there is complete freedom of association.

Mr. YATES (United States of America): Is there freedom of the Press and of speech in the Territory?

Mr. TOOGOOD (Special Representative): Yes, there is complete freedom of the Press and broadcasting.

Mr. YATES (United States of America): Are there any laws or legislative measures which provide for racial discrimination?

Mr. TOOGOOD (Special Representative): Yes, in regard to this question, steps have been taken by the Administering Authority to eliminate from all the Territories any legislation which could have been construed at any time as being of a discriminatory nature. In addition to that, the Discriminatory Practices Ordinance has recently been passed which provides penalties for anybody in any way practising any form of racial discrimination in the Territory.

Mr. YATES (United States of America): I am not sure that I understood the Special Representative or that he understood my question. I asked whether or not there were any laws or legislative measures which provide for racial discrimination, not for the elimination of racial discrimination.

Mr. TOOGOOD (Special Representative): I am sorry; I got things round the wrong way. However, I think that in the overall pattern my answer has probably provided the representative with what he wants to know. There is no legislation in the Territory which provides for discrimination of any sort whatsoever.

Mr. YATES (United States of America): Are there any prohibitions or restrictions on the activities of political parties?

Mr. TOOGOOD (Special Representative): None whatsoever.

Mr. YATES (United States of America): Are there any restrictions on the organization or activities of trade unions?

Mr. TOOGOOD (Special Representative): None: in fact the Administration endeavours to promote, through the Department of Labour, all forms of workers' organizations as a means of settling differences between workers' groups and employers.

Mr. YATES (United States of America): Are there any residents of the Territory who have been imprisoned for political offences?

Mr. TOOGOOD (Special Representative): Not to my knowledge.

Mr. YATES (United States of America): Would not the Special Representative know if there were?

Mr. TOOGOOD (Special Representative): I would certainly know over the past few years, and I have no knowledge of any such case during the past few years.

Mr. YATES (United States of America): Are there any residents or former residents of the Territory who have been compelled to leave because of a struggle for independence or self-determination?

Mr. TOOGOOD (Special Representative): I must apologize for pausing, but I am reflecting on the question.

No, I think I shall have to answer no to that question -- not to my knowledge. And I think I should know had anything of the kind occurred.

Mr. KIANG (China): I wrote down a question which I think is important, but I forgot to ask it, and if the Council will permit me I should like to put it now. I think that perhaps the representative of Australia might be able to help us here. As a result of this election, is the Administering Authority prepared to form a ministerial government by the time of the next election in 1968, particularly in the light of the fact that they have now trained under-secretaries in the Administrator's Council?

Mr. MCCARTHY (Australia): I would not commit the Australian Government to any firm undertaking with regard to the development to which the representative of China refers. This is a matter of evolution. The Government does, I know, look forward to the day when such a system will develop, but just how and when it will develop I cannot say. The system of parliamentary under-secretaries to which the Special Representative has referred in detail is designed to provide training in executive departmental responsibilities as a forerunner, in part, to a ministerial system, but, as I say, when that will come I would not know.

Miss BROOKS (Liberia): May I ask one question in the political field which I overlooked? I should like to know whether if one million -- to take a round figure -- non-indigenous persons had gone to the Trust Territory a year before this election took place they would have been entitled to take part in the election?

Mr. TOOGCOD (Special Representative): Yes. Anybody who had taken up residence more than a year before the election would have been eligible.

Miss BROOKS (Liberia): I asked the question because it would seem to me that a one-year period of residence in the Territory is a short period for qualification. Suppose a number of people, knowing that within a year an election would take place and that a legislature would be formed, had gone to the Territory. They would have had the right to participate in this election, and I wonder whether that really would be fair. There was just that question in my mind.

The PRESIDENT: Does that question remain in the question of the representative of Liberia, or is she formulating it for presentation to the Special Representative?

Miss BROOKS (Liberia): The Special Representative answered yes, and that does raise some fears in my mind.

Mr. TOOGOOD (Special Representative): May I clarify the situation for the benefit of the representative of Liberia. Although what she mentions was quite possible, and could have been done, I think that the result of the elections shows in itself that nothing was rigged in that way, if I may so put it. It would have been very easy for the Administering Authority, had it so desired, to have swamped the elections by bringing in a vast number of outside people twelve months beforehand. However, as I say, the result of the elections shows that this did not happen, and it was never in the intention or the thought of the Administering Authority that it should. Also, the time factor is involved there, and, as I said in my opening statement, the time between May and February was the period during which we had to prepare not only the elections and the education of the people, but also a common roll, and it was a period of only nine or ten months at the most, which would not have permitted of anything like that.

Miss BROOKS (Liberia): I am sure the Special Representative knows that I was not questioning anyone's motives. Nor did I say that there had been an influx of non-indigenous people. I am merely asking whether one year is a fair period of residence in a Territory to qualify for participation in elections.

Mr. TOOGOOD (Special Representative): It is a question of having a residential qualification, and this particular one is one that is acceptable in many other countries. Moreover, I think it is purely nominal.

The PRESIDENT: I have no further names on my list of speakers for this afternoon. If the Council agrees, our next meeting will take place on Monday afternoon at 3 o'clock, when we shall continue with the questioning of the Special Representative and I hope, if possible, complete that phase of our work.

The meeting rose at 5.20 p.m.