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Twenty-seventh Session

VERBATIM RECORD OF THE ELEVEN HUNDRED AND FORTY-FIFTH MEETING

Held at Headquarters, New York,  
on Monday, 12 June 1961, at 3 p.m.

President:

U TIN MAUNG

(Burma)

1. Examination of annual reports of the Administering Authorities  
on the administration of Trust Territories: New Guinea [4d]  
(continued)

2. Report of the Secretary-General on Credentials [2]

Note: The Official Record of this meeting, i.e. the summary record,  
will appear in provisional mimeographed form under the symbol  
T/SR.1145 and will be subject to representatives' corrections.  
It will appear in final form in a printed volume.

## AGENDA ITEM 4a

EXAMINATION OF ANNUAL REPORTS OF THE ADMINISTERING AUTHORITIES ON THE ADMINISTRATION OF TRUST TERRITORIES: NEW GUINEA (T/1561, 1567, 1569; T/L.1010; T/PET.8/16, 17; T/PET.8/L.6) (continued)

General debate (continued)

At the invitation of the President, Mr. Dudley McCarthy, Special Representative for the Trust Territory of New Guinea under Australian administration, took a place at the Trusteeship Council table.

The PRESIDENT: Before I call on the first speaker on my list, I will call on the representative of the World Health Organization for a brief statement.

Dr. SACKS (World Health Organization): Perhaps I will be forgiven for intervening in the deliberations during the course of this general debate, but you will recall that during the discussion period last Friday night the question of public health in the Territory of New Guinea was raised and specifically the present status of malaria was raised by the representative of the United Arab Republic. He also raised the question as to why there was no WHO assistance to the Territory in view of what was agreed to be an extremely important problem. If I quote him correctly, the Special Representative indicated that there were technical problems in regard to malaria in the Territory and that in fact WHO was co-operating, a WHO expert having visited the area and he discussed the problems in the Territory very recently.

Perhaps, although we do not have the specific information on the nature of the discussions between the WHO expert locally and the territorial medical officers, it might be useful to say a word or two to the Council as to the present status of malaria in the Territory.

Let me say at the outset that there are technical difficulties in regard to malaria control and eradication in the area. There is no doubt that malaria, and it is recognized as such by the territorial authorities, is an important disease problem. Its importance lies not only in the fact that it is a killing and

(Dr. Sacks, World Health Organization)

debilitating disease but also because, having high priority in the Territory, it also has important relationships to the total global malaria eradication fight being undertaken by countries throughout the world with the help of WHO.

First of all, despite a great deal of work, not enough detailed entomological and epidemiological data is available at the present time as to the specific biology of the different vectors, that is to say, different types of mosquitoes which carry malaria. We do not know enough about it in regard to this Territory. Some important work has been done in the area itself, but a more detailed study in relation to this situation has been carried on in a contiguous Non-Self-Governing Territory where there has been a detailed study in depth, with the assistance of WHO, whose conditions are somewhat similar. This has been done in a pilot project which is especially surveying the specific problems of the epidemiology and the entomology of the disease, as well as the efficacy of different types of methods and approaches, including the use of medicated salt in addition to the traditional methods.

The results of the work in this Territory indicate that despite everything we know about the control of malaria, the response of malaria to the straightforward approach of spraying operations varies extremely widely, depending upon the specific area under study.

This kind of result does not lead, therefore, to a specific decision as to how to undertake the job. The interruption of transmission, that is to say, the interruption of the movement of the disease from man to mosquito and back again to man, which is the basis under which any malaria eradication programme can be undertaken, could be achieved only in some areas, while in others no substantial progress was made. These results show that at this moment there are real possibilities that the continuation of the spraying operations, the traditional method of malaria eradication, and some additional mass drugs may interrupt transmission. However, the definite conclusion that the eradication of malaria may be possible under the prevailing conditions, using orthodox means, is still premature at this time. It can be assumed, however, that for technical and operational reasons, the achievement of eradication will be a difficult and protracted undertaking.

(Dr. Sacks, World Health Organization)

These very same conclusions, we believe, may be drawn for the Territory of New Guinea which is presently under consideration.

Under these conditions the WHO would recommend that more intensive studies be made in the Territory to correlate them with work already being undertaken in other areas and to work out definite long-term and short-term plans for malaria eradication.

If this should be the approach, the WHO would be prepared to provide further assistance, including personnel, should this be the wish of the Administering Authority.

The PRESIDENT: On behalf of the Council I wish to thank the representative of WHO for his statement.

I call on the representative of China.

Mr. SALAMANCA (Bolivia) (interpretation from Spanish): I hope the representative of China will pardon me for this brief interruption. I should like to know whether the Administering Authority has any comment in connexion with the opinions advanced by the representative of WHO. Before we proceed to hear the opinions of other representatives, I believe it would be interesting if we could have comments from the Special Representative. The validity of these reports acquires special importance if we can have the reaction of the Special Representative in connexion with these reports.

I hope I have not upset our procedure by my slight interruption. Naturally this will facilitate our work and allow us to touch upon this item in our interventions in the general debate.



The PRESIDENT: Is the Special Representative prepared to make any comments on the statement which has just been made by the representative of WHO?

Mr. McCARTHY (Special Representative): I have no comment to make on the interesting statement which has just been made by the representative of WHO, who is a medical officer, and which Organization is highly erudite. Consideration of WHO's views is a matter for the Administration, I believe, through its own medical department in the light of the very extensive knowledge which that department has of malaria in its own territory and of malaria control methods. Therefore, I would not presume to offer any comment on this statement, but would commend, of course, the close study of the statement to the Administering Authority -- not that my commendation would be needed; it will be studied very closely in any case.

Mr. KIANG (China): I am very grateful to the representative of Bolivia for having raised his point immediately after the observations that were made by WHO. I note with great interest that the Special Representative has promised to bring home the information which was just given by the representative of WHO. We look forward to hearing from him in the future with regard to the measures which the Administering Authority might deem fit to take in connexion with the question of malaria.

On this occasion of our first general debate I wish to congratulate our President and Vice-President on their election. The President has been with us for some years, and his recent experience in the Council as Vice-President and Acting President must, of course, be an asset to him in presiding over the present session of the Council. The Vice-President, with whom we have had the pleasure of working during the second part of the last session of the General Assembly, is no more a newcomer to us. His performance in the Fourth Committee has no doubt left a deep impression. Mr. Bingham is another eminent representative which the host Government, the United States, has sent to the Trusteeship Council.

I want to say how much my delegation has been favourably impressed by the able statement which Mr. Dudley McCarthy made on the Trust Territory of New Guinea for the first time as the Special Representative of the Australian

(Mr. Kiang, China)

Administering Authority. Mr. McCarthy must now find that his first visit to the Council last year in the company of our old friend, Mr. Jones, was rewarding. It would be interesting to know how different his approach in his maiden speech could be if he had not listened to our debate on New Guinea last year. Mr. McCarthy has certainly gathered up the threads easily and learned the things in the Council quickly. I would not be honest if I were to disguise from him that the only failure I can see in his most interesting and well thought out three-part statement is that he had not revealed to us "the impressions which I recorded last year in listening to the debate which took place round this table and in noting the questions which were asked". What are the impressions, I wonder if we would ever come to know. However, Mr. McCarthy must have come back with a clear idea of the thinking of this Council about New Guinea.

We are delighted to see in our midst Mr. Jubilee, the first countryman of New Guinea to attend a meeting of the Trusteeship Council. It is indeed a very happy event. We were greatly impressed by the statement that Mr. Jubilee made at the end of the questioning period. When he returns to New Guinea, we want him to bring home with him our greetings and very best wishes to his people.

What we have heard from the Special Representative in the Council may be summed up in these words: New Guinea has continued moving ahead. The orderly progress as described by the Special Representative has fortunately not been marred by the challenge to the validity of the Legislative Council's existence. I think I am right in saying that the outsiders who heard the bubbling over the taxation controversies, as the 1959 Visiting Mission did on the spot, could appreciate the seriousness of the matter and its effect upon the Trust Territory. It is therefore good to see that the action which was instituted by the taxpayers association had been dismissed without delay.

It is certainly gratifying to hear from the Special Representative that the reform of the Legislative Council went ahead swiftly. The Administering Authority deserves this Council's commendation for its having finally extended to the indigenous inhabitants of the Territory the right to vote in elections to the Legislative Council. This is an important step forward in the direction of the final adoption of an individual adult franchise system throughout the country. We look forward to the day when the system of elections on a common role

(Mr. Kiang, China)

will be adopted and the Legislative Council can become fully representative of the people of New Guinea. We are confident that the Administering Authority will exert its efforts toward this end.

I think I do not have to overemphasize that any change in indigenous representation in the Legislative Council should be made solely with a view to making the Council more representative of the predominant indigenous population of New Guinea and not because of the need of any increase by way of balance in European representation. Nor should the Administering Authority be unduly conservative in its views regarding the qualifications that indigenous persons should have in order to serve on the Legislative Council. This is all the more important since the Government of Australia, as we were told by the Special Representative in this Council, is now looking to the Legislative Council to develop its own changing forms until the form of self-government itself is attained.

We are also glad to note that the Executive Council is now replaced by the Administrators Council of such a new membership that the Legislative Council will from now on be associated through the participation of its members with the daily task of administration. We hope that this new measure will lead to the birth and growth of a representative government in which the indigenous inhabitants will have a bigger voice.

As a forward step in the political advancement of the people of New Guinea, the continuing rapid expansion of Local Government Councils is most encouraging. We are therefore glad to know that during the year under review nine more Local Government Councils were created in the territory, thus bringing the total number of Local Government Councils now to twenty-seven, representing a population of a little over 200,000. In connexion with the development of the Local Government Council system, the establishment of a second training school for Council officers in the Madang area is indeed a very good thing.

Since the people's increasing participation in the political life of the Territory depends so much upon the consultation and co-operation between the Local Government Councils on matters of common interest -- as the Special Representative said, working by common means towards a common end and moved by common purposes -- it therefore seems to be necessary that the Administering

(Mr. Kiang, China)

Authority continue its efforts to encourage such consultation and co-operation by putting the inter-district meeting of local leaders on a more regular basis and renew its efforts to promote the formation of area and regional councils.



(Mr. Kiang, China)

In the field of public service, the Administering Authority is doing well under the circumstances. Since the Administration has now declared that the Legislative Council will be the means available to the people to shape their own future until eventually they reach the goal of self-government, it becomes increasingly important that the task of training indigenous persons for positions of responsibility -- a slow process we have to recognize in New Guinea considering the low level of educational attainment in the Territory -- will have to be given first priority. My delegation finds it somewhat difficult to understand how the training of indigenous persons could be given such urgent attention, while on one hand, the increasing demand for the expansion of administrative services as required by the extension of administrative control cannot in all cases be adequately met, and on the other, the Government of Australia does not believe it practicable to consider the use of qualified personnel other than those from Australia. My delegation wonders whether it would be better to co-ordinate the programme of training indigenous persons with the programme of the extension of administrative control.

In all seriousness, the Administering Authority may have, in our view, to concentrate its efforts upon the extensive training of indigenous persons and the consolidation and improvement of conditions in the areas already under administrative control. It is certainly a debatable question whether the opening up of new and backward areas can wait until the time when the advanced indigenous people are able to undertake the task themselves. It can be argued that it would be more economical and efficient when the indigenous people do it themselves. I think we can draw lessons from many lands where pioneering work of settlement was not wholly different from the process of exploration and extension of control in New Guinea. As a matter of fact, in certain areas in New Guinea even under administrative control the contrast in terms of human progress and civilization is striking. And so the contrast between the unpenetrated backward areas and the developed areas is only a matter of degree. Such contrast in terms of civilization cannot be changed overnight. Nor can the whole territory be expected to achieve even and uniform development in a short period of time. The fear of domination by an advanced indigenous minority in the developed areas over the people in the backward areas is very much exaggerated. As long as there is an able and

(Mr. Kiang, China)

enlightened indigenous minority capable of managing their own affairs, their attitude towards their own people in the backward areas cannot be one other than that of goodwill and genuine support as the people of New Guinea are now enjoying from the Australian administration.

The Council is now given to understand that the Administering Authority has set 1963 as the target date to bring the whole area of the Trust Territory of New Guinea under administration control. This is, of course, the second time that a target date is given. We believe that the Administering Authority in setting this target date must have taken into full account its past experiences. After having seen the conditions in New Guinea, as I have done, I would not ever come to urge this Council to impose unconditionally a target date regarding the extension of administrative control in that Territory. Nor would I question any target date to be set by the Administering Authority. All that really matters is that the opening up of new areas in New Guinea should not be done just for the sake of the extension of administration influence and control. Just as the Special Representative said the other day, the achievements cannot be measured in terms of square miles. We only hope that the process of the extension of control to the unopened areas will not divert the resources so much needed for the work of development in the established areas where continuous political growth and economic progress are imperative. The opening up of some backward areas can wait while the building of political capacity of the advanced indigenous minority should not be delayed. The area in New Guinea until now unpenetrated is certainly not half the Territory, as Mr. McCarthy seemed to have suggested to us.

Before I leave the political field, I would like to offer one brief observation with regard to the basic review of the whole function and structure of the Department of Native Affairs. We are very glad to know that the review had been completed and had resulted in the creation of separate Departments of Labour, of Trade and Industry and the reallocation of the functions of the Department of Civil Affairs. But we in this Council have some difficulty in appreciating the reasons why the time was not yet ripe for the abolition of the Department of Native Affairs. It would be more than a streamlining of the Territorial Administration's structure and functions if the remaining functions of the Department of Native Affairs were to become the part of duties of the

(Mr. Kiang, China)

Administrator. In the case of land disputes, which have so much to do with the Trust Territory's whole question of land tenure system, the overlapping and conflicting functions and authorities between the District Commissioner's office and the Department of Native Affairs have made an urgent decisive ruling on the spot almost impossible. Hence delay and confusion.

The Council has had another interesting discussion of land alienation during the questioning period. So far as we understand, under the present Administering Authority alienated land is made available to non-indigenous inhabitants only on a leasehold basis. As a whole the land policy of the Administering Authority is a sound one. The legitimate concern one should have about land alienation is that in the areas where the indigenous population is increasing at a rapid rate, their present and future needs of land should be amply provided for.

As to the customary forms of land which were described as "the terrible muddle" at Port Moresby, we hope that the Australian Administration would give its serious consideration to the suggestion that some intensive educational effort be made to bring home to the New Guinean people the necessity of change in the traditional land tenure system and land use in order to improve their future living. This kind of educational effort was made in some African countries like Tanganyika. I remember that I tried to draw the attention of the Australian Administering Authority to the example in Tanganyika when I first joined this Council. Again in 1959 my colleagues and I on the Visiting Mission urged both in New Guinea and Canberra that the Administering Authority would be well advised to profit from the experience and assistance of those who have dealt with the difficult problem of the traditional land tenure system elsewhere. May we hope that Mr. McCarthy will take up this matter with the Administration when he returns home. I believe the Special Representative is aware of the suggestions which the 1959 Visiting Mission made in its report to the Council.

(Mr. Kiang, China)

In the economic field the Trust Territory has made considerable headway during recent years. We are glad to note that the ~~production of copra,~~ cocoa and coffee has continued to rise and that the indigenous people have continued to share in increasing degrees in the development of these three main cash crops. Since agriculture is the dominant feature of the Territory's economy, its rapid development should be given the utmost attention. We are therefore happy to note that qualified agricultural officers in considerable numbers have been added to the staff of the Department of Agriculture. The work of the Division of Agricultural Extension Services is certainly praiseworthy. My delegation hopes that the Administering Authority will intensify its efforts to bring about a further diversification of the Territory's agricultural products.

My delegation welcomes the timely establishment of the separate Department of Trade and Industries in the Territory's Administration. This measure denotes that the Territory is now beginning to have a more diversified economy. We are glad to note that the number of factories rose from eighty-one to ninety during the year under review. We hope that this upward trend will continue in future years. We earnestly hope, too, that the Administering Authority will continue to look into the possibilities of establishing secondary industries in the Territory based on the Territory's primary products, taking into account the long-range interest of the Territory as well as the immediate economic value of these industries.

I believe that the Administering Authority is fully aware of the fact that a great deal has yet to be done to provide the Territory with a sound infrastructure for future economic development. Anyone who had visited New Guinea could not but leave with the feeling that in order to meet the desire of the people for material well-being and to sustain their enthusiasm for advancement the rate of economic progress must be accelerated.

In the field of labour, considerable progress has been made in the last two years. The setting up of a separate Department of Labour is a commendable step. We are also glad to note that an indigenous member has been appointed to the Native Employment Board since 1959. The minimum cash wage has also been raised. It is also worthy of note that the indigenous trade union movement has begun to take shape in New Guinea. I hope that the Administering Authority will continue to assist in the sound development of the trade unions.



In the field of public health, much progress has been achieved in recent years in the provision of hospital facilities and medical personnel in New Guinea. It is good to learn that the new Madang General Hospital was opened, the Wewak General Hospital will be completed later this year; and it has been possible finally to begin the construction of the General Hospital at Lae.

Eduction is the foundation of progress in the economic, social and political fields. Education is the most effective means of enabling the people of New Guinea -- and I use the words of the Special Representative -- "to shape their own future" and "to reach the goal of self-government". It is for this reason that my delegation has noted with satisfaction that the Administering Authority has recently given its increasing attention to the development of educational facilities and teacher-training, and particularly to the need to improve the standards of mission schools and to increase the number of Administration schools. It is gratifying to know that during the year under review there has been a significant increase in the number of indigenous pupils receiving education in secondary schools. We are certainly most encouraged to hear the news of the completion of the Rabaul High School and the intermediate school buildings at Kerevat, Utu, Madang and Lae, and the preparation of the designs for three teacher-training colleges.

However, the needs for educational facilities in the Territory are great. The indigenous population is eager to go to school. Yet more than half of the school-age population is denied the opportunity of education for lack of facilities. It was only Friday that Mr. Jubilee told us that the schools are crowded. He further told us that the local government councils of various places are helping in the development of schools in their respective communities. While we have noted the efforts made by the Administering Authority under its accelerated education development plan; we believe that it can do more to provide the Territory with adequately trained teachers and with schools. We are somewhat concerned to note that the rate of increase in the Department of Education expenditure has slowed down. There was also a decrease in the proportion of total government expenditure devoted to education between the years 1958-1959 and 1959-1960. We hope that a considerable increase in the expenditure on education will be made in future years in order to meet the need for developing education in the Trust Territory.



(Mr. Kiang, China)

Before concluding, I wish to thank the representative of Australia and the Special Representative for their co-operation in assisting the Trusteeship Council in its consideration of conditions in New Guinea. We are also very grateful to the representatives of UNESCO and the WHO for their observations. I am sure that the Special Representative will take note of those observations and that in the very near future we shall hear comments on them from the Special Representative, particularly on the question raised by the representative of the WHO.

Mr. THOM (United Kingdom): The mission which is being undertaken by the Government of the Commonwealth of Australia in New Guinea is unique in the Trusteeship field. Over a period of years, amounting in historical terms to no more than a brief moment of time, the Administration has undertaken the task of moulding a modern democratic community out of many hundreds of scattered groups of people who, before the period of Australian penetration, had virtually no contact with their neighbours other than war. This task has been pressed forward under the additional handicap of what is almost the most difficult terrain in the world. Dense forest, high mountains, turbulent rivers that can be navigated hardly at all and crossed only with difficulty constitute a communications nightmare. Much of the careful work done up till 1941 vanished under the ravages of war, and in almost all directions a new beginning has had to be made over the last fifteen years.

For my delegation the essential nature of the problems that have had to be surmounted and of the real achievement for which the Administration may claim credit was thrown into sharp relief by two presentations that we have had at the present session.

The first was Mr. McCarthy's graphic account of what it means in physical terms to make the first contact with some of the isolated tribes of the interior. This is slow work, demanding from the agents of government the ultimate in patience and understanding. It is moreover, wishful thinking for us to imagine that the transition from fear and hostility to peaceful membership of a wider community could be made without an immense amount of effort.

The second was the film that was shown to us the other day, the real significance of which lay not only in the accession of a few prominent men to the

(Mr. Thom, United Kingdom)

Territory's Legislative Council. Essentially what we saw in this sensitively produced documentary was a relaxation of the age-old tension between isolated groups of people and the gradual realisation of what association on equal terms between all the peoples of the Territory can mean. This, I think, is the real index of what is being achieved in New Guinea, and my delegation is glad that the Administering Authority, which has given men and treasure without stint in recent years, is beginning to see the success of its policy.

I should now like to make a few comments on some of the developments which have occurred in the Territory during the past year and which seem to my delegation to be noteworthy. We were impressed to hear that the Administration was able to bring more than 2,000 square miles of territory under administrative control during the year, compared with about 500 square miles in the previous year. My delegation considers that this is a very satisfactory response to the recommendation made at the twenty-sixth session that the rate of progress in this direction should be accelerated. The Administration has also produced a bold programme for the completion of patrol penetration by the end of 1963, as far as the remaining unadministered areas are concerned. We hope that it will be possible to attain this target. But of course the real work comes after the area has been opened up, and it would be idle for us to imagine that the new areas will not require several years of patient attention in all fields of government before the mantle of civilization covers the whole area.

(Mr. Thom, United Kingdom)

The measures taken by the administration to increase indigenous representation in the Legislative Council afford my delegation great satisfaction. The existence of an unofficial majority containing eight indigenous representatives from the Trust Territory is of special value at the present stage of political development. The Administration will derive great benefit from the advice and counsel voiced at first hand by the representatives of the people and, for their part, those representatives will be doing their people a great service by passing back to them knowledge and information about how the Government works, and what it does. This is a major achievement. We saw from the election film how much patient work went into the pre-electoral meetings. To persuade all those who attended these meetings on behalf of their own areas that one man from amongst them could possibly represent them all was a notable feat in persuasion. We were particularly pleased to hear from the Special Representative that the Administration realizes how vital it will be to consolidate this step by ensuring that the indigenous members, both elected and nominated, have every opportunity to make contact between meetings of the Legislative Council with as many of the people they represent as possible. Only in this way can the delicate shoot now rising above ground turn into a sturdy plant and the people see that the man who represents them, and who is for most of them a member of a stranger tribe, is acting on their behalf. We note that in between four and five years from now the composition of the Legislative Body should be reviewed and the possibility of a common electoral roll be considered. We think that this timing is reasonable. By 1964 or 1965 administrative control should be complete over the Territory; there will be new District Councils and existing ones will be more active and more widely appreciated as local popular fora. We do not think it will be wise to consider major changes too soon. A careful beginning always yields dividends and it will now be much easier for the Administration to assess popular feelings on the proper speed of advance through the unofficial representatives on the reconstituted council.

(Mr. Thom, United Kingdom)

To match the striking advance that has been achieved on the wider political front, the Administration has succeeded in bringing to life nine more local government councils during the year. This is a most satisfactory development in the light of the Council's recommendation at its twenty-sixth session that the political advancement of the inhabitants should be promoted at local, regional and territorial levels simultaneously. We note also that surveys are to be carried out for the establishment of councils in the New Ireland, Sepik, Morobe and Western Highlands districts. My delegation is glad to note that the Administration held a second conference of representatives of all the councils at Vunadadia in November last, as recommended by the Council at its last session. The agenda of the Vunadadia Conference, which the Special Representative gave us in some detail the other day, was most comprehensive and covered many of the most prominent aspects of the Territory's life. It would be, I think, hard to over-estimate the part that these annual conferences can play in fostering a sense of political and national awareness. We note from the reply given by the Special Representative to a recent question that it should be possible for unofficial members of the Legislative Council to attend these conferences in future. We will await with interest the results of the attention that the Administration is already giving to the possible forms of regional and sub-regional groupings of district councils which might be developed, since it is our belief that the growth of healthy political awareness at territorial level will be assisted by regular meetings on the Vunadadia pattern as well as by meetings at a more manageable regional level.

My delegation considers that these ~~district councils~~ have a most important role to play as nurseries for political awareness and responsibility. In this connexion we note that the revenue of the existing councils has now reached approximately £100,000 of which four-fifths consists of locally raised tax. We welcome the Administration's interest in enabling councils to raise local revenue in other ways, and hope that consideration of this aspect of community development will play an important part in the curriculum of the local Government training schools at Raboul and Madang. Learning how to raise and spend public money is as valuable a part of political education as may be got, and the only real way to learn it is to do it.



(Mr. Thom, United Kingdom)

My delegation welcomes the possibility that New Guineans may soon be able to achieve advancement in the Public Service by being considered for entry to third division posts, and also that seven indigenous cadets from the Territory are undergoing training to prepare them for commissioned police rank. We note with satisfaction that the Administration is devoting careful attention to the problem of increasing the number of indigenous persons in the higher ranks of the Service. Growing political consciousness and the sense of territorial unity which the Administration is trying particularly to foster are bound to be reflected in a growing desire on the part of the indigenous people to play a larger part in the Public Service.

Obviously in the special circumstances of New Guinea this training programme is in its infancy, and rapid progress must depend ultimately on the attainment of an adequate rate of secondary school leavers. But experience elsewhere suggests that to meet an inevitable and growing demand by the people of the Territory to have a larger share in the Public Service it is necessary to initiate special measures at an early stage. The establishment of the new agricultural and forestry schools at Vudal and Bulolo respectively seems to my delegation to be a most important development. We will be interested to hear of their progress at the next session. It seems to us that New Guinea's future economic progress will be bound up to a great extent with these two primary industries and it is fitting that indigenous persons should be trained to take a full share in them at an early stage. While on the subject, my delegation hopes that it will be possible for the Public Service Commission to keep in close touch with those New Guineans who are undergoing higher education in Australia with a view to considering them for suitable posts in the high rank of the civil service on their return.

In the economic field, the substantial rise in exports achieved during the period reviewed by the twenty-sixth session of the Council has been repeated during the year now under review. The value of exports rose from approximately twelve and a half million pounds to nearly fifteen million pounds. Imports on the other hand rose by approximately £200,000 to roughly twelve and a half million pounds, and we feel that this favourable balance of trade is most satisfactory. As a measure of the way in which the Territory's economy has



(Mr. Thom, United Kingdom)

recovered since the end of the war, it is worth recalling that in 1948/49 imports which then stood at just under £4,000,000 exceeded exports by about £800,000. Thus the eleven years since 1949 the value of exports has risen by nearly five times and the value of imports by only three times.

We welcome the Administration's undertaking to take advantage of financial and technical help from United Nations sources. There is still a great deal to do in the Territory and additional assistance from any outside source may be of immense value, particularly if it helps to raise local productivity and to narrow the gap between Territorial revenue and what appears on the expenditure side of the budget. One possibility that occurs to us concerns the report on page 86 of the annual report about the work of the Geological Survey based on Wau. This careful work is achieving good results, but it occurs to us that there might be merit in a wider territorial survey aiming at more complete coverage of the geological map. Obviously there must be a limit to what two geologists can achieve, but in this direction international assistance by making other staff available, might well be able to make a substantial contribution to the Territory's economic future.

Another point that has attracted our attention on the economic side was brought out in the exchanges between the Special Representative and the representative of India on the question of the establishment of a local sugar industry. We think that this idea is most interesting and that the Administration is right to explore all sources of information before undertaking any capital commitments. There may be room for a limited production mill as suggested by the representative of India; there may be room for small-scale crushers which can be run commercially by co-operative societies; in any case, we look forward to hearing the results of the Administration's research in due course.

Again, on the subject of secondary industry, we note from the trade figures for the year that very striking advances have been achieved in the value of processed timber products which were exported. Taken as a whole, the timber industry now seems to fill the second place after copra and the other coconut products and there would seem to be a very bright future before it. Timber supplies, on the basis of the available information, are extensive and with the improvement in road communications to be expected within the next few years, it should be possible substantially to increase the proportion available for processing whether it be for plywood or veneer, or as normal sawn lumber.

(Mr. Thom, United Kingdom)

This is a field of activity which offers scope for small businesses not requiring very much in the way of mechanical aids. There is apparently large market for these products in Australia, and improving standards of building construction in the Territory should create a rapidly expanding domestic market as well. It seems to my delegation that the new Department of Trade and Industry might find this field a fruitful one for the development of indigenous enterprise.

Indigenous production of cocoa and ~~coffee~~ have risen substantially during the year under review, and my delegation welcomes this evidence that diversification of the economy is going ahead. We shall be interested to hear next year whether the economic survey of the coffee industry carried out by the Australian Bureau of Agricultural Economics in 1960 results in a decision to set up a marketing-board type of agency to handle sales of this crop abroad. In this connexion, we were glad to note that the Copra Marketing Board was able, despite a fall in world prices, to maintain the initial delivery price to producers throughout the year, and also that an indigenous member has now been appointed to the Board.

This progress in the agricultural field reflects more intensive extension work in conformity with the Council's recommendation at its twenty-sixth session. We note from the Special Representative's opening statement that the Administration has been able to appoint twenty-four more professionally qualified officers to the districts during the year ending 31 March 1961. This action, and the decision to use some of these staff on concentrated local schemes aimed at diversifying cash agriculture and helping solve the attendant marketing problems -- I refer in particular to the Asaro-Bena project -- seem to us timely and imaginative.

We were glad to see from the annual report that the Administration livestock stations have started supplying selected indigenous farmers with cattle and that the introduction of a specially fitted ship will enable larger imports of beef cattle into the Territory. The total of cattle now in the Territory -- at least, at the last census reported -- is only about 12,000 head, and the Administration's proposals to increase this number are commendable in view of a shortage of protein in some areas. It may be possible, although of course this is something that can

only be worked out by experts on the spot, to do something to encourage mixed farming among those indigenous farmers who are devoting more of their attention to plough crops such as groundnuts.

While on the subject of land use, I should like to say a little about the question of land tenure and alienation. The leases granted during the year under review totalled about 11,000 acres. This does not seem to us to be a disproportionately large area in the light of the Administration's undertaking that no alienation occurred without the most careful inquiry among the indigenous users or unless the Administration was convinced that the land was not required by the population of the area in the foreseeable future. In addition to these 11,000 acres, it is interesting to see that over 2,000 acres, which had been alienated at an earlier date, have been leased to three local government councils, which are, of course, under indigenous control. This seems to us a most healthy trend and suggests that the Administration's new policy with regard to leasehold titles is being welcomed by the people themselves.

As far as non-indigenous leases are concerned, the majority of the title holders are undoubtedly playing a large part in the development of the Territory's primary economy, and we have had evidence, both last year and at the current session, that very often indigenous farmers have asked the Administration to encourage non-indigenous settlement as a stimulus to the local agricultural economy. Obviously these people, who put large sums into the initial development of their land, must have some guarantee that they will be able to nourish their investment in relative security, and 99-year leases do not in most cases seem to us too long for this purpose. As far as my delegation can see, alienation is not indiscriminate, but is being made with caution and in the best interests of the inhabitants.

Turning now to the question of the programme of public works being carried out in the Territory, I would like to say that my delegation shares the view, voiced this morning by the representative of New Zealand, that it is clear that the people of New Guinea fully realize the value to them of a progressive extension of the roads network. We welcome the Special Representative's statement that the Administration is alive to the need for further progress in this direction. It seems to us that much of the country's future prosperity is tied up

(Mr. Thom, United Kingdom)

with this question. Almost invariably, agricultural production in a newly linked area gets a tremendous fillip as soon as it is possible to carry produce to the markets economically and in bulk. The new Mount Hagen road seems to be a good example of what can be done by the Administration acting as a sort of benevolent contractor, putting in the bridging with professional staff and employing on a wage basis, the local population for the work on the roadbed itself. We will be interested in the future to hear more details of this sort of work, which is exactly the combination of local enthusiasm and governmental help that a new country needs.

My delegation was gratified to hear that the Administration succeeded in opening Madang General Hospital in April, that the sister institution at Wewak will be opened later in the year, and that a third new hospital is to be built soon at Iae. These are very large institutions and the Administration is to be congratulated on being able to bring them all into existence at dates so close to each other. We hope that the training of indigenous personnel, whether at the Suva school, or locally at Rabaul and Port Moresby, will be fast enough to provide a high proportion of indigenous staff for them.

The last substantial question on which my delegation wishes to comment is that of education. Here the Administration is facing tremendous problems, and we are gratified to note some of the steps being taken to meet them: firstly, the appointment of an indigenous teacher to the Education Advisory Board; secondly, the establishment of the training centre for indigenous teachers at Rabaul, in pursuance of a recommendation of the Council at its twenty-sixth session. This is a major step forward, and we wish all success to these men, and to those others from the Trust Territory doing teacher training courses at Goroka and Port Moresby, in the rewarding work they have chosen. The number of teacher trainees in 1958-59 was 37; by mid-1960 the total was 193. This, we think, is a fair earnest of the Administering Authority's intention to spread English-language primary education throughout the controlled areas.

The streaming, if that is the right word, of primary school leavers into further education is a most technical matter and I venture into it with diffidence. But, if my understanding is correct, the successful pupil can either go on to an indigenous secondary school, to an integrated high school, or to an intermediate



school which takes him up to Standard 9. The first and second categories differ academically in the final examination the pupils take, but the intention -- and this seems to us to be on the right lines -- is for all secondary schools to follow the example of the integrated high school at Rabaul and aim at the New South Wales public examinations.

We are gratified to note that the Rabaul School is now in full operation. The Administering Authority has declared that it aims to provide secondary education for all who are capable of profiting from it, and we welcome this declaration. The number of children now attending primary school is very large indeed and will, with the expanded programme of teacher training now in hand, mushroom to a great extent in the next few years. It may be that for a time the impact of primary education will be limited; it will confer the English language, some understanding of the outside world, the ability to do sums and the rudiments of a sense of community. But many factors may combine for a time to keep the number of those able and willing to go on to higher education low -- parental scepticism, family or tribal pressure, perhaps a failure to realize that the world is every child's oyster.

But this is a passing phase and the Administration is right to shape its thinking towards a major expansion in secondary education within a very few years. Nothing could be more healthy. The speed of political advance, improved communications and a higher standard of living are bound to produce a sense of national community. One result of this will be a rising indigenous demand for higher education and a larger share of the upper posts in the civil service in commerce.



(Mr. Thom, United Kingdom)

We note with pleasure that the Administration is planning a further secondary school at Lae, that it has increased technical training schools from two to five and intermediate schools from ten to twelve. No doubt it will plan other secondary schools in the near future, to absorb the output of the expanding primary system and eventually to furnish students for the projected university at Port Moresby.

A great deal of solid work has been put into the Trust Territory during the year. Many problems continue to face the Administration and we have indicated in our intervention some of those which we consider to have a high priority. But it is clear to my delegation that the Administering Authority is doing its utmost to help the people of the Territory towards the political, economic, social and educational goals set by the Council. We would like to take this opportunity to thank their representatives here for the massive information they have given in all fields and for the courteous way supplementary information has been given by Mr. McCarthy in response to the many questions put to him, as well as by Mr. Jubilee, whose talk on education in his area last week gave us such pleasure.

Mr. MONTERO de VARGAS (Paraguay)(interpretation from Spanish): My delegation has been greatly interested in examining the report submitted by the Administering Authority concerning the Territory of New Guinea. We have also heard and analysed the report given by Mr. McCarthy, the Special Representative an excellent and exhaustive presentation, in three parts, concerning the work being done in New Guinea. We have also followed with the greatest interest the questions asked and the replies given with regard to all aspects of the development of the Trust Territory, and with equal interest have attended the showing of the film on the activities of the Administering Authority, learning how the district councils operate, and so forth. My delegation is very grateful to the Administering Authority for their having provided us with such valuable documentation. I refer especially to the report which we have before us today. We are also grateful to Mr. McCarthy, the Special Representative, for his additional information, presented in three sections, and for the very fine replies which he has so willingly and so forthrightly given to our questions. This

(Mr. Montero de Vargas, Paraguay)

latter aspect of his interventions we especially wish to emphasize. My delegation also wishes to say how gratified we are that Mr. Jubilee was present here as a representative of the people of his Territory. They have thus for the first time been present and participated in our work. Mr. Jubilee's participation as an advisor to the Special Representative is a very fine indication that the people are taking an interest in the work of this Council. This procedure adopted by the Administering Authority is a reflection of the concern and of the hope voiced in past years by my colleagues on this Council and by my delegation as well.

We wish to indicate, in the first place, that progress in the Territory of New Guinea has been, as in previous years, continuous. A great effort is being made by the Administering Authority, and it is only fair to bring this out. However, in this same spirit of objective evaluation, we cannot fail to note that the general and continuing effort being made by the Administering Authority is, from the point of view of time, somewhat slow, and in spite of our goodwill we nevertheless feel some concern over it. We ventured to point this out last year, and once again we do the same. The world atmosphere in which both the individual and all of humanity live demands a feeling of orientation, of working, assisting and collaborating energetically and dynamically. The preparation of the people of a Trust Territory to enable them later to decide their destiny is a very heavy responsibility and we fully appreciate it. But such a responsibility demands an accelerated programme, and it is here that we feel disappointment in the case of New Guinea. The Administering Authority is working constantly -- and we repeat this -- in the Trust Territory, but for various reasons this effort is expended in a programme involving stages which are too slow. Let us take, for instance, the control programme for the whole Territory. The report tells us that, according to the regular programme as drawn up by the Administering Authority, not before 1955 will it be possible, by patrols, to bring the whole of the Territory under administrative control, thereby enabling the Administration to proceed in all areas with its programmes. This is a matter of concern to my delegation. The Special Representative himself stated that the penetration or control programme is a regular programme, that is to say that it is not a task which is envisaged as involving an intensive or extraordinary programme. My delegation regrets that this penetration and control programme

(Mr. Montero de Vargas, Paraguay)

cannot be speeded up. We honestly believe that after so many years of Trusteeship, in spite of the difficulties which might be pointed out, the Territory does not show a satisfactory situation in this very important aspect of administrative control. Political, economic and social aspects as well are involved, since necessarily this lack of total control will have an effect upon the programmes drawn up by the Administering Authority.

There is one further aspect which we wish to bring out and which we believe to be of some urgency, namely, the question of the work to be undertaken, as Council members will realize, so that the population of the Trust Territory may have some common official name. Up to the present time this has not been the case. Having such a common designation would help the people of New Guinea to an awareness of their own destiny when they finally are in a position to decide upon the type of government they wish.

(Mr. Montero de Vargas, Paraguay)

At the present time, this awareness of belonging to a unit of people does not exist. The Report itself and the statements of the Special Representative have made known this situation. We feel that this is disadvantageous to the future of the people of the Territory. The delay in developing this awareness of a common destiny could constitute a grave and difficult problem in the future. We hope, therefore, that the Administering Authority will display an urgent interest in this matter and plan some orientation on these lines, which might indeed be included in the general political, economic and social programmes for the training and preparation of the people of the Territory.

A further aspect of this same problem of unity or of a common destiny of the people is the question of political activities within the Territory. On page 38 of the annual report it is stated that there are no political organizations in the Territory. The Special Representative has told us that there is a movement for the consolidation of a political party and that this was evident at the last elections of indigenous people to political posts. We hope that this movement will gain momentum in the coming years. Measures introduced by the Administering Authority with regard to modification and integration of the Legislative Council and the question of taxation constitute a good beginning towards greater participation by the indigenous inhabitants in the affairs of the Territory.

The increase in the number of indigenous members of the Legislative Council is a matter of great satisfaction to my delegation. We should ~~also like to~~ express our pleasure in the establishment of various District Councils and the growing interest of the Administering Authority in the establishment of further District Councils in those areas where the population is becoming increasingly interested in co-operating.

I now come to the economic field. We are pleased to note that the development programmes are being executed in an excellent manner. From the information available to us we have been able to form a favourable opinion of the activities of the Administering Authority in this regard. Here I might say that in certain production indices it would be advantageous to seek greater industrialization -- for example, in the production of sugar. However, we accept the statement of the Special Representative concerning economic problems which,

(Mr. Montero de Vargas, Paraguay)

for the time being, prevent greater industrialization as regards sugar; but, on the other hand, we think that the imports for domestic consumption in the Territory are very high, especially the import of sugar products. We hope that, when circumstances allow, these imports will decrease to the benefit of the greater industrialization of sugar products.

Road-building projects, with the support and co-operation of the population, have proved this year to be quite satisfactory. The interest displayed by the Administering Authority should be accepted as proof that future road-building activities will be undertaken. This is very important for the gradual progress of the Territory.

In the field of education, the annual report and the statements of the Special Representative have provided us with an effective picture of the primary and secondary levels of education, but greater emphasis should be laid upon higher education. We hope that the Administering Authority will put more stress on this particular matter and that the indigenous inhabitants will realize the advantages of obtaining university diplomas. At the present time, according to the statements of the Special Representative, there is only one professional officer in the Territory with a university diploma. This situation must be corrected both in the interest of the Administering Authority and of the Territory itself.

In the field of health and the Administration programmes connected with it, we would venture to say, as we have on previous occasions, that there should be an adequate and energetic programme to combat malnutrition and malaria.

In conclusion, my delegation would like to say that, in general, we are quite satisfied with the work of the Administering Authority in New Guinea.

Mr. VAN USSEL (Belgium) (interpretation from French): On behalf of my delegation I wish to pay a sincere tribute to Mr. McCarthy, the Special Representative of the Administering Authority, for the explanations and information which he has provided so courteously to the members of the Council regarding the political, social, economic and cultural development of the Trust Territory of New Guinea. In addition, the Council had been able to examine the detailed report of the Administering Authority.



(Mr. Van Ussel, Belgium)

When one places the numerous elements of information which we have obtained on the political emancipation, social progress, the raising of the standard of living and the cultural development of the Territory in their proper context, it must be recognized objectively that the Administering Authority has spared no effort to enable the population of New Guinea to progress from their primitive isolation and to put an end to tribal hostility, as well as to introduce the people of New Guinea into the family of peoples, thereby enabling them to participate in modern civilized life. Moreover, the detailed statement which the Special Representative has made regarding the various measures adopted in the political field is an indication of the resolute goodwill of the Administering Authority towards associating an increasing number of indigenous inhabitants with political responsibilities, thereby leading the population towards self-determination.

(Mr. van Ussel, Belgium)

On several occasions Mr. McCarthy has repeated in the Council that the ultimate objective of the Administering Authority is to bring the population to the stage where it can govern itself and determine its own future. Frequent references have been made here to the principles set forth in resolution 1514 (XV) on decolonization. It was well before 15 December 1960 when the Papua and New Guinea Act decreed the political reforms necessary, which will make it possible for self-determination to be achieved. The changes made in the legislative and administrative councils and the increase in the number of local administrative councils and district advisory councils are concrete measures the effect of which will be to strengthen the sense of political responsibility of the indigenous inhabitants and to familiarize them with the numerous problems involved in managing state affairs.

The information supplied by the Special Representative on the work of the second conference of local administrative councils in November 1960 contained indications of the problems considered by members of the councils. Of course, taken out of their context, these measures might be deemed inadequate and not very revolutionary; but, looked at with objectivity and a sense of reality and even of relativity, the political changes made by the Administering Authority must be appreciated by the Council in the light of the actual situation in the Territory of New Guinea.

The Administration must not only overcome geographic obstacles but it must also take into account numerous difficulties such as ethnic differences, the techniques for dealing with great distances, linguistic differences and other factors. A linguist of the Australian National University has noted the existence of seven hundred spoken languages. On the other hand, numerous areas of the Territory with several hundred thousand inhabitants are at present outside the effective control of the Administration. My delegation expresses the hope that the objectives which the Administering Authority has set itself, which is to have the whole of the Territory completely under control in 1963, will be achieved. Indeed, this is an essential condition which will make it possible to hasten the process of self-determination. As a matter of fact, I believe that it is with this time factor in mind that we must regard the assurances given by the Special Representative when he stated that when the

(Mr. van Ussel, Belgium)

time came the population of New Guinea and Papua would determine the form of government it wished to adopt and it would do so clearly and on the basis of its own attitudes.

My delegation has noted with satisfaction that an electoral college will be created in the near future. On the other hand, the mission of the Administering Authority should be to organize sufficiently large bodies all over the country; it should apply itself to stressing unifying lines rather than local differences. Although tribal antagonisms might arise, the law of interdependence imposed by modern civilization requires the establishment of groupings which are frequently of an essentially technical nature. It is from this viewpoint that my delegation follows with interest the existing administrative union between New Guinea and Papua. But this imperative calls for elements of unification, the most important of which is the linguistic factor. My delegation hopes that the efforts undertaken by the Administering Authority towards linguistic unification and the dissemination of a widely spoken language will ultimately prove fruitful. A common language is not only a rallying point for such diversified populations but may eliminate one of the main obstacles in the way of the functioning of the institutions set up by the Administering Authority.

My delegation has learnt with interest of the work of the Administering Authority in the field of the administrative training of the indigenous inhabitants. We earnestly hope that the civil service institute might broaden its field of activity so that an increasingly large number of students might be enabled to acquire suitable training.

The extension of administrative control over the whole of the Territory, which is envisaged for 1965, should have as its corollary the creation of a corps of indigenous officials capable of carrying out the administrative functions in regions where there is at present no administration. Moreover, the development of a system of scholarships in Australia should also contribute to the formation of an administrative infrastructure. On the other hand, the judicial system and the increasing use of indigenous inhabitants in that area would also tend to foster self-determination.

(Mr. van Ussel, Belgium)

On the economic level, the Council has heard explanations with regard to the land tenure system and the subsidy system, designed to improve the economic development of the Territory. My delegation wishes to reaffirm its confidence that the Administering Authority will carry out a programme of public works and investments which will be in step with the extension of effective administrative control over the whole of the Territory envisaged for 1963.

The generosity with which the Australian Government is assuming the responsibility that it has of leading New Guinea along the path of progress must be stressed and appreciated. The amount of the subsidies granted by Australia to the budget of the Territory is the best proof of the fact that the accusations of exploitation made by some are unfounded. As I said earlier, my delegation is fully aware of the great obstacles confronted by the Administering Authority in New Guinea and Papua. The recent political measures designed to achieve self-determination constitute the governing factor in the line which the Administering Authority is following in the Trust Territory.

Belgium reiterates its confidence in the political wisdom and resourcefulness of the Australian Government, which once again has proved how devoted and how conscientious it is in fulfilling the civilizing mission entrusted to it by the United Nations.



## AGENDA ITEM 2

## REPORT OF THE SECRETARY-GENERAL ON CREDENTIALS (T/1570)

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): With regard to the report of the Secretary-General on the credentials of representatives in the Trusteeship Council (T/1570), the Soviet delegation feels obliged to point out that in this report, under the heading of "China", are mentioned the names of persons who have no right whatsoever to represent China. There are mentioned the names of three self-styled representatives who are trying to usurp the right to represent China in the Trusteeship Council. The Soviet delegation does not recognize the credentials of these private individuals and wishes to state that the only legitimate representatives of China in the Trusteeship Council and in all other organs of the United Nations can be representatives appointed by the central Government of the Chinese People's Republic.

In this connexion, the Soviet delegation will abstain from voting on the report on credentials as a whole when it is put to the vote.

Mr. KIANG (China): I merely wish to place on record that the Government of the Republic of China, which I have the honour to represent here in this Council, is the only freely and legitimately constituted Government of China and it alone can speak for the Chinese people in the United Nations.

Mr. BINGHAM (United States of America): I should also like to state for the record, since the Soviet delegation has raised the issue, that my Government takes the position that the Government of the Republic of China and only the Government of the Republic of China is entitled to representation in this and in other United Nations bodies.

Mr. MONTERO DE VARGAS (Paraguay)(interpretation from Spanish): My delegation also wishes to state for the record that the only Government which Paraguay recognizes is the Government of the Republic of China. We therefore believe that in this Council China is duly and properly represented.

The PRESIDENT: As there are no other comments, I should like to put to the vote the "Report of the Secretary-General on Credentials" contained in document T/1570.

The report was adopted by 12 votes to none, with one abstention.

Mr. RASGOERA (India): We voted in support of the report on credentials because the credentials involved are in respect of more than one member whose credentials are subject to question. But I should like to say that the Government of India recognizes only the Central People's Government of the People's Republic of China as the Government of China, and we consider that that Government alone is competent to accredit representatives to the Trusteeship Council, as indeed to other organs of the United Nations and the General Assembly. Our positive vote in support of the report on credentials should be taken subject to that reservation.

Mr. ABDEL WAHAB (United Arab Republic): My Government recognizes only the Central People's Government of the People's Republic of China as the Government of that country, and it considers that that Government is legitimately entitled to be represented in the organs of the United Nations. My delegation's affirmative vote for the report is therefore subject to this reservation.

U AUNG THANT (Burma): My delegation voted for the adoption of the report contained in document T/1570. The position of my delegation in regard to the question of the representation of China in this organ and for that matter in any other organ of the United Nations is well known. The Government of the Union of Burma recognizes the Central People's Government of the People's Republic of China as the only legal Government of China. Therefore, the fact that my delegation voted for the adoption of the Secretary-General's report on credentials, contained in document T/1570 should not be misconstrued as supporting all the implications contained therein. Subject to this reservation, my delegation voted for the adoption of the Secretary-General's report on credentials.

The PRESIDENT: Before adjourning the meeting, I feel that I must appeal to the members of the Council to be more punctual. This morning, as we all know, we waited for three quarters of an hour before a quorum was present. I am trying, with the co-operation of course of the members of the Council, to keep up with the tentative timetable which was approved by the Council itself, and we are already a day behind schedule. There are still members which wish to speak in the general debate on New Guinea -- I hope they are ready -- and I suggest that the Council hold two meetings tomorrow so that we can start with our examination of conditions in the Pacific Islands tomorrow afternoon.

As there are no objections, the Council will meet at 10.30 a.m. and at 3 p.m. tomorrow.

The meeting rose at 4.55 p.m.