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INFORMATION FROM NON-SELF-GOVERNING TERRITORIES:
SUMMARY AND ANALYSIS OF INFORMATION TRANSMITTED
UNDER ARTICLE 73 e OF THE CHARTER. REPORT OF
THE SECRETARY-GENERAL

Pacific Territories

NETHERLANDS NEW GUINEA^{1/}

^{1/} In accordance with General Assembly resolution 1332 (XIII) this summary is also submitted to the Committee on Information from Non-Self-Governing Territories.

NOTE: The following symbols are used:

Three dots (...)	data not available
Dash (-)	magnitude nil or negligible
Slash 1948/1949	crop or financial year
Hyphen 1948-1949	annual average

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GENERAL INFORMATION

The island of New Guinea is situated in the South Pacific, and separated to the south from the Australian continent by the Arafura Sea and the Torres Strait. The western half of the island is administered by the Netherlands. The Territory, including adjacent islands, covers about 412,781 square kilometres (160,618 square miles); it extends over 1,200 kilometres (746 miles) from east to west, and at its widest point, over 700 kilometres (435 miles) from north to south.

Large massives in the interior, with mountains rising over 5,000 metres (over 16,500 feet) run in an east-west direction, which accounts for the Territory's inaccessibility from the coast, where extensive swamp areas, particularly in the south, form additional obstacles to penetration. The climate is hot and humid.

The natural resources have not been fully explored. In general, the soil is not considered fertile, although areas suitable for agricultural enterprises are known to exist. Extensive forests cover the interior and the swamp areas. Several minerals in commercial quantities have been discovered, of which only oil was exploited during the period under review.

The seat of government is Hollandia, situated on the north coast near the border with the Trust Territory of New Guinea.

The indigenous inhabitants are Papuans. Mixed people of the Melanesian type are found only on the north and north-west coast, but the Papuan element prevails there as well. In general, the Papuans live in the coastal areas and plains in small widely scattered villages and hamlets; settlements of less than 500 inhabitants - often less than 100 - being the most common; a sub-race with pygmoid characteristics dwells in the mountains.

On the whole, the Territory is sparsely peopled; it has an estimated population density of two per square kilometre (or five per square mile). In a few interior areas (the Wissel Lakes and the Baliem Valley), concentrations of people have been found. The Papuan languages are split into hundreds of tongues, each spoken by a few thousand, in some cases by only a few hundred people. These limited language areas reflect the isolation in which, for centuries, numerous small groups continued to exist. The material culture of

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these isolated groups, although in general simple and undeveloped, varies greatly. The stone-axe is still in use in areas where contact has not been established. In that part of the Territory where regular administration has been introduced, the traditional Papuan culture is being replaced by new ways, partly under influence of mission activities. The family has remained, however, the basic social and economic unit.

No accurate population estimates are available as a number of interior areas in the divisions of South New Guinea, Hollandia and the Central Highlands have not yet been brought under regular administration. The most recent estimate gives a total population figure of 700,000; by the end of 1957, almost half this number lived under regular administration and had been registered.

Population under regular administration

	<u>1949</u> (estimates)	<u>1953</u> (31 December)	<u>1957</u> (31 December)
Papuans	250,000	262,609 ^{a/}	340,450 ^{a/}
Europeans	5,000	13,240	16,689
Asians	10,000	15,059	17,199

^{a/} Number of registered Papuans.

Comparative data on vital statistics are not available.

GOVERNMENT

The Netherlands officially took possession of that part of the island of New Guinea situated west of 141 degrees longitude by a proclamation of 1828. Administrative posts were not established until 1898; subsequently the administration was extended over the more accessible areas of the country. The greater part of these areas was occupied by Japanese forces during the Second World War and after the independence of Indonesia at the end of 1949 the Netherlands instituted a separate government for the Territory.^{2/} The form

^{2/} This report therefore covers the period 1950 to 1957, inclusive.

of government was provisionally established by a Decree for the Regulation of the Administration of 1949. This regulation, with certain modifications, was confirmed by law in 1955.

The Papuan inhabitants have generally the status of Netherlands subjects, and those of Netherlands descent are Netherlands citizens. The central organ of government is the Governor who is appointed by the Crown (i.e. the Queen of the Netherlands on the recommendation of her Ministers). He is responsible to the Crown through the Minister of Overseas Affairs in the Netherlands. The Governor is assisted in his executive functions by the usual departments of administration and certain offices, among which is an office of Native Affairs, established in 1951 as an anthropological, linguistic, and socio-economic research institute and advisory body to other departments. For the legislative aspects of his work, the Governor is assisted by the Council of Heads of Departments; it consisted in 1957 of eight ordinary, ex-officio members and the Attorney General and the Commanding Officer of the Territorial Naval Forces as extraordinary members. This Council has to be consulted with regard to all draft ordinances, budgets, and general administrative measures, as well as all other questions of an important nature. The Council also exercises the functions of the New Guinea Council which is envisaged in the Decree for the Regulation of the Administration, but has not yet been established. This means that territorial ordinances require the concurrence of the Council of Department Heads, until such time as the New Guinea Council can take over this responsibility.

The New Guinea Council, designed as a representative organ, has not yet been set up as it has not been possible to develop a suitable electoral system and as the indigenous members to be elected have not had sufficient opportunity to gain experience in the work of local or other representative bodies. To provide this experience, attempts have been made to establish advisory councils for specifically indigenous interests. In 1951, three of these councils were created, one for each administrative division then in existence. The members were appointed by the Governor and the majority in each council consisted of Papuan representatives. As the interest shown by most members of these councils in region-wide problems did not meet expectations, this policy was modified and a beginning was made in establishing advisory councils of a more local character for smaller areas. Five such local advisory councils came into existence in

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1955; three were urban councils (Hollandia, Sorong-Doom and Manokwari) and the other two rural councils (Biak Island and Japen Island). These councils have a maximum of sixteen members, appointed by the Governor for two years. They are intended to become autonomous bodies at a later stage; the rural councils, which have an indigenous majority, received the specific task of preparing the organization of village government in their areas. In a few instances, unofficial councils have been set up in recent years, and the need to provide these with a legal basis has recently been felt.

A functional advisory body was established in 1950 consisting of representatives of missions and other experts, under the name of Council for Native Education, which has rendered advice on a range of problems affecting the well-being of the Papuan inhabitants as a whole, such as questions of urbanization, development plans, the co-operative movement and similar questions. Since 1956, the Council has been reorganized and its functions are now limited to problems specifically related to the field of education.

For administrative purposes, the Territory was divided, in 1950, into four divisions. Reorganization in 1953 and 1954 increased this number to six. Each division is composed of a number of sub-divisions (twelve in 1950 and twenty-two in 1957), which, in turn, are divided into districts under administrative officers. Seven new administrative posts were established in the same period, primarily in South New Guinea and the Wissel Lake region, previously not under regular administration. Provisional plans provided for the establishment of administration posts throughout the Territory within the next eight to ten years.

Political entities larger than the village are usually absent. An attempt has been made to encourage, in a few areas, the growth of political units above the village level, among other things, by the informal recognition of local chiefs acting as intermediary between a group of village headmen and the administrative officer concerned. The decentralization of government services was initiated in 1955 by the creation on the divisional level of offices for agriculture, forestry and public works.

It is government policy to fill administrative posts with qualified Papuans whenever possible. District administration posts are now often held by Papuans, graduates of the School for Indigenous Administrative Officers. By the end of 1957, of sixty-five districts, twenty-five were headed by Papuan officers

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compared with three in 1951. Of a total of 124 established posts in the indigenous administrative service in 1957, Papuans held eighty. Before the war, many lower posts, such as those in the police force, village teachers, clerks and skilled workers, were held by non-Papuans. In 1953 the number of Papuans in these posts was 746, and in 1957, 1,439, or approximately one-third of the total number of government employees.

The Territory is situated in the area covered by the activities of the South Pacific Commission; its Papuan representatives participated in the three South Pacific Conferences held in 1951, 1953 and 1956. Direct contacts were maintained by the territorial Government with the regional offices of the World Health Organization (representing also the United Nations Children's Fund) the Food and Agriculture Organization of the United Nations and the International Civil Aviation Organization. Conditions in the Territory were reviewed by Netherlands Parliamentary Missions in 1953 and 1957.

Co-operation with Australia on specific questions dates from 1950 and has been extended in subsequent years. A joint statement of November 1957 by the Australian and Netherlands Governments envisages the co-ordination of administrative policy in the eastern and western parts of the island. The declaration records that Netherlands New Guinea, the Trust Territory of New Guinea, and Papua are geographically and ethnologically related and that the future development of the populations of these Territories will benefit from co-operation in policy and administration. It also states that the present and future policies pursued by the two Governments are, and will be, directed towards the political, economic, social and educational development of the peoples in these Territories, in a manner which recognizes this ethnological and geographical affinity.

ECONOMIC CONDITIONS

The Territory is in many respects under-developed to a high degree. The activities of the Papuan population centre on the supply of immediate family needs within a closed village economy. Only in the areas along the north and west coasts have Papuans been confronted with the outside world and in these areas they have begun to participate in the money economy.

The only mineral resource developed thus far is oil; although production remained comparatively modest, the value of oil shipments in recent years was approximately 70 per cent of the total exports.

Government development policy is at present directed at basic exploration and planning and the provision of essential facilities. It aims at improving agricultural methods and crops in the Papuan economy as well as the establishment of agricultural and other industries operated along commercial lines. No estate agriculture has been established thus far.

The most important centres, economically, are Sorong, seat of the oil company, Manokwari, for its large sawmill and ship-repair facilities and Biak, as a centre of air communications.

Some difficulties of climate and terrain and shortage of labour have hampered the construction of roads; attempts have been made to solve the problem of communications and to open up unexplored areas by extending sea and river transport and by the use of air services. Because of these complications development plans are of a regional character, as are the survey and research projects which have been undertaken, such as geological investigations and soil, forestry, fishery and agronomic surveys.

A commission of Netherlands experts visited the Territory in 1953 to investigate its agricultural potential. Its recommendations included long-term and short-term projects and in subsequent years a beginning has been made with the implementation of these proposals. Most development projects are being undertaken by, or on the initiative of, the Administration. In 1957, three organizations were created and were endorsed with specific tasks. These were a foundation for the preparation of agricultural enterprises, a foundation for agricultural research and an export promotion fund (subsidized by the Government). Also in 1957, an advisory committee for the co-ordination of various economic development activities was set up.

Although the trade situation has improved since 1950, the balance of trade has remained unfavourable, partly as a result of public and private investments in basic facilities.

AGRICULTURE

For the protection of indigenous land rights, the Decree for the Regulation of the Administration declares any agreement directly or indirectly aiming at the alienation of such rights to be null and void ipso jure. Non-Papuans can acquire land only by following a procedure under which the indigenous rights are voluntarily relinquished against reasonable remuneration, and a title on the basis of the Civil Code is granted by the Administration provided such action does not infringe on the interests of the Papuan population concerned. Thus, land in urban centres has been granted to non-Papuans for building and residential purposes. For agricultural and stock-raising enterprises, only unoccupied land can be granted. The extent of alienation by the end of 1957 was as follows: seventy-one hectares in building leases; 2,837 hectares in agricultural leases; and 745 hectares in occupation rights. The area for which applications had been received, but no grants had been made as yet, was 8,544 hectares, of which 6,743 hectares were situated in the division of West New Guinea. Several areas granted under agricultural leases in the western part of the Territory consist of European small-holdings. There are 105 such enterprises in the Territory in 1954 with a total area of 1,110 hectares. A soil survey was started in 1951; by the end of 1957, 70,000 hectares had been mapped partly by means of aerial photography.

The Papuan population produces its food by means of shifting cultivation. More intensive indigenous farming methods are known only in the central highlands, where vegetable plots are used year after year, and green manure is applied as fertilizer. Elsewhere, food gardens are scattered and of a temporary nature. Bananas, root-crops, taro, sweet potatoes and yams are grown in the hills and mountains. For those living in the low-lying plains, the main staple diet is sago, which is collected either from the sago palms growing wild in the swampy areas or from cultivated trees. It is estimated that approximately 200,000 Papuans depend on sago as the principal food, while some 500,000 depend on root-crops.

Rice is the staple diet of the non-Papuan population group (close to 35,000 in 1957) and to meet their needs, relatively large quantities of rice have been imported each year. Papuans along the north coast have changed their habits and now include more and more rice in their diet. Total rice consumption in 1953 was 4,665 tons; it had increased to 7,430 tons in 1957. Rice cultivation takes

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place primarily in South New Guinea, where areas averaging in total about 200 hectares have been planted. Part of the harvest failed in 1957 as a result of a severe drought. On the recommendation of the 1953 Committee of Agrarian Experts, a beginning has been made in this region with the establishment of a large-scale mixed farming enterprise of mechanized rice-growing and cattle raising, with a view to making the Territory self-sufficient for its rice and meat requirements. Experimental plantings in 1957 covered an area of 120 hectares. If successful, the rice area of this farm will eventually be extended to 12,000 hectares. The Foundation for the Preparation of Agricultural Enterprises will manage the project.

The growing of vegetables and fruit by Papuan and European farmers has been undertaken near a few urban centres. The total area under cultivation for these products was about 236 hectares in 1957.

The area under coconut, the principal export crop, is estimated at about 10,000 hectares, and that under nutmeg at 2,000 hectares. The expansion of coconut groves has been encouraged; the planted area was increased in 1957 by about 400 hectares. Although the estimated production potential is about 10,000 tons of copra annually, exports approximated only 5,000 tons in recent years with an estimated local consumption of 2,000 tons per year. In the period 1951-1955, an annual average of 3,700 tons has been exported; the increase in exports is attributed to improvements in coastal communications and the buying system, construction of storage sheds, and the introduction since 1954 in certain areas of simple driers. A copra expert of the South Pacific Commission visited the Territory in 1956. The high price of nutmeg and mace led to an expansion of the areas under these spices. The exports of both products were 283 tons in 1951, 306 tons in 1955 and 416 tons in 1957, respectively valued at 0.34 million, 0.61 million and 2.7 million N.N.G. guilders.^{3/}

Experiments with the growing of cocoa have been successful; the area has been increased from thirty hectares in 1954 to 438 hectares in 1957. The organization, which started operations under the name of the Export Promotion Fund is designed to organize the grading, processing and marketing of export products. It has set up two plants (Japen and Manokwari) for the processing of the forthcoming cocoa

^{3/} The local currency in the Netherlands New Guinea guilder (N.N.G. Fl.), which is at parity with the Netherlands guilder and equals 0.26 1/2 US dollars or 1 sh. 10 1/2 d. sterling.

harvest, while a storage shed was built for the marketing of copra and copal. As Papuans in certain areas have shown interest in the cultivation of cocoa, 4,600 pods, mostly imported from Australian New Guinea, were made available to them.

In the period under review, five experimental and nursery centres have been established at various locations. As investigations indicated the need for improving the Papuan diet, a Nutritional Council was set up in 1957, in order to frame measures for qualitative and quantitative improvements and to undertake further research.

Three regional agricultural projects were undertaken during the period under review. The best known of these is the Nimbوران Community Development Project in an area fifty miles west of Hollandia, started in 1952 with a grant-in-aid of A£1,100 from the South Pacific Commission primarily for the purchase of mechanized equipment. Although this pilot project aimed at the building of a sound economic (agricultural) foundation on which the community's further development could be based, it was accompanied by certain complementary steps in the fields of education and public health. A regional co-operative society was formed in which a large percentage of the inhabitants of the area participated. The society managed a mechanized farm, a retail business and a combined purchasing and marketing organization. In addition, two small private businesses for cabinet-making and tile-work were set up. The project was not successful as its implementation was beyond the organizing ability of the participants, and failed to arouse their spontaneous support. After a few years it was, therefore, decided to modify the project and to encourage instead the establishment of small individual farms grouped around the mechanized farm which was to become a centre of extension work where mechanical equipment would be available for use on the individual farms. Following some difficulty in determining the appropriate size of such farms, it was found that an area of three hectares per farm was indicated. Six such model farms of three hectares and three of about four hectares each were in existence in 1957. They are worked by Papuans who have had two years' training in a practical agricultural course. These farms are all of a mixed nature, for, in addition to food, cocoa is grown as the main cash crop and some stock-breeding is undertaken with pigs, goats and chickens.

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The second and more recent regional project, in the Mappi area (South New Guinea), related to two groups of seventeen villages, totalling seventeen in all with a population of about 3,500 Papuans. It aims at improving the pattern of cultivation by the training of young farmers and the establishment of model farms. While the importance of food production, as in the traditional agriculture, is recognized, new elements are also introduced, such as stock-breeding and the planting of cash crops. For this purpose a training centre was established in the area in 1956 and the first twenty student-farmers were admitted. Preference was given to married men who stayed with their families at the centre.

The third project (on the island of Japen) followed a different approach and started with the introduction of cocoa growing among a selected group of Papuans who will eventually have two hectares of cocoa each.

It was reported in 1957 that samples of air and rain were taken in Hollandia for the determination of their radioactivity.

Livestock

Livestock has thus far played an insignificant role in the general economy. In the Papuan village, pigs are of economic and social significance, but outside the Papuan sphere the high price of imported feed has been a deterrent to the systematic breeding of livestock. European small-holders in the neighbourhood of urban centres keep some cattle, goats and chickens. Their stock of cattle numbered 700 animals in 1947 and 2,125 in 1957. The Government maintained two breeding stations and imported high quality strains. Two missions have pig-breeding farms.

In 1956, Netherlands experts investigated the possibilities and problems of stock-breeding and an expert arrived in the Territory for consultations on grass-land development.

Preliminary steps were taken to implement the recommendations of the Commission of Agrarian Experts of 1953 to establish in South New Guinea a cattle farm (combined with the rice-growing project) so as to improve the local supply of meat.

FORESTRY

Forest exploration and exploitation is undertaken regionally and is primarily directed at providing the local market with timber. The local product met about 25 per cent of the demand in 1952. The remainder was imported. The Government has installed a number of sawmills, some hand mills of limited capacity at various centres and supplies them with logs. It is established policy, however, to transfer milling and lumbering to private interests whenever suitable candidates present themselves and most mills are now operated as a private venture. Papuans have been encouraged to undertake timber-exploitation and a Papuan Co-operative Society, with the backing of the oil company, has been successful in this field. The contract with the company, however, expired in 1957 and was not extended. On the recommendation of the Commission of Agrarian Experts of 1953, a mechanized sawmill was installed in Manokwari by the Government. It is designed for a production of 1,200 m³ sawn timber annually and was put into partial operation in 1957. Since the same Commission suggested that exploration and the making of inventories of the forests be proceeded with more rapidly by using aerial photography, reconnaissance with light aircraft has been carried out since 1955. By the end of 1957, about 40,000 hectares had been provisionally mapped by this method. Particular attention has been given to the location of agathis stands, as this tree yields copal, a valuable resin collected by Papuans. Efforts have been made to teach those engaged in this industry improved methods of tapping the tree. The price of this product on the world market fell sharply in the second half of 1957.

The production of sawn timber increased from 2,038 m³ in 1953 to 12,055 m³ in 1957. Copal production was estimated at 479 tons in 1953 (value N.N.G. Fl. 0.4 million), it reached 874 tons in 1955 (value N.N.G. Fl. 1.1 million) and was 587 tons in 1957 (value N.N.G. Fl. 0.8 million).

FISHERIES

As distinct from subsistence fishing by coastal Papuans, there is little commercial activity in this field. Surplus catches are sold, fresh, dried or salted, in population centres and although these surpluses have increased, partly as a result of the introduction and use of cotton nets, it has been necessary to

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have government ships bring in additional quantities of fish in order to supply the centres more adequately. Mechanization of Papuan fishing boats (prahus) is in the experimental stage; in 1957, about ten motorized prahus were in operation.

Investigations of fishing grounds are being conducted in coastal waters and river mouths and in areas of trochus shell by two government research vessels. Various fishing methods are also being tested. As to inland fisheries, the South Pacific Commission in 1954 made a grant available for research into the fish fauna in lakes and streams; the results of this project have not been reported as yet. The tilapia, a fast growing fish, was introduced for fish-pond culture. Two junior officers attended for four months a fisheries training course in Noumea in 1956.

Fish production was estimated between two and three thousand tons in 1953, and at 4,000 tons in 1957. Shell production (primarily trochus) was 205 tons valued at N.N.G. Fl. 209,000 in 1953; about 230 tons with a value of N.N.G. Fl. 767,000 in 1956; and 167 tons with a value of N.N.G. Fl. 409,000 in 1957.

MINING AND INDUSTRY

The only mining activity in the Territory is carried on by the Netherlands New Guinea Petroleum Company, whose concession was extended in 1956 from 8 million to 25.5 million hectares for a period of seventy-five years. A graduated royalty on the total production was introduced which replaced the previous arrangements for a share in profits. This royalty was estimated to amount to Fl. 2.1 million in 1956. Seventeen wells were in production in 1951, twenty-one in 1953 and forty-three in 1957. Production was 264,895 tons in 1949 and remained at approximately the same level until 1954. A new field was brought into production that year, resulting in an increase of crude oil exported to a total of 500,471 tons. It declined again in 1955 and 1956 and was 331,724 tons in 1957. The crude oil is shipped and refined elsewhere.

Several years of exploration in the Cyclope Mountain Range (near Hollandia) and on the Islands of Waigo and Batanta (off the western tip of New Guinea) have indicated commercial quantities of cobalt, nickel and iron ore in these areas.

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Aside from oil production, local industries are thus far limited to a number of small sawmills and one large one, nine electricity generating stations (in 1957); printing shop, two small shipyards and one large one, the latter having a capacity for ships up to 4,000 tons weight and being completed in 1957 with government funds. A few smaller businesses have also been established.

TRANSPORT AND COMMUNICATIONS

Roads are only of local significance, each network having a length of about sixty to eighty kilometres, except in Hollandia where 120 kilometres of roads have been constructed, mostly by Allied forces during the war. Internal communications, therefore, depend on sea, river and air transport.

Until 1954, internal air services were provided by the Royal Dutch Airline and the Naval Air Unit. In that year, a separate company was formed which took over these functions, and started service with three DC 3 aeroplanes and two smaller aircraft suitable for use on landing strips. By 1957, the number of small aircraft had been extended to seven. Services have been provided between the four principal fields three times a week and elsewhere once a week.

In addition, the Netherlands New Guinea Petroleum Company operates its own fleet of aircraft. Recently, a Mission Aviation Association has come into existence with four small aircraft which services mission outposts in the interior. A helicopter service, working on a charter basis, is also available.

Since the Second World War, the Territory has had an international airport on the Island of Biak (north coast). By 1950 it had five other airfields and since then a number of smaller fields have been constructed by the Administration, totalling fourteen in 1957. Including private fields and airstrips, the total number of landing grounds in that year was thirty-seven. There were also nineteen landing areas for hydro-planes in bays, lakes and rivers. The total number of passengers carried in 1953 was 9,150, and in 1957, 17,665. Freight carried by air had a total weight of 0.38 million kilogrammes in 1953 and 2 million kilogrammes in 1957.

The attempts to improve sea and river communications is reflected in the following figures.

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Vessels of 20 m³ or more registered territorially

	<u>1953</u>	<u>1957</u>
Seagoing vessels		
Government	27	44
Private	15	21
Rivercraft		
Government	28	53
Private	18	147

In 1953, three government coasters were assigned to collect Papuan export products, such as copra, copal and shell, from various points along the coast. This practice was continued in subsequent years.

Two companies provided, in 1957, a shipping service from and to Europe; one company maintained a monthly service with Australia and another connected the Territory with Singapore. Internal and external radio telephone communications link various regions of the Territory with the outside world.

PUBLIC FINANCE

Public expenditure in each year has exceeded territorial revenue, the deficits being made up by subsidies from the Netherlands Government. In addition, during the years 1950-1953 capital expenditure was financed in part by a loan from the Netherlands amounting to 27 million guilders. It was evident, however, that the Territory would not be able to discharge the loan and a special contribution was provided by the Netherlands to relieve it of the debt. Since 1953, the full amount of capital expenditure has been met by the metropolitan subsidy.

The subsidy for 1957 consisted of N.N.G. Fl. 38.9 million to cover current expenditure and N.N.G. Fl. 27.1 million for capital expenditure. Corresponding figures for 1953 were N.N.G. Fl. 19.8 million and N.N.G. Fl. 19.7 million.

Revenue and expenditure
(in million N.N.G. guilders)

	<u>1950</u> (actual)	<u>1953</u> (actual)	<u>1957</u> (est.)
Revenue	13.5	28.7	41.7
Subsidy	15.5	24.6	66.0
Expenditure	29.1	53.3	107.7

The main source of local revenue are taxes, of which income taxes on persons and on companies yielded an estimated N.N.G. Fl. 11 million and import duties N.G. Fl. 6.6 million in 1957. Oil royalties were estimated the same year at N.G. Fl. 2.1 million.

Main heads of expenditure
(in million N.N.G. guilders)

	<u>1950</u>	<u>1953</u>	<u>1957</u>
Public works and reconstruction	9.4	21.0	34.8
Cultural affairs (education)	0.5	4.3	11.4
Public health	3.4	4.9	9.7
Agriculture and fisheries	2.7	3.9	5.4

One bank with branches in the more important population centres operates in the Territory; its activities consist primarily of the transfer of monies from and to overseas countries. The bank provides credit guaranteed where necessary by the Government. By the end of 1957, an amount of N.N.G. Fl. 134,000 was outstanding under this guarantee.

INTERNATIONAL TRADE

The balance of trade was consistently unfavourable, although exports increased. There was no unfavourable balance of payments on account of the annual subsidy received from the Netherlands.

The Netherlands and Singapore were the principal suppliers of imports as well as the principal markets for products exported (excluding oil).

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	Value of imports and exports ^{a/} (in million N.N.G. guilders)		
	<u>1950</u>	<u>1953</u>	<u>1957</u>
Imports	10.9	23.1	114.8
Exports	11.8	12.6	31.0
<u>Principal imports</u>			
Food and beverages	3.5	9.3	{ 31.1
Rice	2.5	2.5	
Textiles	2.4	4.6	
Metal products and equipment	...	...	38.8
<u>Principal exports</u>			
Oil	9.0	8.9	21
Copra	1.6	1.7	2.1
Copal	0.2	0.4	0.8
Shell	0.1	0.2	0.4
Crocodile skins	0.7	0.7	1.8

^{a/} The figures for 1950 and 1953 do not include imports for the accounts of the Government and the oil company.

SOCIAL CONDITIONS

Although half the Papuan population still lives in relative isolation and has not been brought into regular contact with the institutions introduced by the Government, and the missions, many Papuans in other areas have been influenced by these institutions to the extent that the traditional way of life no longer meets their needs. Particularly during the Second World War, and also in the following years, these parts of the Papuan society have been exposed to outside influences and as a result new expectations have been aroused, giving rise to symptoms comparable with those known in Melanesian areas of the Pacific as the "Cargo Cult". There is now a trend to escape the monotony of village life by moving to town and urban areas. Some of these migrant workers return to their villages after some time; others become permanent settlers.

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Missions have played and still play a prominent role in the provision of social services in towns and more particularly in the field of education in general.

The most important human rights are guaranteed by law. In addition, the protection of the Papuan population, especially against arbitrary action by anyone, is a specific task of the Governor. Thus, travelling, residing and settling in certain parts of the interior by non-Papuans may be prohibited as may also the importation of goods harmful to the people. Also, certain districts may be closed to the recruitment of labour.

The position of women in the traditional society is generally inferior to that of men. It is believed that education is the best means to bring about a fundamental change in this respect. In 1957 the number of girls attending school was 43 per cent of the total enrolment of Papuans.

LABOUR AND EMPLOYMENT

It has been government policy to absorb Papuans rapidly into the economy, while, on the other hand, measures have been taken to prevent a dislocation of the village communities by the absence of too many men.

Formerly, labour contracts were usually concluded for a period of one year, which in 1954 was extended to eighteen months. They guaranteed the Papuan worker food, lodging and medical treatment, in addition to payments in money. After the expiration of his contract he was returned at the expense of his employer.

The ordinance regulating the recruitment of workers was revised in 1954. It empowers the Administration to prohibit recruitment or to fix a maximum for recruitment in certain areas. In the same year an ordinance was enacted (Residence Ordinance Urban Centres) which makes it possible to control the influx of unskilled workers into the towns.

The working day is limited to eight hours and the working week to forty-eight. It was calculated in 1951 that 7,500 Papuan workers, representing 2 1/2 per cent of the total registered population, or 11 per cent of the registered male population, had been working for wages outside their own village communities. The corresponding figures for 1957 were approximately double. The number of women among the registered workers was 357 in 1954 and 946 in 1957. The principal employers of Papuan labour were the Administration and the oil company. The total

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number of persons employed by the oil industry in 1953 was 5,129, of whom 441 were Europeans and 4,688 non-Europeans. In 1957 this total was 4,207, of whom 322 were Europeans and 3,885 were non-Europeans. Among the non-Europeans was a certain percentage of immigrants.

In general, the cost of labour was considered high, while there was a tendency among workers to change their employers frequently and to work irregularly.

Number of Papuan wage-earners

	<u>1950</u>	<u>1953</u>	<u>1957</u>
Government	...	3,402	6,989
Private	...	7,068	8,912
	<hr/>	<hr/>	<hr/>
Total	7,000 (est.)	10,470	15,901

In 1953, monthly wages for unskilled labour ranged from N.N.G. Fl. 25 to 30 in addition to lodging and food and those of skilled labour were about N.N.G. Fl. 120. Daily wage rates were N.N.G. Fl. 1 to 2.50 for unskilled and N.N.G. Fl. 4.50 to 7.50 for skilled labour. In 1956, unskilled labour received from N.N.G. Fl. 1.60 to 1.90 per day (plus food and lodging) and skilled labour N.N.G. Fl. 6.35 to 8.40 per day (no food or lodging). In 1954, the Administration was also empowered to control the wage level in order to prevent employers from competing for labour by offering increasingly higher wages. A freezing of the wages of all grades of unskilled workers was decided upon in mid-1955.

Various attempts have been made to meet the lack of trained or skilled labour. It was generally found necessary to train new workers on the job, and most government services as well as the oil company conducted a variety of special courses to improve the skill of the manual and other workers. No important labour disputes occurred during the period under review.

CO-OPERATIVE SOCIETIES

An ordinance enacted in 1949 provided a legal framework for the co-operative movement. This was followed in 1953 by the establishment of a special office for co-operatives; in that year, also, a Papuan intermediate officer was sent to Holland to receive specialized training. A nine-month training course for personnel

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and members of the co-operatives, in which sixteen persons participated, was sufficiently successful in 1956 to warrant the continuation of the course in 1957 with twenty-one participants.

The first co-operative society, related to the Nimboran project, was registered in 1953. There were three societies in 1954 and seven in 1957. Their membership in the latter year totalled 4,545, their members' capital amounted to N.N.G. Fl. 89,181 and their reserve capital (undistributed profits) to N.N.G. Fl. 241,593. One of these societies started as a logging concern for the oil company and branched out into the purchase of local export products, buying its own motor vessel. It also runs a local clinic under a dresser. The Government has provided loans to some of these societies for special projects.

By 1957, some thirty unregistered societies had come into existence with about 1,000 members. They are concerned with the buying or collection of agricultural or forest products and often also with the sale of consumer goods.

STANDARD OF LIVING

A reduction in the cost of living was achieved in 1954 by lowering the import duties on essential goods. A shift to Asian markets for these imports also contributed to a reduction in the price level. These prices are controlled by the Administration.

Statistical material to determine the degree of prosperity among various population groups is not available. However, several budget investigations have been conducted on a limited scale. Recently (1956) an investigation was made among thirty-five families of the non-Papuan group in the lower (Fl. 225 - Fl. 500 monthly) salary bracket. It was revealed that this group was spending about 45 to 49 per cent of its expenditures on food, as against 30 to 34 per cent for the corresponding group in Holland. In mid-1957 there followed an exploratory budget investigation among twenty-two Papuan families engaged in European-type work, each having an average income of Fl. 185 monthly, of which 85 per cent came from wages. Although in view of the limited number of sample families the results could not be considered as representative for the group, they showed that expenditure on food was over 65 per cent of income. Several price indices have been kept. The most recent relates to the group of government officials of intermediate rank (Fl. 7,000 - Fl. 9,000 annual salary) in Hollandia. The index has a base figure

of 100 for September 1954; it stood at 96 on 1 December 1955, 93 on 1 December 1956, and 97 on 1 December 1957.

TOWN PLANNING AND HOUSING

When a separate territorial administration was established in 1950, the Government was faced with an acute housing problem, many buildings being temporary structures dating from the war years. The shortage was aggravated by the increase in the number of government officers and others from overseas as the result of the expansion of the administrative services in general. In more recent years, a spontaneous drift to the towns has been noticeable among Papuans necessitating special provisions in the field of housing, the migrant Papuan worker being usually housed by the employer.

The number of houses completed in the period 1953-1957 was 2,388. The greatest building activity took place in Hollandia (863 houses), followed by Manokwari (396 houses). The housing programme for Manokwari as far as it related to the administrative services was completed by 1957. In other towns, however, particularly in Hollandia, the housing shortage has not been overcome. The housing problem of permanent Papuan settlers, many of whom have brought their families, has been only partly solved. The town plans for Hollandia, Manokwari and Biak now provide for special Papuan sectors, and the Public Works Department has developed for these workers a basic family house of permanent material with an area of forty square metres. One of the Papuan workers' housing projects in Manokwari was completed in 1957 and provides 120 family dwellings and nine barracks for 250 Papuan bachelors. Elsewhere, similar construction projects were under way.

SOCIAL SECURITY AND WELFARE

The Administration has assumed responsibility either directly or by subsidizing church or other voluntary organizations, for poor relief, aid to the needy, homeless children and women's organizations.

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For social work among the urban Papuans in Hollandia a club-house has been built and also a community centre to which an out-patients clinic has been added. A social worker was appointed in 1957 to assist in this work.

PREVENTION OF CRIME AND TREATMENT OF OFFENDERS

The most frequent crimes among Papuans are assault, theft and crimes involving morals.

Crimes and offences dealt with in indigenous courts

	<u>1950</u>		<u>1953</u>		<u>1957</u>	
	(Adult)	(Juv.)	(Adult)	(Juv.)	(Adult)	(Juv.)
Accused	...	...	1,424	...	2,923	399
Sentenced	606	...	1,200	...	2,664	356
Imprisoned	...	...	512	...	1,455	186
Other punishments	...	...	28	...	162	40

PUBLIC HEALTH

The health of the population is affected by malaria, yaws, tuberculosis, and leprosy. Food deficiencies have caused a diminishing resistance against diseases.

Although the eradication of malaria and yaws from the whole of the Territory is not practicable at this stage, it is envisaged that these diseases can now be controlled to a large extent. Campaigns have been undertaken in several fields with technical assistance and supplies provided by the World Health Organization and the United Nations Children's Fund.

Following experiments with residual spraying in 1953 and consultations with experts, an anti-malaria project was started in 1955 in collaboration with WHO and UNICEF for the spraying of Papuan dwellings. This programme was designed to protect 60,000 Papuans in 1955, 100,000 in 1956, 150,000 in 1957 and 200,000 in 1958. As the Territory is heavily infested with malaria, it appeared in 1956 that residual spraying might not be effective enough to wipe out the disease completely. It was decided to adopt new methods. Spraying, however, continued, and, by the end of 1956, 114,000 persons had been protected by spraying. This figure was 123,000 by the end of 1957. The

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results varied from area to area and it was therefore decided to provide those whose houses had been sprayed with new anti-malarial drugs.

The yaws campaign, also conducted with the co-operation of WHO and UNICEF, was started in April 1955. It aimed at the control of yaws within two years in the area under regular administration. By the end of 1956, 270,000 persons had been contacted, of whom 97 per cent had been examined and treated. The goal of 300,000 persons contacted was achieved in 1957. The campaign was extended so as to include approximately 100,000 persons in areas thus far not under regular administration, and by the end of 1957 a total of about 330,000 Papuans had been examined and treated. Among this number, 22,677 cases of yaws had been detected.

As for tuberculosis, certain areas appear to be free of this disease, and to enter the central highlands, one of these areas, a health pass is required. A beginning was made in 1956 with a BCG vaccination programme in which WHO and UNICEF also assisted. By the end of 1957, the number of persons tested was 58,126, of whom 32,615 were vaccinated.

A leprosy investigation was conducted simultaneously with the yaws campaign. The incidence found was 6.8 per thousand (2,317 patients, of whom 620 were borderline cases). The number of lepers treated in leprosaria, hospitals or clinics in 1957 was 805.

Investigations were also made in the field of nutrition; and a special study was undertaken in 1955 by an expert of the South Pacific Commission relating to the feeding of Papuan babies and infants. The general studies indicated that the pattern of nutrition was monotonous and that, as a result, the protein intake among Papuans was generally low and that the calory intake was often low as well. Among infants, symptoms of under-feeding and incorrect feeding were encountered everywhere, although in varying degrees. The question was considered of sufficient importance to warrant the establishment, in 1957, of a Nutrition Council to advise the Government on measures to be taken for the improvement of the diet and of the production of food among Papuans as well as to encourage further research, tests and investigations.

In the Medical Department a special unit has been created to combat infant mortality; the unit is also responsible for the care of Papuan mothers and

children. It is in charge of a project started in 1953 under which girls chosen by their own village receive training for a period of eighteen months as infant welfare nurses. The project has been assisted by UNICEF since 1956. On the completion of their training, the girls return to their villages, which provide them with a simple clinic and with material assistance, while the Government pays them a complementary wage. By the end of 1957, five such training centres existed and forty-eight infant welfare nurses were stationed in thirty-five villages. The project has not yet been completed.

Skimmed milk and A and D vitamins have been provided since 1956 with the help of UNICEF to about 4,000 children and expectant mothers in the principal centres.

Aside from the Government, certain missions also provide medical care. The oil company has its own medical service consisting of five physicians and two hospitals. In the rural areas three floating clinics have been in operation since 1953. Patrols have also been made by physicians and male nurses. In 1957, physicians gave 8,725 treatments and the Papuan dressers 270,005 treatments on patrols of this kind.

The training of certified nurses and other auxiliary personnel is carried out locally.

Medical and health staff

	<u>1950</u>		<u>1953</u>		<u>1957</u>	
	<u>Govt.</u>	<u>Other</u>	<u>Govt.</u>	<u>Other</u>	<u>Govt.</u>	<u>Other</u>
Physicians	19	6	39	7	54	21
Senior nurses	32	8	56	15	102	9
Certified nurses	35	...	43	10	224	94
Partially-trained nurses	227	...	363	109	...	...
Certified midwives	...	...	4	4	4	3
Partially-trained midwives	...	...	...	...	50	...
Analysts and laboratory workers	8	...	36	5
Pharmacists	5	1	25	...
Sanitary inspectors	25	3

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	<u>Institutions</u>					
	<u>1950</u>		<u>1953</u>		<u>1957</u>	
	<u>Govt.</u>	<u>Other</u>	<u>Govt.</u>	<u>Other</u>	<u>Govt.</u>	<u>Other</u>
Hospitals						
General			13	2	8	2
Rural	9	3	10	1	11	2
Clinics						
Out-patients only	56	-	58	...	74	13
With beds	3	...	5	...	5	1
Specialized institutions						
Maternal and child welfare centres			-		64 ^{a/}	
TB centres			-		10	
Leprosy centres	2		3		6	
Mental disease centres			1		2	
Mobile teams						
Malaria control teams	-		-		9	97
Yaws control teams	-		-		1	5
TB control teams	-		-		3	15

^{a/} Of which thirty-five are independent units in villages.

	<u>Number of beds</u>		
	<u>1950</u>	<u>1953</u>	<u>1957</u>
Government			
General hospitals)		898	753
Rural hospitals)	620	186	290
Clinics	26	43	27
Private hospitals	120	315	254
Specialized institutions	...	...	...

EDUCATIONAL CONDITIONS

Voluntary organizations - namely the missions - have assumed responsibility for the provision of education to a large extent; they receive full subsidies for all expenditures for schools meeting the standards set by the Administration, which supervises these institutions, leaving educational policy in the hands of school boards. These principles were laid down in an ordinance of 1955 regulating primary education and subsidies.

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The problem was not in the first place the extension of education, but the improvement of its quality, particularly at the village level, as there was after the war an acute shortage of qualified Papuan teachers. Originally most village teachers had been non-Papuans. Priority was given to the training of more and better teachers so as to replace unqualified by qualified personnel. The teachers' courses at the four training centres run by the missions were reorganized and subsequently extended from two to three years and, with the number of Papuan youths enrolling in the centres increasing (from 120 in 1950 to 421 in 1957), these centres were recently producing 125 village teachers each year.

The village schools form the basis of the educational system. All of them except one have been established by the missions. They are mostly located in areas along the coast and in some regions of the interior. By 1957, the number of village schools totalled 1,031 as compared with 635 in 1953 and about 600 in 1950; a total of 566 received government subsidies.

The unsubsidized village schools (465 in 1957) are simple institutions, considered to be the spearheads of cultural contact in areas where regular administration has only recently been established. Practically all of the teachers are now Papuans. They are trained as religious teachers, and few are qualified to teach secular courses. By means of games, songs and garden-work the children learn some discipline, while reading, writing and arithmetic are gradually introduced. The process of introducing, extending and improving the curriculum in such schools often takes several years. Once they meet the minimum standards required, they become subsidized village schools, of which there are three types. The simplest type gives three years of education, but reading, writing and arithmetic still remain of secondary importance. The emphasis on the latter increases in the intermediate type of village school (also a three-year course), and in the third category of village schools, which provide four-year courses and form the nucleus of what is designed to be a six-year village primary school. In the present stage, the intermediate type is the most common, comprising 368 out of the 566 subsidized schools.

In rural areas, the continuation school provides the next step for promising pupils from the intermediate and the four-year village schools and

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prepares them in three years for post-primary or vocational education. The continuation schools are boarding institutions and each has three European teachers. Several of them are girls' schools.

In towns, two types of primary schools have been established, one for children who speak the Netherlands language and one for those who are not conversant in this language. In the latter school, Netherlands becomes the language of instruction in the third year. Both types give seven years of education.

At the post-primary and secondary level, an elementary intermediate school (with a four-year course) is particularly designed for Papuan graduates from continuation schools or the primary schools. It has, as a rule, boarding facilities. At this level there are also two types of schools corresponding with the educational system in the Netherlands, drawing their students especially from the non-Papuan group. These are an advanced primary school (with a three-year course) and a higher intermediate school (with a five-year course). Both are also open to Papuan students who have followed a transitional course upon graduation from the continuation school or the urban primary school.

Vocational training is provided in junior technical schools which give two-year courses in metal-work or woodwork for students with six years of primary education.

In addition there are training centres for teachers in village schools and for those in primary schools. The latter receive a certificate which is the equivalent of the requirements for primary teaching in Holland. Students are boarded at these centres.

Education is provided free at village schools, continuation schools, elementary intermediate schools, junior technical schools and teacher-training centres.

The problem of the language of instruction in primary schools has not been solved. No general Papuan language exists. Before 1950, in many parts of the Territory, the Malay language was used as a medium of instruction. This medium is still used in those areas where Malay has become the lingua franca.

There is a trend, however, to introduce Dutch as the language of instruction and experiments in this direction are being conducted.

There are no institutions for higher education. Scholarships have been given to gifted Papuan students to complete their secondary or other formal training in Holland. Nineteen Papuan youths were in Holland for that purpose in 1957; twelve of them were receiving scholarships.

Adult education is closely related to the problem of illiteracy. In a number of areas where schools have been functioning for several generations illiteracy is hardly a problem. Here the question is how to maintain literacy. As a result, combating illiteracy has been done locally and incidentally, much of the initiative being left to private organizations or to the Papuan community itself. The Administration has assisted these efforts by providing subsidies and teaching aids. Literacy courses have been conducted since 1953 and were attended by 1,032 persons up to the end of 1957. In that year, courses of this type were held in eight centres. Courses in the Netherlands language were in demand and sixteen such courses were conducted in 1957.

It was estimated in 1957 that in the part of the Territory where regular administration has been established, about 50 per cent of all persons fifteen years of age and older, and in the Territory as a whole, 75 per cent of that group, were illiterate.

	<u>Schools</u> (public or subsidized)		
	<u>1950</u>	<u>1953</u>	<u>1957</u>
<u>Primary</u>			
Village	524	527	567
Continuation	9	14	18
Primary			
-for Papuans	8	8	13
-for Netherlands speaking	9	11	14
<u>Post primary</u>			
Elementary intermediate	1	1	1
Advanced primary	1	1	2
Junior technical	2	2	5
Teacher training			
-village schools	2	4	4
-primary schools	-	-	1
<u>Secondary</u>			
Higher intermediate	-	-	1

Schools (not subsidized)

	<u>1950</u>	<u>1953</u>	<u>1957</u>
<u>Primary</u>			
Village	...	110	465
Continuation	...	2	1
Chinese primary	...	1	6
Other primary	1	1	3
<u>Post primary</u>			
Advanced primary	...	2	2
Junior technical	1	1	2
Teacher training for village schools	...	-	1
<u>Secondary</u>			
Higher intermediate	...	1	-

Teachers (in public or subsidized schools)

<u>Schools</u>	<u>1950</u>	<u>1953</u>	<u>1957</u>
<u>Primary</u>			
Village	665	698	827
Continuation	31	56	82
Primary	49	89	140
<u>Post primary</u>			
Elementary intermediate	1	3	6
Advanced primary	3	7	13
Junior technical	3	5	15
Teacher training	5	11	33
<u>Secondary</u>			
Higher intermediate	-	-	4

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Pupils ^{a/} (in public or subsidized schools)			
<u>Schools</u>	<u>1950</u>	<u>1953</u>	<u>1957</u>
<u>Primary</u>			
Village	26,285	24,099	25,365
Continuation	831	1,655	2,194
Primary			
- for Papuans	936	1,610	3,103
- for Netherlands speaking	815	1,139	1,826
<u>Post primary</u>			
Elementary intermediate	20	81	117
Advanced primary	51	100	233
Junior technical	70	121	386
Teacher training			
- village schools	120	186	421
- primary schools	-	-	25
<u>Secondary</u>			
Higher intermediate	-	-	63

a/ The number of pupils in non-subsidized institutions was as follows:
In 1953 - village schools, 5,000 pupils, and other schools, about 900;
In 1957 - village schools, 14,604 pupils, and other schools, about 1,250.

CULTURAL INSTITUTIONS AND MASS COMMUNICATIONS

Public libraries have been established in six population centres; school libraries numbered twenty-eight in 1957.

A government bureau, the People's Information Service, publishes a weekly and a monthly journal. The weekly is edited in the Malay and Netherlands languages; it is distributed in 6,500 copies and particularly designed to meet the interests of the Papuan population. The monthly is also edited in Malay and Dutch and had 1,200 subscribers in 1957. The service has published a number of folklore stories in co-operation with the literature bureau of the South Pacific Commission. Government services, such as the Health Department and the Agricultural Department, and certain voluntary organizations publish periodicals; a regular newsheet is distributed daily by the Office of Information and Radio Broadcasting. Permanent motion picture theatres have been established in twelve centres and the number of mobile projectors in use by the Peoples Information Service numbered thirty in 1957. A radio broadcasting station is located at Biak, broadcasting in 1957 for thirty-six hours each week.
