



**United Nations Visiting Mission
to the Trust Territories
of Nauru and New Guinea, 1965**

REPORT ON NEW GUINEA

**TOGETHER WITH THE RELEVANT RESOLUTION
OF THE TRUSTEESHIP COUNCIL**

TRUSTEESHIP COUNCIL

OFFICIAL RECORDS : THIRTY-SECOND SESSION

(28 May – 30 June 1965)

SUPPLEMENT No. 3

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NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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REPORT ON NEW GUINEA SUBMITTED BY THE UNITED NATIONS VISITING MISSION TO THE TRUST TERRITORIES OF NAURU AND NEW GUINEA, 1965 (T/1635 and Add.1)

LETTER DATED 28 MAY 1965 FROM THE CHAIRMAN OF THE VISITING MISSION TO THE SECRETARY-GENERAL

I have the honour to transit to you herewith, in accordance with Trusteeship Council resolution 2142 (XXXI) of 24 June 1964 and with rule 98 of the rules of procedure of the Trusteeship Council, the report of the 1965 United Nations Visiting Mission to the Trust Territory of New Guinea.

I am glad to inform you that this report was subscribed to unanimously by all four members of the Visiting Mission on 27 May.

(Signed) André NAUDY

INTRODUCTION

1. In its travels through the Trust Territory of New Guinea the Mission noted difficulties, frequently described by writers and commented upon by previous visiting Missions, which are too well known to be dwelt on once again. Notable among these, however, are the ruggedness of the Territory, the oblivion in which it has for too long stagnated, the dispersion and isolation of its populated areas, the individualism of its inhabitants, the plethora of languages, the relative scarcity of known natural resources, the limitations imposed by its extreme climate and the dislocation caused by the Second World War, all of which constitute a complex of circumstances hardly designed to make the Administering Authority's task any easier.

2. These adverse conditions—which are doubtless encountered to a greater or lesser extent in other regions of the world as well—are, however, not equally severe in all parts of the country. They have a much smaller influence in the islands and coastal regions than they have in the interior of the Territory. This aspect of the matter should not be overlooked, just as it should be stressed that the difficulties have been aggravated by having been tackled very late in the day. The Mandate over New Guinea had been entrusted to Australia by the League of Nations as early as 1920. But it was only shortly after the signature of the Trusteeship Agreement in 1946 that the real development of the Territory began—a fact generally recognized. Although the two foregoing remarks have no claim to originality, it has been considered necessary to include them here.

3. It appears to the Mission that the Administering Authority has made every effort to solve the problems facing it with energy, perseverance and humanity. Considerable results have been obtained in a period of less than twenty years. Whereas until a short time ago large sections of the Territory were still not under Government control, the Territory has now been almost entirely explored and provided with an administrative

apparatus. Educational, public health, agricultural and economic development services have been set up in most areas. An impressive air transport network has been organized. The development of the Territory is proceeding. Moreover, there is law and order and peace, despite the fact that tribal strife and the waging of war were the main features of ancestral custom. Lastly, certain political institutions are beginning to take shape. Transcending what was only yesterday a scattering of tribes and villages there is beginning to emerge, although in far too inchoate a form, the idea of broader entities. The setting up of the House of Assembly, which has been recommended by the 1962 Visiting Mission, is contributing greatly to this development.

4. From what it had the opportunities to see during its visit, the Mission believes that most officials of the Administration are performing their duties in good faith and with the right spirit. It will not soon forget the exemplary devotion it witnessed, whether in the bush schools, where the teachers are enthusiastically instilling the rudiments of knowledge into the children in remote districts, where young officials are, in a quiet and orderly fashion, awakening the people to modern life, in the hospitals, where nurses dress the sores of lepers, or in the model rehabilitation institutions, where the most attentive care is being given to the re-education of convicts. It will remember the boldness and skill of the pilots who play an indispensable role in maintaining communications and transporting passengers and goods. It will remember that it was able everywhere to hold animated and orderly meetings attended by several hundred persons, and frequently by more. Lastly, the Mission was glad to observe that relations between the people and the Administration were most often distinguished by cordiality and confidence. That mutual understanding is a good augury for the future.

5. Without underestimating the extent and quality of these achievements, the Mission must also point out that much remains to be done, not only to achieve

the purposes stated in the Charter and the Trusteeship Agreement, but even to implement the recommendations which the relevant United Nations organs have adopted with regard to the Territory.

6. The views which the people expressed to the Mission, moreover, suggested the nature of the problems to be solved and, to a certain extent, the way in which they should be tackled. On the one hand, the New Guineans are pressing, urgently and in a manner that evokes great sympathy, for the acceleration of their educational and economic development. On the other hand, for reasons which will emerge in this report, they seem in general to be unsure of their national future, to have little confidence in their destiny and to be very reluctant to assume responsibility themselves.

7. As to the future, the Mission believes that the Administering Authority has reached a cross-roads. In accordance with the undertaking it assumed on signing the Trusteeship Agreement, it has begun to lead the Territory along the road to development. As they emerge from the backwardness that has so long been their lot, the people are attracted by a new way of life and aspire to even greater improvements. This is hardly surprising. It is a development that derives essentially from the technical progress characteristic of our age which has made it possible to achieve remarkable results in a short time, even in New Guinea.

8. Only the drafting of precise plans, formulated with both imagination and realism and carried out with firmness, on the one hand, and the allocation of the means and financial resources necessary for their execution, on the other, will make it possible not to halt in mid-stream but to continue to move forward.

9. The future of New Guinea presents the Administration with the challenge of new problems, and of new approaches to old problems. This same course of events has been observed in the past in other dependent Territories.

10. There should be no undue delay in adopting methods which break with the direct and paternalistic

form of administration. In the Mission's view, what should be done, where possible and while continuing to provide the necessary impetus, is to guide rather than to order, and to associate the representatives of the people more closely with the decision-making process and the conduct of affairs. The most advanced elements should be invited to participate more actively in all aspects of the life of the Territory instead of passively expecting the Administration every day to redouble its efforts on their behalf and to act for them. The only way to learn to swim is to enter the water. Success does not come at the first attempt, but repeated attempts and efforts instil self-confidence. It is the Administering Authority's task to search out, wherever they may be, the members of the *élite* which is developing in the country, to encourage them, to accustom them here and now to take responsibility in order to enable them to assume progressively the functions which are at present exercised solely by the trustee.

11. In the Mission's view, the adoption of such a line of action would be likely to foster harmonious transitions during the Territory's future development. It would make it possible to meet the situation that will come about when the rising generation which is now completing its studies enters active life. The educated youth of the country will probably not react in the same way as their elders, whose ambitions are necessarily more limited and whose behaviour and attitudes are sometimes inhibited.

12. The present report will first give the main points of the statements made to the Mission during the public meetings it held with members of the population and will attempt to summarize the main lines of the requests and opinions put forward.

13. On the basis of those facts and of the other views and information it gathered during its interviews with officials, private individuals or representatives of the Administration, the Mission will then give its observations and recommendations on the various points specified in its terms of reference.

CHAPTER I

GENERAL

A. TERMS OF REFERENCE

14. At its 1241st meeting, on 23 June 1964, the Trusteeship Council decided to dispatch a periodic visiting mission to the Trust Territories of Nauru and New Guinea early in 1965, and that it should be composed of persons nominated by the Governments of France, Liberia, the United Kingdom of Great Britain and Northern Ireland and the United States of America. At its 1242nd and 1243rd meetings, held on 24 and 29 June 1964 respectively, the Council approved the nominations of Mr. Jacques Tiné (France) and Mr. Cecil E. King (United Kingdom) and decided that the nominations to be submitted by Liberia and the United States of America would be automatically approved when received. Mr. Nathaniel Eastman (Liberia) and Mr. Dwight Dickinson (United States) were subsequently nominated by their Governments as members of the Mission. At its 1242nd meeting, the Council appointed M. Tiné as Chairman of the Mission. Shortly before the departure of the Mission, M. Tiné and Mr. King informed the President of the Trusteeship Council with

regret that owing to circumstances beyond their control, they would be unable to proceed with the Mission. Consequently, the Trusteeship Council held a Special Session and approved the nominations of Mr. André Naudy (France) and Mr. Dermot J. Swan (United Kingdom) as Chairman and Member of the Mission respectively in the place of M. Tiné and Mr. King.

15. At its 1242nd meeting, the Council adopted resolution 2142 (XXXI) in which it directed the Visiting Mission to investigate and report as fully as possible on the steps taken in the two Trust Territories towards the realization of the objectives set forth in Article 76 b of the Charter of the United Nations, and to pay special attention to the question of the future of the two Territories in the light of relevant sections of the Charter and the Trusteeship Agreements, bearing in mind the provisions of relevant Trusteeship Council and General Assembly resolutions, including General Assembly resolutions 1514 (XV) of 14 December 1960 and 1541 (XV) of 15 December 1960; to give attention as might be appropriate in the

light of discussions in the Trusteeship Council and of resolutions adopted by it, to issues raised in connexion with the annual reports on the administration of the Trust Territories in the petitions received by the Council concerning Nauru and New Guinea, in the reports of previous Visiting Missions and the Administering Authority's observations on those reports, and to receive petitions, subject to its acting in accordance with the rules of procedure of the Council, and to investigate on the spot such of the petitions received as, in its opinion, warranted special attention. Finally, the Council requested the Visiting Mission to submit to the Council as soon as practicable separate reports on the Trust Territories of Nauru and New Guinea containing its findings, with such observations, conclusions and recommendations as it might wish to make.

B. ITINERARY

16. The Visiting Mission assembled in Sydney on 10 March 1965, and proceeded the next evening to Port Moresby, where it arrived on the morning of 12 March. In the afternoon of that day, it held preliminary discussions with senior officials of the Administration.

17. On 13 March, it began its tour of the Trust Territory of New Guinea, where it remained until 12 April, visiting eight of the nine districts. In New Guinea the Mission was accompanied by its secretariat: Mr. John F. Hayley, Principal Secretary; Mr. Richard W. Wathen, Political Affairs Officer; Mr. Robert C. O'Connor, Administrative Officer; and Mrs. Cecilia Bowles, Stenographer. The detailed itinerary in annex I of the report indicates the many places visited by the Mission, and what it saw and did. It may be of interest to note that the Mission held thirty-eight public meetings in the Territory, including those with Councillors from thirty-two local government councils. It also held twenty-seven meetings with representative groups, organizations or associations. It spent 21 and 22 April at Administration headquarters in Port Moresby, where discussions were held with the Administrator and members of his headquarters staff. It then proceeded to Canberra on 26 April for discussions with the Ministers for Territories and for External Affairs of the Commonwealth Government of Australia. On 29 April it left Canberra to return to New York.

18. During its visit to New Guinea the Mission was accompanied by Mr. Brian Hickey, of the Commonwealth Department of External Affairs, by Mr. James Legge of the Department of Territories, and by Mr. R. T. Galloway of the Department of District Administration. These officers provided able assistance to the Mission, obtaining and providing it with necessary information and facilitating its task in many ways. The Mission wishes to express its deep appreciation of their contribution to its work.

19. The Mission would like here to thank sincerely the Administrator, Sir Donald M. Cleland, District Commissioners and heads of departments, as well as other officers of the Administration, the local government councils, and all those responsible for planning the comprehensive programme of activities for its benefit. Since the Mission was unable to attend a session of the House of Assembly, it was pleased also to be able to meet the Speaker, Mr. H. L. R. Niall, and many of the Members of the House in their constituencies. The Mission also wishes to express its profound gratitude for the abundant hospitality it received on this very memorable tour.

C. AREA, POPULATION AND SYSTEM OF ADMINISTRATION

20. The Trust Territory of New Guinea spreads over some 93,000 square miles and includes the north-eastern part of the island of New Guinea (lying north of Papua) and the arc of islands stretching from the Admiralties to the northern Solomons (Buka and Bougainville).

21. The population is now estimated to consist of more than a million and a half indigenous people and more than 16,500 non-indigenous inhabitants, mostly Australians and Chinese.

22. The Trust Territory and the neighbouring Territory of Papua are administered jointly by an Administrator charged with the government of both Territories on behalf of the Commonwealth of Australia. Administrative functions are discharged under his direction by fifteen functional departments whose officers are members of the Public Service. Headquarters are at Port Moresby in Papua. For administrative purposes the Trust Territory is divided into nine districts: four island Districts (New Britain, New Ireland, Bougainville and Manus) and five on the New Guinea mainland (Morobe, Madang, Sepik, Western Highlands and Eastern Highlands). In each a District Commissioner is responsible for general administration and the co-ordination of all departmental activities within his district. The Mission visited all districts except Bougainville.

23. In accordance with the Papua and New Guinea Act, 1949-1963, the Administrator is assisted by an Administrator's Council consisting of himself, three official members and seven elected members of the House of Assembly, appointed by the Minister for Territories on the nomination of the Administrator. Five of the seven non-official members are New Guineans.

24. The Council's functions remain those described in paragraph 12 of the 1962 Visiting Mission's Report on New Guinea.¹

25. The main legislative organ is the House of Assembly, established by the Papua and New Guinea Act, 1963. It consists of sixty-four members:

(a) Ten official members, appointed by the Governor-General on the nomination of the Administrator;

(b) Forty-four members elected on a common roll by adult suffrage; and

(c) Ten members, not being indigenous inhabitants of the Territory, elected also on a common roll by adult suffrage.

26. The House of Assembly was created by an Act of the Australian Parliament (No. 27 of 1963), the pertinent sections of which are reproduced in Annex II of this document. The House which met for the first time on 8 June 1964, is empowered to make ordinances for the peace, order and good government of the Territory, which, however, do not have any force until assented to by the Administrator, or, in certain cases, the Governor-General. Legislation in the form of regulations pursuant to ordinance may be made by the Administrator or the Administrator-in-Council as prescribed.

27. With the object of fostering familiarity with and competence in meeting the demands of positions of political and administrative responsibility the Parlia-

¹ See *Official Records of the Trusteeship Council, Twenty-ninth Session, Supplement No. 3* (T/1604), T/1597 and Add.1.

mentary Under-Secretaries Ordinance, 1963, which came into operation on 18 November 1963, enables the Administrator to appoint elected members of the House of Assembly to be Parliamentary Under-Secretaries. The Ordinance provides that an Under-Secretary who is not a member of the Administrator's Council may, with the consent of the presiding officer, attend and speak at a meeting of the Council. Ten indigenous members of the House have been appointed as Parliamentary Under-Secretaries and five of these have been appointed to the Administrator's Council.

28. Local government councils were established in 1950 with a view to providing a means of teaching the indigenous population to assume a measure of responsibility for their local affairs and to providing machinery and local funds for extending and co-ordinating social services at the village level. They are also used to teach the people that progress is inseparable from good order and industrious habits, that social services must be paid for and to prepare the way for fitting them in a manner they can understand into the Territory's political system.

29. The local government councils, under the Native Local Government Councils Ordinance, 1949-60, have the authority to:

(a) Maintain peace, order and good government, subject to the laws of the Territory;

(b) Organize, finance or engage in any business or enterprise;

(c) Carry out any works for the benefit of the community; and

(d) Provide, or co-operate in providing, any public or social service.

To enable the councils to carry out these functions, they are empowered to make rules of peace, order and welfare which, when approved by the district commissioner have the full force of law; and they are authorized to levy rates and taxes and to charge for services rendered. The over-all control of councils within each district is the responsibility of the district commissioner and his staff. Assistance, particularly in the early stages of a council's development, may be given by specialist local government officers of the Department of District Administration. Any indigenous resident of a council area may stand as a candidate. Women have been nominated from time to time, though at present none holds office.

30. District advisory councils are non-statutory bodies designed to give residents an opportunity to express their views and to offer advice to the district commissioner on matters affecting the district in which they live. There is a district advisory council in each district of the Territory. Each council consists of the district commissioner, who is chairman, and members appointed by the Administrator for two years. Town advisory councils, local government councils, the religious missions, and all significant sections of the community are represented. Each council has a majority of indigenous members.

31. Town advisory councils are also non-statutory and have functions for their smaller and more intensively developed areas similar to those of district advisory councils. Goroka, Rabaul, Madang, Wewak, Kokopo, Wau-Bulolo, Lae, Kundiawa and Kainantu have advisory councils, the membership of which consists of private citizens and Administration officials appointed by the Administrator for two-year terms.

New Guineans are included in the membership, but are only in a majority on the Kundiawa and Kainantu Advisory Councils.

D. PROGRAMME OF VISITS AND MEETINGS

Eastern Highlands District

32. The Mission began its tour of the Territory in the Eastern Highlands District on 13 March and spent four days there. The Eastern Highlands is an inland district extending over 6,900 square miles of the great Central Range of Papua and New Guinea. Within its boundaries are the large upland valleys of the Upper Ramu and Asaro Rivers, and the middle section of the Wahgi River, all at an altitude varying from 5,000 to 6,500 feet and the highest point in the Territory lies on the border between the Eastern Highlands and Madang Districts. It is the peak of Mount Wilhelm, 14,793 feet above sea level. Access to the coast is by road to Lae in the Morobe District and by aircraft to all parts of the Territory. Climatically the area can be described as sub-tropical with pleasant warm days and cool nights. The District has a population of 362,243 indigenous and 1,628 non-indigenous people. It is divided into two divisions, Goroka and Chimbu, and these in turn are divided into three and two sub-districts, respectively. The District Headquarters is at Goroka.

33. Agriculture is the predominant economic activity in the District. Although subsistence agriculture remains predominant, the economic development of the District is based on coffee with an annual yield of 3,578 tons, of which 2,053 tons are grown by village farmers. Pioneered by Australian settlers, with their example being quickly followed by the New Guineans, this primary industry made swift development possible in areas where there was good soil and where roads could be built. This initial interest has been fostered and extended by officers of the Administration and the European planters. According to the report of the Administering Authority for the period ending 30 June 1964,² there were a total of 5,378,600 trees in the District. At Kundiawa, in the Chimbu Division, the New Guinea coffee growers established a co-operative organization in April 1964, to buy, process and market coffee grown by the Chimbu people. A modern coffee factory was purchased. In the first eight months of operation, this new co-operative, the Kundiawa Coffee Society Limited, processed over 1,000 tons of parchment coffee with a sale value of approximately £350,000.³ The organization has 9,000 members and capital assets worth about £80,000. The Highland Farmers' and Settlers' Association has many New Guinean farmers in its membership. This organization is interested in the general development of the District, as well as in the coffee industry.

34. To avoid dependence on a single crop, the Administration is making a land survey in the Kainantu area to see whether tea growing can be established in the region. The first village cattle herds in the Highlands were established in the Goroka sub-district.

² *Commonwealth of Australia, Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1 July 1963 to 30 June 1964* (Canberra, A. J. Arthur, Commonwealth Government Printer). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1632).

³ The currency of the Territory is the Australian pound, worth sixteen shillings sterling, or \$US2.24.

These have proved so successful that other village communities in the Western as well as the Eastern Highlands have started their own small herds. There are now twenty-seven village herds in the Eastern Highlands with a total of 355 head of stock. Other sources of cash income are peanuts, market garden produce, passion fruit and tobacco growing. A new crop, pyrethrum, is in the early stage of development. Alluvial gold mining brought New Guineans returns of nearly £15,000 during last year.

35. During its stay in the District, the Mission attended six public meetings, five of which were held in conjunction with the local government councils in the area. The first of these was at Goroka itself, at which it met Mr. Ugi Biritu, Member of the House of Assembly for Henganobi. In general, the speakers were satisfied and expressed their faith in the guidance of Australia as the Administering Authority which they wished to remain in the Territory. They were grateful to it for the improvements which had been made in the fields of public health and education. They were particularly thankful for the new House of Assembly. Explaining to the Mission the functioning of the local government councils, they stated that the taxes collected by the councils helped to stimulate the development of the country. With this money they built aid posts and schools, roads and bridges. Nevertheless, there was need for more money to assist the country and they were especially anxious to have a university, since they felt the people were not sufficiently trained. Some also desired to visit Australia to gain experience at first hand and to understand better their own development. One speaker pointed out that, although they grew coffee, they did not understand the machines which treated it as a finished product. They thought the pace of development was slow, but that this was because it was still difficult for the people themselves to accept change. They looked forward to self-government at a time of their choosing, although this was still a fairly long way off.

36. On 15 March, after a visit to the Agricultural Station at Aiyura which is doing research in coffee and cattle, the Mission met people and councillors of the Kamano Council area. Here the people seemed most concerned with obtaining more schools for their children and farming their own coffee gardens. Later in the afternoon at the Agarabi Council Chamber, the meeting was distinguished by the absence of many of the councillors. Only five out of thirty-four attended. It was said that they were disgruntled that the patrol officer had not told each one personally about the meeting with the Visiting Mission. Those who spoke complained of a shortage of teaching staff as an obstruction to extending educational facilities in the area, and the inequality and lowness of wages received by the indigenous workers which were not sufficient to help the people to contribute to public works. One tradesman wanted more money in the form of loans and guidance from the Government to indigenous people desiring to start new business enterprises.

37. The following day, the Mission flew to Kundiawa and then drove to Kerowagi, where it held a public meeting with the Local Government Council and the people of the area. The local Member of the House of Assembly, Mr. Suvi Kurondo, was also present. Many of the views expressed the day before were heard again; in particular, those concerning the peoples' gratitude for what the Administering Authority had done in the field of health, education and general

development. But these Chimbu people were particularly eager to accelerate the pace to obtain more and better roads and bridges, secondary industries, and personal experience from Australia and overseas. One speaker envied the Mission their positions and said that he wanted to be like them. He said that he had no power to get what the members of the Mission had and he requested their aid to obtain it. He added, moreover, that if a university had still not been established in the Territory the next time a Visiting Mission came, it would not be welcome. If development was not more rapid, the Visiting Mission would not be invited again. Concerning the proposed university, one of the Councillors said that it should be established now in Goroka, and not in 1966 or 1967. On the subject of self-government, it was the general consensus that the people were not yet ready for it, and that they did not want the United Nations to introduce it until they were.

38. In the afternoon, the Mission held two public meetings—one at the Waiye Council Chambers with the Local Government Council and people of the area and another at a Primary "T" School at Ku. At the first meeting, the President of the Waiye Council appeared as the spokesman for the people of the area. He laid down a six-point criterion to be met if the United Nations wanted the Territory to attain self-government quickly. First, there must be New Guineans who were pilots or manufacturers of airplanes; (2) those who made bullets and cartridges; (3) manufacturers of rifles; (4) there must be money minted; (5) glass and iron for housing produced; and (6) meat and clothing industries established. He felt that when the road from Lae to Mount Hagen was opened up, a great change would occur in the area. He asked assistance from both the Administering Authorities and the United Nations in maintaining the price and marketing of coffee. Finally he also wanted better treatment for New Guinea ex-servicemen. He asked that a place be given them where they might retire to and be fed until they died.

39. At the meeting at Ku, Mr. Waiye Siune and Mr. Yauwi Wauwe, Members of the House of Assembly for Chimbu and Chuave, respectively, attended. There were also members of the Yonggamugl Local Government Council present. The Mission was informed that this was the most populous area in the District. Four candidates had stood for elections in the House of Assembly. A spokesman complained that there were still too many people living in remote parts of the mountains where there were no roads. These people knew little or nothing about the House of Assembly. Generally, there was a need for more expatriate personnel and outside investment in the area. Mr. Waiye's plea was for more schools in the area. He would not talk about self-government until the people were better educated. He was generally suspicious of those Australians who came to work in the Territory only for a few years. He felt that it was for their own gain and not the Territory's.

40. Mr. Yauwi said that because the people were still primitive, they were not ready for self-government. More children must go to school. He himself would die and his children would take his place. They would die and their children would take their place. Then maybe they could say something about self-government.

41. It was here that the Mission first heard of the concern of the New Guineans over the fact that the western part of the island was now controlled by the

Republic of Indonesia. The Vice-President of the Chuave Local Government Council asked why Indonesia had come to take over Dutch New Guinea and whether there were to be two flags or one.

42. After returning to Goroka, the Mission met with Mr. Graham Gilmore, Special Member of the House of Assembly, from South Markham, and Mr. Graham Henry John Pople, representing the Gumine Open Electorate in the House, at the request of the two latter. Both made statements to and answered questions put by the members of the Visiting Mission.

43. To sum up, Mr. Gilmore felt that as soon as the House of Assembly could draft a constitution, the Territory should opt for independence as quickly as possible. He said that he had attempted to obtain legislation desired by his constituents but that he had been blocked by "politicians" in the Public Service and in not one instance had he met with success. He said further that the Territory had an unhealthy economy; £28 million a year were pumped in by the Administering Authority and the budget was administered by a Public Service which was both "inefficient and top heavy". The Territory required financing which it would take as a loan, preferably at low interest, to help build up its economy. He also complained of discrimination in wages received by expatriate officers and indigenous inhabitants. The Mission gained more knowledge of the matter in other districts (see paras. 68, 80, 121-123, 157-159, 166, 177).

44. Mr. Pople complained, as had Mr. Gilmore, that he had had no notice of the arrival of the Visiting Mission nor had he been invited by the Administering Authority to meet the Mission. He felt slighted by this, since he represented 50,000 Chimbus who made up a considerable proportion of the population of the Territory. He complained further that the Mission had not spent sufficient time in the area. It had passed by the large indigenous coffee co-operative at Kundiawa and he criticized the Administration for this oversight. Gumine, he said, was slightly more primitive than what the Mission had seen in the area and had the members gone there, they would have better understood the progress already made. He disagreed with the educational policy of the Administration and suggested that all children should receive up to Standard IV schooling. At this point, he felt the brighter children should be chosen for higher education and the rest channelled into technical training. He also criticized the policy of not seeking assistance overseas, especially in the agricultural and educational fields.

45. Both these Members of the House of Assembly wanted it to draft a constitution for the Territory. They feared that otherwise the Territory would have an unacceptable form of self-government imposed upon it by the Administration.

Western Highlands District

46. Western Highlands District is a very mountainous area situated in the geographical centre of the Territory. Part of the District, the Bismarck and Schrader Ranges, was sighted by German explorers as early as 1896, but exploration of the district did not start until 1933 when a patrol entered the Wahgi Valley from the Asaro Valley through the Chimbu Divide. The Mission was informed that the first administrative contact was not deliberate in the area but occurred when gold prospectors came to the area looking for another Bulolo field and several were

killed. The District covers an area of 9,600 square miles, of which 6,000 square miles are under complete administrative control. The remainder is subject to restriction of movement by non-indigenous persons under the Restricted Areas Ordinance. The Mission was told that there had been no clan fighting in the area for the last five years and the sources of trouble today are land, domestic animals and marital problems. The indigenous population numbers 291,718 and the non-indigenous 1,091. The headquarters of the District is at Mount Hagen, and there are five sub-districts—Hagen, Minj, Wabag, Lagaip and Kopiago.

47. Long before all the outlying areas had been explored and brought under government control, economic development had started with the establishment of coffee as a cash crop. Production of coffee in the District today is nearly 2,200 tons a year, of which nearly 800 tons represents production by villagers. A major development is that of tea growing. The first tea blocks have been allocated and planting is under way. As with coffee, this industry, which requires large capital investment, is to be developed by Europeans and New Guinean growers. A smaller but also useful supplementary cash crop, pyrethrum, is also in the early stages of development. A factory for the processing of pyrethrum flowers is to be built at Mount Hagen. In the Porgera area, some seventy miles northwest of Mount Hagen, the local people are working their own gold claims with advice from mining wardens. The Mission was informed that from twenty-eight regular claims, the 3,000 people in the area now have an income of nearly £20,000 annually.

48. On 14 March, as in 1962, the Mission began its tour of the district with an inspection of the Minj Malaria Control School and then proceeded to Kerowil to hold a public meeting with the Minj and Ngangamp Local Government Councils and a large gathering of the people from the area. The local Member of the House of Assembly, Mr. Kaibelt Diria, was also present.

49. This meeting progressed in the same manner as those in the Eastern Highlands. The Member of the House stated that the people were grateful to the Administering Authorities for having fostered the local government councils through which the people had been able to build hospitals, aid posts and schools and to teach English to their children. The Administration had also encouraged the coffee and tea industries and was responsible for the Native cattle projects. The Administering Authority had also built the House of Assembly for the development of the Territory. He felt that the Australian Government was in a better position than the people to determine the time for self-government. If the people tried to decide for themselves they would make an error. He concluded that development should be gradual and that Australia should control the rate of that development. The Mission also heard, among others, the President of the Minj Local Government Council whose ideas, especially on self-government, were more or less the same as those of the Assembly member. He felt that self-determination should take place only after the people had been educated to an acceptable overseas standard. He would like to see Australia and New Guinea continue together.

50. In the afternoon, the Mission continued by road to Mount Hagen, stopping for a second public meeting that day at the Dei Council House. The tenor of the statements made was similar to those referred to above, i.e., gratitude to Australia for development, educa-

tionally, medically and generally, but a desire for more assistance. One councillor expressed the hope that Australia would continue to teach the people and that they would be able to learn in the shortest possible time.

51. Another councillor said that there was one thing among the people which was not good. It was a wrong concerning bride-price. It had become the habit for a man when he married to make a large marriage payment to the bride's family. With the development that general progress was bringing, women were now beginning to argue with their husbands. They often left them and returned to their families. Consequently, the husband would want his money returned. The councillor desired a law limiting bride-price, and providing that if a wife left her husband no further bride-price should be paid for her, if she remarried.

52. The following day, the Mission flew to Laiagam, Wabag and Kompam. A United Nations Mission was visiting Laiagam and Kompam for the first time. This is the heart of the country where the men wear enormous wigs and their women decorate themselves with plumes and furs. In Laiagam, the Mission attended a public meeting at the Lagaip Council Chambers and was impressed by the thousands of local people who had walked from as far as thirty miles away to greet the Mission. The statements made to the Mission resembled those already heard, except that several speakers had no desire for self-government for the Territory here. The general consensus seemed to be that the Australians should stay and at the time of self-determination, Australia and the Territory should join together in some sort of union not yet determined. In this connexion mention was made of a seventh State of Australia. A medical orderly said that only Australia and the United States should take an interest in the Territory.

53. Following the public meeting, the Mission visited the local hospital. The doctor in charge, a New Guinean, had been educated in Papua and at Suva. The doctor related some of his difficulties in operating in the hospital in this remote area and described some of the principal diseases of the people and their attitude towards the institution.

54. The Mission then flew to Wabag to meet the Local Government Council and the people of the area. Among the speakers was a former member of the Legislative Council, Mr. Kibunki, who said that he had heard rumours that the Australians were going to return to Australia, leaving the people to look after themselves. He said that at present Australia had six States; he wanted the Territory to form the seventh State. This idea was reiterated by most of the speakers who followed him at that meeting. One feared that, if independence came, the people would again break up into small groups.

55. In the middle of the afternoon, the Mission flew to Kompam, a newly created patrol post, where no local government council has yet been created. Nevertheless, the Mission was greeted by hundreds of mountain people and the local Member of the House of Assembly, Mr. Leme Iangalo. Mr. Leme welcomed the Mission to the area which he said was not very developed. He spoke of the life of his ancestors, the arrival of Australians in the area and the assistance which they had brought. He did not know how long it would take for the people to learn Australian laws and order. In Mount Hagen and Wapenamanda, there were roads and airstrips. In this place, however,

there was little development—there were no agricultural officers, no community development and it was difficult to obtain money in the Wapenamanda area. The other speakers supported his statement.

56. On 19 March, the Mission drove to Baiyer River, calling at a primary "T" school on the way. At Baiyer River it visited the Administration Livestock Station where high quality cattle are bred. The Station also conducts a school for the training of cattle owners in animal husbandry, slaughtering and the use of hides in the making of saddlery. The Mission was favourably impressed by the achievements of this station.

57. The Mission began its afternoon with a visit to a primary "A" school in Mount Hagen, attended by ninety-seven students of European, indigenous and mixed races, teaching up to Standard VI. It then went to a joint meeting of the Mount Hagen and Kui Councils. Three members of the House of Assembly, Mr. Kaibelt Diria (Minj), Mr. Koitaga Mano (Ialibu) and Mr. Keith Levy (Mount Hagen), also attended this public meeting. The President of the Kui Local Government Council made two specific requests: one for a university to be established in New Guinea and the other for a larger hospital in Mount Hagen. He also said that the Territory needed more assistance from the Administering Authority. The principal topic of the Mount Hagen Council President's statement was the lack of money in the district. The chief concern was the need for roads.

58. Another councillor from the Mount Hagen Council asked the Mission about "Dutch New Guinea" (West Irian). He wanted to know who had given Indonesia the authority to take over there. He was apprehensive of the situation as it was or might develop in the neighbouring country. He thought the United Nations should visit there to see what was going on and what was being done. He then went on to talk about roads, and specifically, the need for one to Madang. Out of the £25 million contributed by Australia to the Territory's budget annually, he felt that there was not enough available to complete the road. He and other speakers also asked for higher prices for coffee growers.

59. The Vice-President of the Mount Hagen Council stressed the point that there was not enough money put into local businesses. He had made an appeal on this point many times, but had never got a reply. He asked the Mission to talk with the Administering Authority on the matter.

60. Mr. Levy stated that since he was not indigenous himself, his word might not be taken as typical. As a member of the House of Assembly, however, he asked the people to tell him their views for expression in the House. They had said, "Go slow on self-government. The time would be when their children had sufficient education". Another speaker, a Kui councillor, feared that if self-government came too quickly, the people would not be able to obtain good schools or a university. He wanted to continue to work with Australia. Self-government could come later. He requested the Mission to take this back to the Trusteeship Council to discuss it.

61. Mr. Koitaga Mano also stressed the need for education and capital investment in the Territory before it would be ready for self-government.

62. On Saturday morning, the Mission visited the lively and well-organized local market, where there was a variety of local and European foodstuffs on sale.

It then went to the Aid Post Training School, where from forty to sixty young men were in training to become aid post orderlies. The head of the school explained to the Mission that there was one orderly for every 800 to 1,000 persons in the Territory. The minimum age for a trainee was 16 years and the Administration attempted to select them from among applicants who had completed Standard IV education. In some under-developed areas, it was, however, necessary to accept applicants who did not meet this criterion.

Madang District

63. Madang District comprises an area of 10,800 square miles along the north coast of New Guinea and inland to the Schrader and Bismarck Ranges. Its main geographical features are the high mountain ranges along its southern border, the coastal mountains of the Adelbert and Finisterre Ranges, and the 400-mile valley of the Ramu River. The indigenous population is numbered at 149,600 and there are about 1,800 non-indigenous persons. The District is divided into three sub-districts: Madang, Bogia and Saidor.

64. The indigenous population varies from advanced groups along the coast who obtain their livelihood from cash cropping combined with some subsistence agriculture to those in the rugged hinterland who still rely on traditional subsistence cropping. The chief economic activity of the District is the production of copra. Nearly 17,000 tons were exported through the port of Madang during 1964. Cocoa is an important supplementary crop with an output of 1,760 tons, of which 153 tons were produced by indigenous growers. Coffee plantings increased during 1964 to a total of 126,464, most of which are immature. Rice production remained stable at 102 tons. A tobacco factory here markets its output throughout the Territory.

65. At Madang, slipways provide shipwright and engineering services for the many coastal vessels plying in Madang waters. The township of Madang, the administrative headquarters and commercial centre for the District, is one of the busiest ports in the Territory. The value of its imports and exports in 1964 amounted to £9,246,358. It is also the main centre for the movement of air freight from the coast to the Highland Districts. In 1964, there were 24,718 movements at its airstrip. The large volume of air freight handled places it among the four biggest freight airports in the Southern Hemisphere.

66. The Mission arrived at Madang on the morning of 22 March and immediately attended a briefing session with the District Commissioner and senior officers of the Administration. In spite of the short time which had been allotted to its stay in the District, the Mission attended seven public meetings there, most of which were held together with local government councils. This was accomplished by the Mission's splitting into two teams on the second day of its visit in the District.

67. In the afternoon of 22 March, it attended a public meeting of the Madang Town leaders. As in many places throughout the Territory, the Mission found that people were at first hesitant to talk and the members were obliged to solicit comments to begin the conversations. When the people warmed to the discussions, however, they had many interesting and important views to express, among which were the following. One speaker said that the country was only beginning to develop economically. Areas in the bush still needed

time and throughout more investment was needed. A representative of the local Workers' Association thought that the Australian Government should make available funds for loans to further economic development of the Territory. These loans could be repaid with interest which in turn would be used for the further development of the Territory.

68. An indigenous Administration teacher, supported by others, complained to the Mission that the Public Service was divided into two divisions. He was dissatisfied with this division and its implications on wages, rents, and leave pay. For example, he said that whereas expatriate teachers had their home leave paid every year, local teachers were entitled to paid leave only every two years. Moreover, the indigenous teachers' salaries were not such to allow them to pay their own leave and provide for their families as well. An Agricultural Assistant from Saidor said that there would be a serious problem in the future (if the country were independent) if local salaries were too high. The Territory had only a small income and could not afford to have a large budget.

69. To a question put by the Chairman of the Mission concerning the assumption of more administrative responsibility by indigenous leaders in some form of local government, an indigenous officer in the Education Department replied that he felt the people needed more training in this field because they did not understand municipal law very well. When asked if it was more difficult to administer a town than to participate in the House of Assembly, another speaker answered that, when the people could reap the benefits of the new university to be established, then he felt that the people would assume their duties in local urban administration.

70. Another speaker likened Papua and New Guinea to a man and woman whose parents keep them apart, although the couple wish to marry. He wanted a unified State of Papua and New Guinea and what he styled "free politics" in the Territory. Concerning the question of self-government, all speakers felt that the people were not educated enough and therefore not yet ready for self-government; however, one man stated that when the people were ready for self-determination, they would say so. It was the view of the President of the Madang Co-operative Society that when all the people had reached the standard of development of those living in the towns, the time would be ripe to discuss this subject.

71. Following this meeting, the Mission met the Executive Committee of the Madang Workers' Association and the presidents of its three branches, i.e., the Stevedores, the Tobacco and the Airlines Services Industries. The President of the Association, who is also the Local Government Assistant and a New Guinean, stated that there were 1,100 workers in the Association. The President said the Association dealt with employer-worker relations, supervision of the workers and complaints which went to the Executive Committee. The Association was established in 1961 after models in Port Moresby and Rabaul. Although there was no over-all organization in the Territory, a conference was to be held soon to prepare for the Association's affiliation with the Australian Council of Trade Unions. The subscription fee in Madang is ten shillings per year and Australia has granted the territorial associations a subsidy of £2,000, which they are trying to match.

72. On 23 March, the Mission divided into two parties. The Chairman, Mr. Swan and Mr. Eastman departed by road for Dylup, calling in first at the Teachers Training College, where it learned that of the ninety students following courses of studies sixteen are girls. The Mission then continued on to the Kumil Cocoa Society plantation owned by indigenous people. Extending over an area of eighty-two acres, it contained 1,650 trees. The Mission's next stop was at the Roman Catholic Holy Spirit Seminary. All the students had followed a five-year secondary course. Thirty had secured matriculation at Queensland University. The Mission held a lively exchange with the students, who were especially eager to know the Mission's views, as well as those of the United Nations generally on the future of the Territory and on the question of self-determination. One student advanced his opinions on the role of the Administering Authority now that New Guinea was progressing towards self-government. He felt that Australia should educate the people in order to develop a true sense of national unity, including training its leaders in the Territory and abroad to give them a view of world politics; that it should intensify its adult education programme which would, among other things, help to undermine and destroy "cargo cults"; and that it should establish more technical schools at the secondary education level. Another student criticized the differential in wages paid to expatriates as compared with those paid to indigenous inhabitants.

73. Finally, in the morning the Mission paid brief visits to the Taladig Primary "T" and the Megiar Mission schools. Following lunch at the Dylup Plantation, the Mission toured the copra driers and a cocoa fermentary. The members then proceeded to the Sumgilbar Council Chambers. Before the meeting, children from a nearby Primary "T" school entertained the Mission with songs and dances. At the school there were thirty-five teacher-trainees who upon completion of the course would receive their certificates from the Government.

74. The public meeting at Sumgilbar Council was also attended by Mr. Suguman Matibri, Member of the House of Assembly for Madang. Most of the problems raised were those which the Mission had earlier heard in other meetings: the insufficiency of wages and money in general, the poor prices for cash crops, the difficulty in obtaining loans, the lack of access roads into the bush. Mr. Suguman Matibri emphasized the importance which education would play in the future of the Territory and the necessity for obtaining more teachers, either European or local. He felt that Madang should have a secondary school of the order of those in Rabaul and Port Moresby. Looking further ahead, he said that after the secondary school, it should be possible for Madang to have a university. On the question of self-government, he said that he was against it now, because there was not enough education yet. So far, all the money had come from Australia, and he was frightened that if New Guinea got self-government, Australia would say "now you are standing on your own feet" and the country would collapse. The President of the Sumgilbar Council supported the Assemblyman's opinions. He also raised the question of the price of gravel from his village, Metuka. He felt that the price paid for it was not enough, and was only one example of the low prices paid to the people of the Territory for their produce. It was not enough to allow them to pay taxes. A representative of the Administering

Authority present explained that to increase their income the people of Metuka had approached local contractors asking to take over the labour of loading trucks themselves. That they were now doing. He added that it was felt that if the price went too high, contractors would find another gravel source.

75. On the same day, Mr. Dickinson flew first to Bundi, a patrol post pitched high in the Bismarck Range behind Madang. Two United Nations flags, gifts of the Chairman of the 1962 Visiting Mission, greeted the eyes of the Mission party on its arrival. Mr. Gaudi Mirau, member of the House of Assembly for Markham electorate,⁴ attended the public meeting on the spectacular airstrip. Mr. Csandi Mirau told the Mission party that concerning self-determination, much work had to be done before the people would be prepared to face their own future. He urged that more members of the House of Assembly be sent to Australia and other countries in the South Pacific area to observe development and political constitutions, to help them compare conditions there with the progress in their own country. Because of the international situation in neighbouring countries, he warned that the Territory might become involved.

76. Other speakers expressed gratitude to the Administering Authority for improvements which it had brought about and said that they were pleased with Australian administration but felt that more assistance should be forthcoming from it.

77. The Mission party then climbed the hill to the Roman Catholic Mission school where nearly 400 children are being educated up to Standard VI. A government experimental cattle raising station is also here. It was pointed out that the main barrier to developing the area was the lack of a road down to the Ramu River valley which would connect Bundi with Madang.

78. Mr. Dickinson and his party then flew to Aiome. This was the first time the United Nations had ever visited this area, according to the President of the Rao-Breri Council. It is planned that this year Aiome will become a sub-district, and the community hopes to have a local government council in the near future. All those who spoke were pleased with Australia's work in the Territory but, to quicken the pace of development, they wanted more assistance with road construction and agricultural extension to improve cash crops such as coffee, copra, cocoa and rice. The principal income in the area is from saw-milling. The people sell logs to the various religious missions.

79. In the afternoon, the Mission party flew to Saidor, south-east of Madang, on the coast, for a public meeting at which were present Mr. Stoi Umut, member of the House of Assembly for Rai Coast,⁴ and members of the Local Government Council for that area which was established in 1964. The President of Rai Coast Council told the Mission that many people living in the bush were not yet ready for self-government. They needed more education and economic development before they could assume the responsibilities required for independence. Others asked that the Administration help to improve communications, especially roads. They pointed out that there were no roads from Saidor to either Madang or Finschhafen, the next large community to the south-east, and that

⁴ This electorate includes parts of Madang and Morobe Districts.

this lack, as well as the one of adequate sea movement, handicapped the expansion of cash cropping.

80. Following the meeting, the Mission party visited a rural health centre operated under the direction of a medical assistant who lacked one year of training to be a medical officer. During the tour, he complained about the new reduced pay scale for public service employees. The Deputy District Commissioner present explained that although new lower scales had been introduced, persons already in service had suffered no reduction in pay.

81. On 24 March, before departing for Kar Kar Island, Mission members visited the wharf and town area, a furniture factory and the Madang High School. On Kar Kar Island, the Chairman and Mr. Dickinson visited the Salum plantation. Owned by an indigenous family, the plantation produced 200 tons of copra and 10 tons of cocoa annually. Mr. Swan and Mr. Eastman visited one of the two hospitals on the Island, and a small pilot housing project the purpose of which is to encourage the islanders to build better houses cheaply.

82. All of the Mission then gathered at the Kar Kar Local Government Council with the Assemblyman, Mr. Suguman, councillors and many islanders. Mr. Stahl Salum, from the plantation, told the Mission that he considered that his people would not be ready for self-government for another fifteen to twenty years. It was necessary for them to have more higher education and greater economic development, including the establishment of local industries, before they could achieve independence.

83. One councillor raised the question of another wharf on the Island for small ships. Now cargoes coming from Madang off-load at the Lutheran Mission wharf, twenty miles from the settlement around the Council chambers. Trucks must shuttle between the two points and if the weather is bad, trucks cannot move, the cargo spoils and much money is lost. The people would like the wharf close by. Mr. Suguman informed the Mission that he had taken this matter, aided by the District Commissioner, to the House of Assembly, which was not yet ready to allocate money for the wharf. The District Commissioner stated that the Assembly's Standing Committee on Public Works had approved the project, the wharf had been designed and its construction was scheduled for the next financial year.

84. In the afternoon, the Mission returned to Madang to inspect the General Hospital and the Danben Local Government Training Centre. This attractive and well-equipped hospital was notable for the obvious devotion of its doctors and nurses to their task. The Training Centre provides courses for the training of councillors and leaders from pre-Council areas in general and executive committee procedures and in the duties, powers and operation of local government councils. The Centre serves the whole Territory.

85. The Mission then proceeded to the Ambenob Council Chambers near Madang for another public meeting. The Ambenob Council was established in 1956 and its progressive policy has been a strong influence on the other councils in the District. Generally, the meeting followed the course of many which preceded it. The speakers felt that the people were as yet not ready for independence. More economic development and education were needed before they would be ready. One councillor asked for more loan financing to enable the people to develop land by employing labour. He

also pointed out the need for additional development projects and public works.

86. Another councillor said that although the Australian Government had helped the people considerably, some of the large plantations acquired during the German régime remained undeveloped and should be returned to the people. The Mission was informed that this land was not owned by the Government but held by the Custodian Secretary in Canberra. Mr. Suguman, the Assemblyman representing the area, was also present at this meeting and told the Mission that he had raised the matter of the undeveloped plantation lands in the House of Assembly in 1964; he had, however, had no reply from the Administration.

87. In reply to a question from a European planter from Saidor concerning the Mission's views on the economic future of the Territory, Mr. Dickinson, on behalf of the Chairman and the Mission, said that the Mission did not advocate or support, or attempt to suggest, any form of economic system for the people of New Guinea after they had achieved self-government. That would be up to the people.

88. The President of the Council then said that long ago Australians had come to New Guinea and got land and started working on it. The people knew that there were profits from copra and other crops and that money had flowed to the Administration in the form of taxes which had assisted in the development of the Territory. Now, the people had no intention of asking the Australians to leave. When the Territory did achieve independence, the Papuans and New Guineans would very much like these expatriates to stay and continue to work together with them.

89. Before leaving Madang on 25 March, members of the Mission visited the Fox Welding Company where there are three indigenous welders and one apprentice, a furniture-making concern with a number of skilled indigenous cabinet-makers, a technical school and a Primary "A" school. The Mission then flew to Awar, its last stop in the District, where it attended a public meeting. At this meeting, the Ramu member of the House of Assembly, Mr. James Meanggarum, said that New Guinea must have more help from the Australian Government in the fields of education and economic development before the people could proceed to self-determination. He suggested that Australian Peace Corps workers come to the Territory to assist the people.

90. A Papuan now working in Bogia as the Local Government Council assistant told the Mission that he was concerned about the defence of the Territory. He said that the Pacific Islands Regiment was not a large enough body at present in the case of war. Since a soldier had to have studied up to Standard VI to be eligible for enlistment, many able-bodied men were rejected. Many people in the Bogia and Awar areas wanted to join the Army but they did not have the educational qualifications. He thought these should be waived. He was constantly hearing radio news that there was fighting in small countries throughout the world and he wanted greater preparation in the Territory, including armament factories, as defence measures.

91. Another speaker raised the question of government assistance in the marketing of produce. Although many items had been introduced through the Administration—peanuts, onions, pineapples, rice and cocoa—there was no facility to sell them. The farmers in

the area no longer worked so hard at planting as they had done and they were accused by the Government of being lazy. A representative of the Administration replied that garden produce had been introduced for the benefit of the people and it was true that rice had had a poor return. Concerning copra and cocoa, if local plantations and Missions did not buy it, the Department of Agriculture would.

92. Other speakers asked for more agricultural officers, schools and general economic assistance.

Sepik District

93. Sepik District has an area of 30,200 square miles, almost one-third of the entire land area of the Territory, and is the largest and one of the most populated in the Territory. It extends from its common border with West Irian to the boundary of Madang District, a distance of approximately 265 miles along the north coast of mainland New Guinea. Its southern boundary is, in part, the Papuan border, and in part, the border with the Western Highlands District. The principal geographical features are the high mountain ranges in the southern region; another chain of mountains running parallel to the coast; and the Sepik River, about 700 miles in length, 500 miles of which can be navigated by small vessels. For most of its length the Sepik, which flows between the two mountain ranges, drains vast swamplands sparsely populated by small groups whose chief means of transport is by canoe through swamps, channels and along the main waterway. The district's entire coast is very exposed and subject to heavy surf. Vanimo is its only good natural harbour.

94. The District has 257,486 indigenous and 1,523 non-indigenous inhabitants. There is a great range in the degree of development in the indigenous population, some having been for over half a century in contact with Europeans and others living in areas which have not yet been brought under full administrative control. The District is notable, among other things, for providing a large proportion of the migratory labour employed in the Territory. The headquarters of the District is at Wewak, and there are nine sub-districts administered in two divisions; in the north Sepik division: Wewak, Aitape, Vanimo, Maprik and Amanab; in the south Sepik division: Angoram, Ambunti, Lumi and Telefomin.

95. The difficult terrain of the Sepik area, with its large areas of swampland and unproductive limestone mountain ranges, severely limits economic development over a large part of the District and thus special problems are created in development and administration. The main economic crop is the coconut which is significant for subsistence, but not for the marketing of copra. Coffee plantings in the Lumi, Maprik, Aitape and Wewak areas in 1964 totalled 660,565 trees, some of which are now bearing. An extension of the coffee acreage is limited by the shortage of suitable land. Rice is becoming more popular as a cash crop, particularly in the Maprik area. Production increased to 163 tons in 1964. Crocodile skins provide an important income. Actual returns are difficult to assess as many skins are sold to private buyers. Sales to the Co-operative Society at Angoram in 1964 amounted to £18,675. It is probable that total Sepik sales amounted to £100,000 in 1964. The sale of artifacts, principally wood-carvings, provides an additional source of income. In the Maprik area, New Guinean miners during 1964 had a return of just over £5,000 from working their own gold

claims. The returns could be very much greater, as competent authorities estimate that annual output from the field there could be about £70,000 for some years to come.

96. Immediately after arriving in Sepik District, the Mission flew to Dagua for a public meeting at the Wewak-But Local Government Council House which was attended by Mr. Peter Simogen, member of the House of Assembly for Wewak-Aitape and Parliamentary Under-Secretary for Police, and several hundred others.

97. The President of the Council raised many of the questions which the Mission had already heard in the other districts concerning the need for more and higher education and economic development. He felt that cash cropping, introduced twenty years ago, would need another twenty years to develop fully. He said that his people were worried by the situation between Indonesia and Malaysia and wanted the United Nations to settle this dispute. He said that he was not frightened of attaining self-government but until all the people were in the local government council system, they would not be ready for self-determination.

98. The member of the House of Assembly said that it was not for Australia or the United Nations to set the time for independence for the Territory, it was up to the people themselves. He said that there was an urgent need for more and higher education and more teachers. If Australia was unable to provide these, perhaps the United Nations could supply them. He said that he had been born in the area and that if there had been schools at the time of the First World War, he himself would be able to read and write. He said that tax income from the cash crops amounted to £8 million a year and the Australian Government contributed £28 million more, but more was needed. He stressed the need for good schooling before self-determination and suggested that one of the solutions, when it did come, might be for the Territory to become the seventh State of the Commonwealth of Australia.

99. On 26 March, the Mission again divided into two parties—the Chairman and Mr. Eastman flying to Angoram and Maprik, and Mr. Dickinson and Mr. Swan going to Ambunti and Aitape. At the Gaui Local Government Council, it was stated to the Mission that the local councils did not have enough authority and that they should be taught to accept greater responsibility. Moreover, the people in the villages should take a more active part in their affairs. The Vice-President of the Council said that talk of the Australian Government leaving the Territory was quite unacceptable; more schools and a university for further education were necessary before there was any question of self-government, which he thought quite unacceptable at this stage. The people might be mature enough in forty to fifty years' time.

100. This Mission party then flew on to Aitape, which had been the old German capital of Sepik District. Attempts were being made to construct a road from Wewak to Aitape because there were no harbour facilities along that coast line except at Wewak.

101. At the Siau Local Government Council, the Mission heard the President of the Council express concern about self-government. He thought that the people could get self-government whenever they wanted it but he thought they were not yet ready. He wanted assistance from the United Nations both in staff (patrol officers) and financial contributions to provide roads, hospitals, schools, etc. The people also complained, he

said, about the low prices they had received for years when they sold sago, sweet potatoes and other crops. Another speaker, a teacher, wanted a law about self-government (a representative of the Administration suggested he meant a draft constitution) and the people allowed to practise before self-government comes. The clerk for the Council was concerned that there were no political parties in New Guinea. Before returning to Wewak, the Mission party paid a visit to the Hanseni colony where people were being assisted to regain the use of their limbs. This colony, which is supported by the Administration and staffed by missionaries, also engages in occupational therapy such as the making of dresses and artifacts.

102. The District Commissioner accompanied the other two members of the Mission, the Chairman and Mr. Eastman, to Angoram and Maprik. At the large public meeting attended by an estimated 1,000 people, Mr. John Pasquarelli, member of the House of Assembly for the Angoram Open Electorate, was also present. Mr. Pasquarelli was concerned because the District was lagging behind the development in other parts of the Territory. With a population of one quarter of a million people, it was essential that the pace of progress be quickened. This was especially desirable as Indonesians were now in the western part of the Island (West Irian) and had a common border with Sepik District. The Sepik people might be subject to Indonesian influence. He wanted development in the District accelerated to build a strong bulwark against any eventuality. He urged the extension and revitalizing of the Native Loans Board, which catered for individual small businesses. In his opinion, the Board took too long to consider applications and held back people who were eager for economic production. He also wanted land resettlement for people living in the unproductive areas of the district.

103. The Chairman of the Directors of the Angoram Cooperatives praised the work of the Administration, but said that he would like to see people in the more primitive areas being given the advantages which he had received.

104. Among other speakers, a painter with the Public Works Department said that wages were insufficient to maintain a man and his family. He said that he did not have enough money to send his children to school. It was explained by the Administration that although education was free, certain extras (some books or other school supplies, and uniforms) were paid for by parents as a voluntary contribution. A European with the Public Works Department said that casual workers usually received fifteen shillings a fortnight and rations. Since the indigenous people could now buy alcoholic beverages, they sometimes spent considerable amounts of their earnings on drinks. When the Mission members inquired how wage scales were determined, they were informed that a Commission or Board traveled from urban area to urban area to establish the cost of living. It was added that many of the people wanted wages instead of rations. It was also explained that wage scales varied considerably between the towns and the village areas.

105. After the meeting, the Mission party visited a new Haus Tambaran ("house of spirits"), recently erected as a museum for Sepik art and a possible point of attraction for burgeoning tourism. It also visited a crocodile skin-tanning factory.

106. This Mission party then flew on to spend the afternoon in Maprik. There are no European plantations

in this heavily populated area of approximately 60,000 persons. The Mission was told that the annual *per capita* income is thirty-one shillings, derived principally from gold (£10,000); rice (£22,000 with an estimate for the next financial year of £44,000); coffee, only one-seventh of which is bearing (£3,700 with a potential of £37,000); artifacts (£2,000); cash crops (£4,000); and wages-materials-contracts (£40,000).

107. On its way to the public meeting, the party visited the Extension Division of the Farmers' Training School at Bainyik. Thirty-six students between the ages of 12 and 40 years are enrolled in a four-month programme, followed by practice on patrol with European and indigenous officers. After examinations, they return to the villages to assist their people in the growing of rice, coffee and coconuts. There are also some agricultural field worker trainees who study there for three years, after which they become field workers and part of the Public Service. The Mission also visited a rice mill operated by the Department of Agriculture for five Native Societies in the sub-district which have their own pool of trucks. The Department acts as the middleman for the Societies and keeps their account books. The dry rice which is produced is bought by the Government, religious missions, private enterprises and other local consumers. The main problem is transportation. The Mission also called at the local Haus Tambaran, where the Maprik Council has a collection of local artifacts.

108. The public meeting, one of the largest assembled on the Mission's tour, was estimated as being attended by 3,000 people, including two members of the House of Assembly, Mr. Pita Lus of Dreikikir and Mr. Pita Tamindei of Maprik, and councillors from the local government councils in the area—Maprik, Wosera, Yangoru, Anuk, etc. Seventeen speakers addressed the Mission and almost all repeated again and again that the Territory was not ready for self-government, but that even after it came, they wanted Australians to remain in the country. Mr. Pita Lus said that he wanted the same rates of pay for expatriate and for local Public Service officers. This was essential if the country was to develop properly. A similar request was made by an ex-policeman.

109. The other speakers stressed the need for greater agricultural development, as well as the necessity for secondary industries, public works, teacher-training and increased pay for teachers. There was dissatisfaction with the fact that students, especially in missions schools, drop out after Standards III and IV. The university must be established before self-determination. There was also evidence of a growing apprehension of what might develop beyond the international boundary with Indonesia, especially if independence came too soon.

110. On Saturday 27 and Sunday 28 March, members of the Mission visited in and around Wewak the following institutions: the market, the Urarina Community Education Course, where married couples from Aitape coast were attending a fourteen-day residential course, the 350-bed General Hospital—a base hospital for the District—the Boram Corrective Institute where 143 detainees were acquiring skills by working in animal industry, forestry, metal-work, carpentry, joinery, brick-laying, brickmaking and plumbing training sections, as well as the Technical School at Hawain River (61 pupils), and the Brandi Junior High School (173 pupils). Concerning the Corrective Institute, the Chairman said after his visit that the Mission was greatly

impressed with what it had seen. The Mission did not normally pay compliments in advance of the writing of the report, but on this occasion, compliments were more than due.

Manus District

111. Manus District is situated two degrees south of the Equator, and comprises the Admiralty, Ninigo, Hermit, Anchorite and Pelleluhu Island groups which are spread over an ocean area of 80,000 square miles. Isolated from mainland New Guinea, the district has a land area of approximately 800 square miles, the largest land mass of which is Manus Island in the Admiralty Group where the district headquarters are located at Lorengau. Here and on the nearby surrounding islands live most of the 19,017 indigenous and 378 non-indigenous population. The European population includes personnel stationed at the Lombrun Naval Establishment (Australian) on Los Negros Island which is linked with Manus Island by a bridge.

112. In this connexion, the Mission inquired of the Administration how many military installations there were in the Trust Territory manned by Forces other than Australian and was told there were none at all.

113. Being an island race, Manus men are excellent seamen and even away from the water few work as unskilled labourers. They qualify as truck drivers, carpenters, painters, seamen, marine engineers, bakers and clerks. At higher levels, they are teachers, technicians, medical workers, co-operative inspectors and radio operators. Both the men and women of Manus are well represented in the Public Service throughout the Territory.

114. Most of the smaller islands are sandy atolls, with a light soil covering which will grow little except coconuts. The economy of the District depends on copra production, the current output being 4,400 tons a year, including about 900 tons grown by village farmers. A heavy rainfall causes considerable erosion of the topsoil, and this also limits the agricultural yield. Rich, volcanic soil on islands south of Manus has made it possible to produce cocoa. The current production by the Islanders is ten tons annually. Manus Island is heavily timbered and this is exploited economically. The Department of Agriculture is encouraging the planting of rubber trees. The Mission was informed that there was a plan to plant, over a period of five years, 50,000 trees, which when they came to bear would produce 250,000 pounds of crude rubber a year. Existing Robusta coffee plantings total 12,500 trees. The staple diet of the people in the district is sago and fish which are in abundant supply, and, in connexion with the latter item, a small smoked fish industry has been started with an output of about 600 pounds a month. Co-operative societies are well established throughout the District. The Mission was informed that there were thirty societies and sixteen stores with marketing facilities. One-fifth of the population made up the membership. The co-operatives acted as an avenue to get produce out of the islands which was about 10 per cent of that in the area and almost one-half of the indigenous-grown product.

115. Following a briefing with the District Commissioner and other senior officers, the Mission attended a public meeting including the combined local government councils of Baluan and the North Coast. The only member of the House of Assembly from the District, Mr. Paliau Maloat, was absent in Australia during the Mission's stay at Lorengau. As the brief curriculum

vitae supplied to the Mission on each of the House Members says so modestly, Mr. Paliau Maloat has been deeply involved in local government for some years. The Mission particularly regrets not having had the opportunity to meet him. Among the points raised by the various speakers was the difference in wage levels and accommodation standards provided for expatriate and indigenous public servants, the suggestion that if Australia had insufficient funds for the development of the Territory, perhaps the United Nations could help, the lack of adequate defence measures in the Territory, the establishment of secondary industries in the Territory, higher prices for produce, the sending of advanced students to countries other than Australia in order that they may acquire a broader knowledge for the assumption of responsibilities accompanying self-government, and, when the Territory was sufficiently developed, having their own State, but retaining friendly relations with Australia.

116. For the first time during the Mission's tour, a woman spoke at the meeting. She was the President of the Lorengau Women's Club and she asked for a welfare officer to assist such clubs.

117. The following day, the Mission travelled fourteen miles by sea to visit the Liap Administration residential school which particularly merits commendation. The school, for boys up to Standard VI, was opened in 1964 with an enrolment of forty-five. The original group has since passed examinations and is now attending High and Technical schools at Lorengau. The enrolment figure this year is eighty-six. The Mission travelled aboard the *M. V. Sunam*, owned by the Manus Association of Co-operatives. It is used for the movement of stores, copra and general produce. Before going to Liap, the Mission visited the hospital, technical and high schools and the Co-operative headquarters at Lorengau. Regarding the hospital, the Mission had borne in mind that the 1962 Visiting Mission had found (see para. 53 of its report) that the local hospital merited most of the adverse criticism it had received at a public meeting. The Mission found that the group of old quonset huts had not yet been replaced by a new hospital, but the staff claimed that conditions within had generally been improved. The Mission saw the new hospital under construction nearby. In the evening after its return to that town, the members of the Mission were guests of the local government councillors of the district. At this function, the Mission was fortunate to meet the gracious wife of the local Member of the House of Assembly. The menu included turtle, pork, poultry, fish, pineapple and local vegetables cooked in *mumu* style over hot stones and wrapped in banana leaves. The Mission was very touched by the generosity of the Manus Islanders and wishes again to record its gratitude to those responsible for such a delightful evening.

New Ireland District

118. New Ireland District comprises the long narrow island of New Ireland as well as New Hanover Island, the St. Matthias Group to the north, and the smaller islands of Tabar, Lihir, Tanga and Feni off the east coast of New Ireland. The land area covers 3,800 square miles. A mountain range extends almost the full length of the main island. Most of the population live in the coastal areas. The total indigenous population is 41,438, and there are 675 non-indigenous residents of European, Asian and mixed-race descent. Kavieng, on the northern tip of New Ireland Island,

is the headquarters of the District which is divided into two sub-districts, Kabieng and Namatanai. Situated 1 to 5 degrees south of the Equator, the District has a typical tropical climate with an annual rainfall of 240 inches on the west coast of the main island and about 140 inches in the other parts of the District.

119. New Ireland is one of the major copra producing districts of the Territory with an annual production of around 26,000 tons. Village production accounts for approximately one third of this output. Cocoa planting started about eight years ago and is developing as a supplementary cash crop. Current production by both village growers and European planters is between 500 and 600 tons a year. There is also some coastal coffee in New Hanover and Tabar, but none of it is yet in production. Recently, the Agricultural Department established rubber nurseries as the first step in introducing village farmers to the growing of rubber as another cash crop.

120. The co-operative movement is strongly entrenched throughout the District with forty-eight societies, a membership of 8,481 and an aggregate capital of £81,465. The societies do not cover Namatanai.

121. On the morning of 31 March, the Mission flew to Kavieng, New Ireland, from Momote, Manus Island, and began its work in the afternoon with a briefing session with the District Commissioner and the senior officer of the administration in the district. It then met the New Ireland Workers' Association. The Association, formed in July 1964, informed the Mission that it had recently arranged an urban wage agreement for a minimum wage of £3 a week. Its main concern now was to see rural workers achieve the same conditions of labour and the same rate of pay. The Kavieng Workers' Association has a membership of 500 and a subscription rate of £1 a year. It was explained by the Administration that although the Association was intended for those within the town limits, some rural workers in the immediate vicinity of the city were members.

122. Members of the Association seemed to be interested in two problems generally. First, the President complained that some employers in Kavieng were still not paying the minimum wage in spite of the agreement. Secondly, he was concerned with the contract worker on plantations, usually recruited from among the highlanders of the mainland of New Guinea for a period of two years. Some became dissatisfied with their pay and conditions of work and deserted to the urban areas. When questioned by the Mission about an official investigation of the workers' complaints in this connexion, the Chairman of the Association claimed that the Labour Department was not carrying out its job properly. He also said that when a runaway plantation worker was apprehended at the instance of the Labour Department or the estate manager, he was penalized. An Employment Ordinance established the rate of pay for rural workers according to which they must receive rations. Many now wanted wages instead of these rations. The Mission was informed that this matter was being studied by a board of enquiry.

123. The following day, at a special meeting called by the Administration, the District Labour Officer informed the Mission that regular inspections of plantations were carried out, in the course of which the manager was seen, workers' agreements were checked, housing inspected and complaints investigated. Exact records of every outside worker coming into the District were kept. On the question of deserters, the Labour

Officer explained that some workers obtained passage to the District from the mainland where they were recruited, without any real intention of fulfilling the contract. They deserted at the airport. Only 2.3 per cent of the contract work force deserted. Employers reported such deserters, but the Labour Department could do little more than record this. Full records were maintained of all complaints of employers and workers. Desertion was not a criminal offence and the police took no part in such cases at any time, since they were purely civil matters. Workers themselves could take steps to terminate their agreements if dissatisfied with their conditions of employment.

124. Another matter of concern to the Association was the number of children who returned to their villages after failing Standards V and VI examinations. It was thought that these young people needed help and should be given further opportunities to prove themselves.

125. On 1 April, the Mission began its day by visiting the Kop Kop Community Centre where a half-hour oral English adult education class was under way. It was the eleventh such programme (lasting for one week) undertaken by the Community Centre and, as the Mission had seen before, it was offered mostly to married couples. Next, the Mission drove to the Utu High School with its impressive new buildings. There were 110 students enrolled there.

126. The Mission then continued on to Mangai for a public meeting at which were present the district member of the House of Assembly, Mr. Nicholas Brokam, who is also Parliamentary Under-Secretary for Information and Extension Services, and councillors from the Tikana, Central and Namatanai Local Government Councils. Here also several women spoke of the work of the Women's Clubs in the East Coast area which were sometimes established in conjunction with the Councils. Through the clubs, women are taught sewing and infant care and also something of the administration of the Territory. The women wanted more aid from the Government and a special teaching centre for the clubs. They felt the need for more education, so that they could find ways and means to raise money for their clubs. They were interested in political development, but had not progressed far in this field. Women went to the local government council meetings and participated in the discussions. They were eligible to stand for elections to the House of Assembly and also to the Councils.

127. Mr. Brokam asked for experts from Australia or the United States to assist with the development of New Ireland and suggested, among other things, the introduction of new industries such as fishing or rice growing and eventually the construction of a rice mill. He also supported the request of the women's clubs for a welfare officer, especially in the Namatanai area, to help with adult education. A great deal of his statement dealt with the Johnson cult on New Hanover Island, which is dealt with below.

128. The candidate whom Mr. Brokam had defeated in the Assembly elections, Mr. Peter R. K. Murray, was also present. Mr. Murray is a New Zealander who had come to the area in 1942; he is now settled as a plantation owner and journalist in the Tikana area. Mr. Murray said a feeling existed in the Territory, rightly or wrongly, that the Special Committee of Twenty-four and the Trusteeship Council would not be satisfied until the Trust Territory was self-governing, at the earliest possible time. He asked the Mission

whether pressure was being exerted in New York or was this a fantasy that had become generally current. The Chairman replied that the Mission was visiting the Territory on behalf of the Trusteeship Council. Its task was limited to seeing what progress was being made and reporting to the Council. He emphasized that the Mission was not in New Guinea to exert any kind of pressure or preach any kind of doctrine. He stressed that on several occasions during the tour, the Mission had stated that it was up to the people of the Territory to decide when and in what manner they would achieve self-government or independence, but that it was up to the Administering Authority, according to the terms of the Trusteeship Agreement, to administer the Trust Territory in such a manner as to achieve the objectives of the International Trusteeship Agreement system as set forth in Article 76 of the Charter, *inter alia*, to promote progressive development towards self-government or independence.

129. Other subjects brought up at the meeting included the low price of copra, which fluctuated between 5d and 6d a pound; the inequality of treatment of indigenous ex-servicemen who could not get a pension to assist their families and the standard of education which should be maintained at the University in New Guinea. It was feared by one speaker, a teacher, that the standard would not be high enough. Concerning the complaint of an ex-serviceman, a representative of the Administration pointed out that there was a 1962 ordinance covering pensions to eligible ex-servicemen. The man had not inquired at the Administration office about this possibility and it was suggested that he do so.

130. Only 25 per cent of New Hanover's registered voters cast a vote in the House of Assembly elections in early 1964. The Mission was informed that 300-400 of the inhabitants of New Hanover had said that they would vote only for United States President Lyndon B. Johnson and their vote was consequently not recorded. This was the beginning of what has become known as the "Johnson cult". This was the only active manifestation of a cargo cult directly encountered by the Mission during its entire tour. In September 1964, a tax party attempted to collect taxes in the area and a police party with them was attacked. Twelve men were injured, four seriously. At the time of the Mission's passage through the district, the people of Taskul, New Hanover, were clinging to their original decision to vote for President Johnson. The Administration had not been unduly concerned until the peace was disturbed.

131. At the meeting at Mangai, on 1 April, the member of the House of Assembly had said that he felt that the people of New Hanover had disgraced the District. The trouble arose through partly educated people who had returned to their villages and were now idle. To deal with the problem, he suggested the establishment of technical schools and factories on New Hanover. He felt that if they had more contact with the outside world, the problem would be overcome. There was no radio station to disseminate information about the Administration. Also, if some of them could travel, they would see progress everywhere.

132. In order to view the problem at close range, the Mission departed by the trawler *Theresa May*, on 2 April for Taskul on New Hanover Island. New Hanover is separated from New Ireland by a strait about 24 miles wide, dotted with a large number of small, flat islands, on most of which are coconut plantations. The Mission had a pleasant passage. It

stepped ashore shortly before noon and immediately began its public meeting with the Lavongai Local Government Council and others from the local population. It was estimated by the Administration that 300 people were present.

133. The first speaker read a long statement of complaints against the co-operatives and the local government councils which he claimed had never functioned as had been promised. It was also claimed that the Australian Administration had failed to promote progress on the Island and had opposed the people's desire to elect President Johnson in the 1964 elections. Another spokesman said the people did not wish to pay taxes to local government councils from which they got no results. They wanted to pay money only to the country for which they voted (the United States). Turning to the body of the meeting for support of this statement, the speaker received a solid shout of assent. Another speaker told the Mission that the people would not change their attitude. Then, he turned and asked his supporters if they wanted to abolish the Lavongai Local Government Council. This brought an even louder shout of agreement.

134. One speaker wanted to know why their election was considered a foolish one by Europeans, why they had been punished for voting for America? They knew America would govern them as they wished to be governed. He wanted to know if it was true that America did not agree with their election and for what reasons.

135. The President of the Lavongai Council replied to the various charges of Administration neglect. The failures were mainly due to the people themselves, he said. Money had been stolen from co-operatives and young men would not work their coffee gardens. He was supported by several other councillors who requested more administrative and agricultural officers for New Hanover. Requests were also made for a technical school at Taskul and roads around the Island. The President of the Council said that he was also a member of the Education Advisory Board and knew that a technical school had been planned for Lavongai but because of the trouble caused by the election, the school had been established in Namatanai.

136. Late in the meeting, the representative of the United States rose and said that many speakers had asked if America was coming to New Hanover. He felt he could answer this question and answer it in all candour. America was not coming to New Hanover. It could not accept the election in which the people had requested America to govern them. He pointed out that the United States, Australia and all Members of the United Nations were bound by the Trusteeship Agreement, which provided that Australia would administer the Trust Territory. No country could break this agreement. The United States, therefore, could not govern New Hanover Island or any part of the Trust Territory.

137. After this statement that America was not coming to New Hanover, the representative of Liberia, Mr. Eastman, asked one of the spokesmen for the group which wanted America to govern them if, in the light of Mr. Dickinson's statement, the Lavongai people would make a fresh start if the Administration agreed to forget the past and even to grant clemency for New Hanoverians now in jail or hiding in the bush? The spokesman replied that he did not know; that was up to the people.

138. Because of the long journey to Kavieng, and menacing weather at sea, the Mission was obliged to depart immediately following the meeting.

New Britain District

139. New Britain District, containing a land area of approximately 14,100 square miles, consists of the Island of New Britain (the largest in the Bismarck Archipelago) and small adjacent islands, including the Duke of York and Vitu Groups. The population consists of 122,000 indigenous and 4,900 non-indigenous persons. The District is divided into two divisions and four sub-districts: Rabaul, Kokopo, Gasmata and Talasea. Rabaul is its administrative headquarters as well as commercial centre for the area. It is also the main port for the Island and handles a considerable volume of imports and exports for Bougainville and for some of the areas of New Ireland. Rabaul and the area around it on the Gazelle Peninsula have a high volcanic activity. The fertile soil is enriched therefore by volcanic ash.

140. The productive volcanic soil and the intensive long-established economic development of the Gazelle Peninsula make New Britain District the richest copra and cocoa area in the Territory. Production of principal cash crops by indigenous growers during 1964 amounted to 9,829 tons of copra and 3,675 tons of cocoa. Copra exports through Rabaul in 1964 totalled 67,500 tons, some of which had already been processed at a copra crushing factory in Rabaul. This figure also includes a sizable part of the copra output of Bougainville and New Ireland; cocoa exports totalled about 11,500 tons which also included consignments from these two districts.

141. Recently, the District has experienced a major setback with the die-back (fungus) disease in cocoa. A world expert had visited the area just prior to the Mission and was optimistic about the outcome of the disease which was on the decline. Another major setback has been the substantial fall in the world price of cocoa. There is also the problem that the people, for some unknown reason, are not supporting the Tolai Cocoa Project as well as they were expected to. Only 40 per cent of the cocoa beans produced by the people are delivered to their fermentaries. The Mission first heard of this in its briefing session with the District Commissioner and senior Administration officers.

142. Nevertheless, the Gazelle Peninsula is a relatively prosperous area where approximately 50,000 people have a cash income in excess of £1 million annually. Another large export item is timber. A big increase has occurred with log shipments to overseas buyers, rising from 1,677,000 superficial feet in 1961-1962 to 20,807,000 superficial feet in 1963-1964. Japan is a major buyer. Sawmills operating at Rabaul supply the local market.

143. There are two local government councils in the district: Bola Council in the Talasea sub-district, established in 1958 and within the orbit of 3,000 people, and the Gazelle Peninsula Council in the Rabaul sub-district. The latter was formed in 1963 through the amalgamation of four former councils—Vunamami, Vunadidir, Reimber-Livuan and Rabaul which were formed in the period 1950-1952. There are 43,000 people in the new Council area. Its estimated annual revenue is £48,000. The establishment of councils in the Bainings and Kandrian areas are at present under consideration.

144. The Mission arrived in Rabaul on 3 April and held a morning briefing session with the District Commissioner and senior officers of the Administration at the Gazelle Peninsula Council House. Before completing its visits for the week-end, it paid a brief call at the monthly meeting of the Catholic Teachers' Association at Xavier Hall.

145. On Monday, 5 April, the Mission drove to Kokopo to visit, first, the Bitalagumgum Native Society store. It found prices cheaper than those in most Chinese shops, but there was not the same great variety. It then continued on to Vunapope to see the extensive educational, hospital and boat-building establishments of the Roman Catholic Mission there under the direction of Bishop Hoehne. Thence, it went to Vunamami, where it was greeted by about 400 Tolai women, members of the Gazelle Women's Clubs. The women told the Mission, among other things, that they feared trouble and chaos would result from attaining self-government too quickly. They felt the Administering Authority should try to unite the people, for, without unity, self-government was premature. Besides this, they asked that the Government help to build more women's club-houses. They wanted better housing and equipment such as stoves, sewing machines, toilets, etc., so that people would be in a better position to help themselves. Several club members complained that Tolai men were spending too much money on liquor to the detriment of their families.

146. The Mission continued on to the Vunadidir Local Government Centre which, as in the case of the Ambenob Centre near Madang, provides training courses of approximately two weeks' duration for indigenous leaders and newly elected councillors as required, as well as local government assistants, council clerks and assistant clerks.

147. The Mission then attended a public meeting with the people of the Gazelle Peninsula at which were present Mr. Matthias Toliman and Mr. Donald Barrett, members of the House of Assembly for the Rabaul Open Electorate and the West Gazelle Special Electorate respectively. Mr. Toliman is also the Under-Secretary for the Administrator's Department. He accompanied the mission throughout its visits in the District. Mr. Toliman asked the Mission to press for economic as well as political advancement for the Territory, especially in the field of secondary industries. Although the Territory had unlimited fertile land and fishery resources, fish, rice, meat and green vegetables, which could be produced in the Territory, were still being imported from other countries. Skilled technicians and managers were needed from overseas and the people would not tolerate Australian immigration policies which might curb or retard industrial development. He asked the Mission to press Australia to ask for assistance from the United Nations and the specialized agencies. He did not favour the immediate establishment of a university in the Territory. He felt that it would be better to send the initial 200 students to study in Australia, Europe or America, where they could live in civilized countries and gain experience needed in their own country. Speaking on political advancement, Mr. Toliman said self-government should not be thrust upon the Territory before the people were ready for it. The United Nations should respect the right of the people to determine for themselves their own future. At the same time, the United

Nations should keep an even pressure on the Administering Authority to help shift control of government gradually from Canberra to the House of Assembly in order to prepare eventually for self-government.

148. The major topic of Mr. Barrett's statement to the Mission and one echoed by many of the other speakers at the meeting was the defence of the Territory. Mr. Barrett asked the United Nations to view with approval the action of the Australian Government in strengthening the Territory's defence to ensure continuation of peaceful progress. He pointed out that a situation might develop in the future parallel to the one twenty-five years ago when New Guinea had been invaded.

149. A Rabaul businessman voiced concern for the future of West Irian. He and other speakers asked whether the proposed 1969 plebiscite would still be held in that country. The Mission replied that while this was not a question within the jurisdiction of the Trusteeship Council, it understood the agreement to be still in effect.

150. In reply to a number of questions about the defence of the Territory, the Chairman, on behalf of the Mission, read Articles 4 and 7 of the Trusteeship Agreement by which the Australian Government undertakes this responsibility. In reply to further specific and pressing questions the Chairman also pointed out that Australia was party to certain multilateral defence agreements and could appeal to the United Nations for assistance in the event of aggression.

151. The Mission completed its tour of this area with a visit to the Tapipipi Rural Health Centre.

152. In the evening, Mr. Barrett again met the Mission, and he then summed up his political beliefs. It was his firm belief that the Administering Authority was far too paternalistic and gave insufficient encouragement to the people of the Territory to stand on their own feet. Far greater responsibilities should devolve on the indigenous people at once. Target dates were necessary and he felt that by 1967 all the Territory should be under local government councils composed of and embracing all races. He supported Mr. Toliman's suggestion that more substantial powers should be transferred to the House of Assembly at once and that the pace should be accelerated. He felt that there was too much emphasis on "no self-government now". Finally, he agreed that emerging countries should not have oppressively high budgets, but he maintained that existing scales for indigenous public servants were altogether unacceptable.

153. Mr. Barrett also introduced six members of the North Coast and West Gazelle Development Association. The group believed that agriculture and education should go hand-in-hand, since the people of the District depend on agriculture. The Association was attempting to bring this about in primary schools serving as their pilot project. All children in Standards III to VI spend five hours a week devoted entirely to agricultural subjects. The project is designed to help solve the problem of those children who fail to proceed beyond primary school and thereafter tend to drift. The group felt that similar schemes should be encouraged elsewhere in the Territory.

154. One of the members of the group raised a question dealing with the fact that New Guineans are legally not eligible to be naturalized as Australian citizens. He pointed out that this privilege had now

been freely granted to Chinese residents and mixed-race persons in the Territory.

155. The Mission also granted hearing to two petitioners: one dealing with the rate of development on Wuvulu Island in the Sepik District and the other with the conditions under which a thousand inhabitants of Matupi Island in Rabaul harbour were living. The first petitioner believed that the inhabitants of Wuvulu had been unduly excluded in relation to other parts of the Territory.

156. The next morning, the Mission again drove out in the vicinity of Rabaul to visit Vudal Agricultural College at Kerevat. On its way it stopped at the Tovakundum Plantation, where it inspected, among other things, the living conditions of the contract workers. At the College, the first intake of nineteen students had begun a three-year diploma course. The Mission was impressed with the faculty and equipment of this very modern institution, established at a reported cost of approximately £300,000. The Mission also visited Kerevat Experimental Station and saw cocoa research and seed production in the Lowland coffee and oil palm test blocks. The Mission then proceeded through the Kerevat Forestry area to visit the Malabunga High School, where it lunched with the teachers and the prefects elected by the students. At this school it also attended a sports day in which many boys and girls participated in track and field events. On the return journey to Rabaul, the Mission visited Rapirok Fermentary, one of eighteen associated with the Tolai Cocoa Project. They also visited the Tomaringa Police Station, whose smart and efficient detachment was responsible for policing a large rural area.

157. In the late afternoon, the members of the Mission met the Executive Committee of the Rabaul Workers' Association. It was registered as an industrial organization on 27 August 1963 under the Industrial Organization Ordinance of 1963. It caters for more than 800 workers in the Rabaul urban area and vicinity. One of the notable achievements of the Association has been the negotiation of the Cash Award Agreement with major employers. This provides that workers in the urban area are to receive a minimum of £3.5.0 a week, rising to £4.0.0. a week after two years of service. But, as in other districts, one of the major complaints is that some employers still do not pay the cash wage award. In the absence of individual specific complaints, however, it had not yet proved possible to do anything about these alleged violations. The Executive Group of the Workers' Association also felt that more such associations were needed in other districts to stop people from drifting away into other towns such as Rabaul.

158. At the briefing on Saturday, 3 April, members of the Mission raised the question brought up, especially in Kavieng, of contract workers deserting and they were told by the Labour Inspector that, over the past two years, this particular problem had decreased to next to nothing in this District. The desertions in New Britain for the previous month, out of approximately 10,000 to 12,000 workers, were only four. He said further that when desertions were reported to the Labour Office, the Labour Department made every endeavour to return the deserters to their place of employment or to find out the reason for their deserting. He said also that it had to be considered that the majority of contract workers in New Britain district were from the New Guinea mainland. Some of those

who signed on were not sincere in their intentions in the first instance. Their main purpose in signing on was to get to Rabaul and to remain at Rabaul, which had more to offer than Sepik, for example.

159. The Secretary of the Workers' Association also said that it would like the Administration to provide housing units at Rabaul for workers coming from the villages, these units to be of a type similar to those provided at Port Moresby in similar circumstances.

160. Leaving the field of social development and speaking more in the general terms of the Territory's progress, the President of the Workers' Association said that he felt that the establishment of an urban local government council, of which there are none in the Territory, was the next step to be taken. The town people are not participating in local government. The Gazelle Peninsula is responsible for nothing in Rabaul, except the market: construction and maintenance of the buildings used by the rural people to display and sell their produce. A senior officer of the Administration informed the Mission that the Administration's policy in the past had been that if the urban people desired councils they would be established.

161. The members of the Workers' Association of Rabaul also made a strong plea that emphasis be given to more secondary education, which in turn would bring better technical colleges. Members had felt strongly that a university should be established now and not at a later date as suggested by a member of the House of Assembly. The President of the Association stressed the psychological significance of the pride which a nation would derive from having a university. He also asked that Territory scholarship students be given the opportunity to study overseas in countries other than Australia.

162. The Mission attended another meeting in the evening at the Council House, at which about eighty representatives of various Rabaul and Kokopo urban committees, the Papua and New Guinea Welfare Committee and Women's Welfare Committee were present. Some of the speakers again stressed that they thought the Territory was not ready for self-government and should wait until a sufficient number of qualified people were available to undertake the responsibilities. One woman, a school teacher, said that farmer settler loans should be increased to £5,000, to enable indigenous lease-holders to develop their land. Another woman, a former teacher, now conducting a radio broadcasting session for women, urged that more young women be sent to Fiji to follow courses in domestic science and social work training. She thought that greater use of women's clubs and the participation in them of members of the Chinese and expatriate communities would help to prepare for self-government. A plea was also made for a building for the Women's Club in Rabaul. Included in the various requests from other speakers were the strengthening of the Territory's defence, particularly in view of Indonesian control of West Irian. More help to establish co-operatives and other businesses and more low-cost housing projects were also requested.

163. On its last day in New Britain District, the Mission's trip by road through almost continuous stretches of village and European plantations where coconut palm were interplanted with cocoa, made it apparent that village communities were benefiting from increasing incomes. A number of European-type homes built by New Guineans were replacing houses constructed with traditional materials. Many late

model village trucks were also seen in the area. The Mission visited the Rabaul integrated high school and the Catholic Mission Teachers' Training College at Vuvu. At the high school in a discussion with the students, the question of self-government was again raised. One fifth-form student thought many people in the Territory wanted it as soon as possible. Australia could not help people much by just giving aid. It could help by giving people self-government so they could decide for themselves what to do. Another student said that people continued to say they were not ready for self-government, but a start had to be made somewhere. He thought there should be a definite programme towards self-government. At the Teachers' Training School, a senior student from Sepik District, said that former Dutch New Guinea had been given to Indonesia as a measure of appeasement and asked what would happen if Indonesia wanted the rest of New Guinea. Another student was interested in what the United Nations could do to suppress forced child marriages. All the student questioners were between 16 and 20 years old.

164. In the afternoon, the Mission again met various groups which had manifested a desire to talk to them. It began its interviews with five New Guinea ex-servicemen who said that they had been entitled to a loan of £700 to develop the land or their own businesses. They had heard that this was to be reduced. Australian ex-servicemen, on the other hand, could receive up to £1,400. The group expressed the view that all ex-servicemen should receive the same amount, since they had fought and died side by side. Another speaker said that it was his understanding that since 1962, loans were no longer available to New Guinea ex-servicemen. A third speaker wanted more jobs for the indigenous inhabitants in the Government and means provided for them to learn a trade.

165. The next group consisted of clerks from the Tolai cocoa project fermentaries. They raised the same question which the District Commissioner had alluded to in his briefing statement, namely, that the local growers were not utilizing the fermentaries to the extent originally intended and, consequently, there was a danger that the bank loans obtained to establish the fermentaries would not be paid off when due. Bank loans totalling £213,777 had been used to establish the fermentaries, and of this amount, to date, £141,768 had been repaid. So far, the repayment of the loans had been met successfully but there was a certain amount of irreducible overhead, which cut into the profits the project should be making. The fermentary clerks suggested that the reason the percentage of the cocoa beans was not higher was because the Tolai growers brought their wet beans to Chinese traders who enticed them or the transport drivers with gifts. The clerks wanted a law obliging the Tolai growers to bring their wet beans to the project fermentaries. Members of the Mission pointed out to them, however, that such a law could be criticized on the ground that this would interfere with the freedom of the individual.

166. A long-time resident of Rabaul, originally from the Sepik area, who had appeared before the Mission with the Workers' Association (he was with the Workers' Welfare Committee) returned to complain about the disparity between the high prices of goods and the low wages received.

167. Finally, the Mission received a delegation from the Bougainville District, which had travelled to Ra-

baul expressly to see the Mission. The ensuing discussion is reported in paragraphs 191 through 194.

168. While in Rabaul, the Mission held private meetings with members of the Chamber of Commerce and of the Mixed Races Club, in the course of which there were interesting and mutually profitable exchanges of views.

169. The Mission completed its duties in the District by holding a final very profitable meeting with the District Commissioner and the senior officers of his staff.

Morobe District

170. Morobe District, which includes Umboi (Rooke) Island and the Siassi Island Group, has a total land area of 12,700 square miles, and an indigenous population of 214,400 and a non-indigenous one of 4,958. The District includes the mountainous Huon Peninsula, the Markham River Valley, which is the agricultural and pastoral heart of the district and runs inland from Lae (the administrative headquarters), a chain of mountains to the south-east of Lae, and the semi-highland valleys of the Bulolo-Wau region, the forestry and mining areas. Along the southern border of the District are the mountains of the Menyamya region with peaks at altitudes of over 10,000 feet above sea level. This rugged area has little economic potential. For administrative purposes, the District is divided into six sub-districts: Lae, Wu, Finschhafen, Menyamya, Mumeng and Kaiapit.

171. Agriculture, timber and mining are the most important economic activities, but coffee, copra, cocoa, peanuts, tea and truck crops are receiving increasing attention from indigenous farmers and several large cattle properties are being developed in the Markham Valley and are stimulating village interest in cattle raising.

172. There are 850 miles of trafficable roads in the District, of which 730 are suitable for medium to heavy traffic. The Mission was also informed that the road link through the Markham Valley from Lae to Goroka and Mount Hagen is currently being improved to all-weather standards. Lae is the third busiest overseas port in the Territory—total exports and imports during 1963-64 were valued at £10,663,000.

173. There are nine local government councils in the District, covering a population of 86,215. The first was established at Lae in 1957.

174. The Mission arrived at Finschhafen at mid-day on 8 April. It proceeded to the Local Government Council House to witness a dancing performance in its honour followed by a public meeting. A member of the Finschhafen Marketing and Development Society and of the Coffee Marketing Board said that the Territory was not ready for self-government. Perhaps when 300 or 400 indigenous university students had graduated, it would be time to talk to the United Nations about self-government. He said, moreover, that if the Territory achieved self-government before it had a good nucleus of educated people and had been further developed, there would be a deterioration of what had already been achieved.

175. A former President of the Finschhafen Council, a businessman who had travelled to United Nations Headquarters for a session of the Trusteeship Council, also told the Mission that the Territory was not ready for self-government. More general development was needed. He asked if government processes could not

be simplified to expedite the granting of loans to indigenous inhabitants in order to bring more of the Territory into production.

176. In the afternoon, the representative of the United States, Mr. Dickinson, flew to Pindiu while other members of the Mission continued on to Lae. Twelve hundred people were estimated to have assembled to meet Mr. Dickinson and his party. Some had walked six hours over steep mountains to attend the meeting. The Mission party again heard the refrain, this time from the Vice-President of the Pindiu Council, that the people were not sufficiently advanced for self-rule. They should wait until they were capable of undertaking the responsibilities which accompanied self-government, however long it might take. He also stressed the fact that the area had not enough roads and asked the Mission to request Australia to arrange for an Army Engineering Unit to construct more. Finally, he was concerned about the Territory's principal crops—coffee, copra, cocoa and rubber—which had to face stiff competition overseas. He wanted the Administering Authority to establish supplementary industries where possible, to help the Territory hold its own. Following this meeting, Mr. Dickinson and his party also continued on to Lae.

177. On 9 April, the Mission flew to Kabwum Patrol Post, which is situated high in the mountain range between Lae and the north coast of the mainland. The Mission was obliged to fly in and out of Kabwum before 11 o'clock in the morning, at which hour the cloud cover descends on the area and all travel is halted on the hazardous airstrip, which is perched on the very edge of a precipice. About 500 people attended the meeting, at which speakers said more general development was needed before self-government could be attained. They wanted roads and industrial development as well as more schools and financial assistance. The question of plantation workers' wages again came up. One speaker, a Luluai, said that because these workers were not paid properly, they sometimes ran away and he asked for the Mission's intervention to help obtain higher wages for these people.

178. The Mission then flew over the mountain range to Boana, a village area about forty miles from Lae and the home of Mr. Singin Pasom, a Member of the House of Assembly for the Lae Open Electorate. The arrival of the Mission coincided with the official opening of a modern house built by the people for their Council Clerk in anticipation of the formation of a new Council shortly to be established—the Nawae Local Government Council. Singing by schoolchildren and traditional dancing were arranged for the function. Mr. and Mrs. Gustav Bergman of the Lutheran Mission, residents of the area for more than thirty years, gave a luncheon to the Mission at which everything served was locally produced. A village cattle herd was started in the Boana area before the Second World War and now comprises several hundred head. The Mission was pleased to see some of these during its visit to Boana.

179. At the public meeting, at which Mr. Singin Pasom was present, the Assemblyman and other local leaders told the Mission that they were not yet ready for self-government. Mr. Singin Pasom said that although the people of the area had been told that there was not enough money to establish a local government council here, these energetic people were anxious to have one and had begun building the clerk's house themselves in 1963. They wanted to be able to collect taxes in order to aid in the development of the Terri-

tory. There had been no agricultural or patrol officers, but it was thought that soon the latter at least would be assigned to this area. There was also considerable concern about developments in the western part of the mainland of New Guinea since Indonesia had assumed control. At the end of the meeting, Mr. Singin Pasom requested Mr. Eastman, the Liberian representative, to address the meeting. He told the people in pidgin that Mr. Eastman was "one-skin olsen yupela na mipela" (one of a race which had in common with them the colour of its skin). Mr. Eastman said that the people of Africa had great concern for the welfare of the people of New Guinea and they should be assured that they would furnish assistance wherever possible. At the end of the day, the Mission flew to Bulolo.

180. In the years before the Second World War, the Wau-Bulolo Valley became a modern gold mining centre when prospectors discovered the Edie Creek gold field and later the big alluvial deposits at Bulolo. As gold mining declined after the war, the virgin pine forests around Bulolo provided a new industry through the large-scale manufacture of plywood. The modern mill at Bulolo, operated by Commonwealth New Guinea Timber Ltd., is jointly owned by the Commonwealth Government of Australia and Bulolo Gold Dredging Ltd. with the Commonwealth Government holding 51 per cent of the shares.

181. The Mission began the last day of its visit in the Territory by an inspection of the timber industry. Continuity of the industry is assured by a carefully planned re-forestation programme carried out by the Forestry Department, under which areas are planted as soon as all commercial timber has been logged out. The Mission was told that 840 acres are planted annually in Klinki and Hoop Pine. An Administration school at Bulolo trains young Papuans and New Guineans in all branches of forestry work. The Mission was also told that, although the plywood factory had at one time employed 130 Europeans, only thirty now remain there, the other positions having been filled by indigenous workers.

182. In the Wau sub-district, New Guinean miners work their own gold claims along the Bulolo River and in other gold-bearing areas. The total output in 1964 was worth £81,370—more than half the total earnings of indigenous miners working on their own account throughout the Territory. The Mission's second stop was at a public meeting held at a mining village on the Bulolo-Wau road. An estimated 100 miners attended. The chief request made was that the gold price be increased from its present \$US35 a fine ounce to \$US70. Mr. W. J. Bloomfield, Member of the House of Assembly for the Kaindi Open Electorate, was present and supported the indigenous miners, saying that while other costs had risen 300 and 400 per cent since before the Second World War, the price of gold had remained stable. This was an international problem and should be dealt with by the United Nations. A representative of the Administering Authority accompanying the Mission pointed out that the people speaking that morning were from virtually all over the Territory. A Chimbu woman, wife of one of the gold miners, stepped forward to say that the miners must be able to earn more to be able to help with more substantial development.

183. There was a feeling on the part of many of these indigenous miners that they were not getting full value for the gold which they sent to the bank and which the bank in turn sent to Australia for assaying

and refining. The Mining Warden for the gold fields told the Mission that the gold was delivered to the bank according to the Commonwealth Bank Act and shipped to refineries by air and thence to the mint. The proceeds were returned to the producers with small deductions for refining and insurance. They received about £15.6s an ounce but some ore contained only 50 per cent gold and 50 per cent silver. The miners might expect £150 for ten ounces but only got £60 in return. As they deposited their ore they could get up to a 50 per cent advance. The Mission also visited the only mining dredge still operating in the Bulolo area. This is an operation of Bulolo Gold Dredging Ltd., an Australian company.

184. On Saturday afternoon, the Mission held a public meeting at the Memorial Hall in Wau. The Hall was packed to capacity and the Administration estimated that there was a crowd of about 400. Approximately one in eight was European. Mr. Bloomfield again addressed the meeting to say that limitations imposed on elected members of the House of Assembly by Standing Orders nullified the effectiveness of the elected majority and in some ways made the House less representative than the former Legislative Council. According to a limiting clause, adjournments could only be moved by official members and they only could introduce certain types of legislation. The ten official members, representing 15 per cent of the voting power, had complete control of financial matters raised in the House. A former elected member of the Legislative Council began to disagree with the Assemblyman from the floor. He said that the House sub-committee which was reviewing Standing Orders was a competent body and he was confident that where changes were needed, they would be made. Mr. Bloomfield said that the sub-committee was limited by the Papua and New Guinea Act and could not modify the clauses mentioned. He was certain, on the other hand, that if there were no obstructions to the Standing Committee's recommended changes to the clauses, the Australian Government would make the necessary changes to clauses which now rendered the House of Assembly impotent.

185. Many indigenous speakers asked for a larger annual grant from the Administering Authority and higher wages for local employees, saying that wages were not sufficient for their needs. Higher prices for their produce were needed. They also said that they did not want self-government at the present time.

186. On Sunday, 11 April, the Mission returned to Lae by road in order to depart early in the morning of 12 April for the Trust Territory of Nauru.

Bougainville District

187. Although the Mission did not visit Bougainville District, it did receive a deputation from that District (see paragraph 167) and it was also given some data on the District by the Administering Authority. The Mission feels that in order to give a more complete picture of the Trust Territory, it might be advisable to set down some of this information.

188. The District, with an area of 4,100 square miles, includes the Islands of Bougainville and Buka, at the northern end of the Solomon Islands Group. These two are separated from each other by the narrow waters of Buka Passage. The District also contains many small islands and two isolated coral atolls: Mortlock Islands and the Tasman atoll. The population consists of 64,000 indigenous and 551 non-indigenous people.

189. Copra production from European-owned plantations and village coconut groves is between 15,000 and 16,000 tons a year. Current production by village farmers is over 3,000 tons. Another major economic crop is cocoa, with present production at 3,100 tons a year, of which New Guinean growers produce 174 tons. The District also has extensive timber stands. The eighteen Co-operative societies in the District have an annual turnover of about £92,000.

190. There are six local government councils with a combined population of 38,532.

191. The delegation which met with the Mission in Rabaul was composed of four local government councillors, and two district advisory councilmen. The delegation expressed the disappointment of the people of Bougainville over the fact that the Mission had not visited their District, the more so since often other important groups only visited the main centres of population and did not go outside these areas.

192. The President of the Wakunai Council, the Vice-President of the Kieta Council and a Buka Local Government representative told the Mission that they were worried about the law governing mineral rights. They said an agreement had been made with a subsidiary company of the Australian Consolidated Zinc Rio Tinto to survey for minerals in their areas. They had been told that landowners had surface rights only and not mineral rights. If this was based on Australian law, would it be right to apply the same law in New Guinea? The Councillors wanted the position clarified, so as to avoid trouble in the future. There apparently is a correlative problem in the Tonolei Bay area where timber rights had been granted to the Forestry Department, but title to the land was not involved.

193. A leader from the North Coast of Buka Island said that his Island was split into local government council villages and a group called the Hahalis Welfare Society.⁵ The leader contended that the Government had not taken strong enough measures against the Society. He wanted a stronger policy to deal with cargo cults as he thought these hindered the progress of the Territory.

194. The Kieta Council President asked that the United Nations give more assistance to Australia to help develop the Territory. He added that aid was not wanted from any other country—only Australia. When the Territory exercised its right to self-determination, he wanted it to become another State of Australia. More and higher educational facilities were also requested for Bougainville.

E. SUMMARY OF REPRESENTATIONS MADE AT PUBLIC MEETINGS

195. There were few meetings at which the Mission did not encounter the points set forth below. Many of these are similar to points made to the 1962 Visiting Mission. Some have been intensified by developments within the last three years, some have been resolved and others have tended to be forgotten. The people of the Territory expressed their gratitude for the assistance which Australia has rendered; they wanted the Administering Authority to continue to help them along

the road to self-government. Some expressed the view that the Territory should become the seventh state of the Commonwealth of Australia. On the subject of self-government itself, it was most often said by the people that they were not yet ready for it; they did not wish to have self-government imposed upon them from the outside. They declared that they would ask for it when they thought they had enough trained personnel and a sufficiently developed economy to enable them to conduct their own affairs.

196. In the meantime they continued to need more agricultural vocational and commercial training before they could contribute their full share to the development of the Territory. They considered their wages and the prices for their crops and produce too low and the prices of consumer items too high to permit satisfactory development. They wanted a higher standard of living, which they thought was obtainable through higher prices for the cash crops; higher wages and more jobs for their workers; more and better communications and transportation (roads, bridges and air strips, etc.); new cash crops and new secondary industries. In this connexion, they wanted the mechanism for obtaining loans for farmers and small businessmen made easier; they wanted more money made available to assist the country, and assistance from the Australians and the United Nations to maintain prices and markets for their cash crops (coffee, copra, cocoa) and other produce (gold).

197. They still wanted to be equals of the Australians; they were still anxious to see all types of discrimination eliminated, although now that they had equal opportunities to drink alcoholic beverages, there were those who complained that too many were wasting their salaries on liquor to the detriment of their families and themselves. They were particularly insistent in regard to the discrimination in the wages, housing and leave pay of an indigenous public servant. In several places this extended to the Administration's attitude towards indigenous ex-servicemen, who felt that they merited the same treatment as expatriate ex-servicemen beside whom they had fought and in some cases died during the Second World War.

198. They still wanted more primary and secondary schools and most of them spoke in favour of the immediate establishment of the territorial university, although they were not all agreed upon where it should be. They also wanted more overseas teachers and more teacher training and adult education courses. The establishment of a university need not preclude sending tertiary students on scholarships abroad to study and observe, not only in Australia, but in Europe and America and other South Pacific islands. They were concerned about those students who had left primary school before graduation, for whatever reason, and had returned to their respective villages where there were no opportunities for them to make use of their limited educational qualifications.

199. Many people, while stressing the primary responsibility of Australia, asked whether outside economic and technical assistance could be obtained from the United Nations or from other sources.

200. Finally, they have grown greatly apprehensive of the developments at the international level and the fact that they have a new neighbour to the west of them. They felt that there should be a strengthening of the defence of New Guinea.

⁵ A rather comprehensive paper on this cult was included in the 1962 Visiting Mission's Report on New Guinea (T/1604, Annex II).

POLITICAL ADVANCEMENT

201. The political advancement made in a Territory which is still dependent may be analysed with reference to the following factors:

The development of representative institutions;

Participation of the inhabitants in the organs of government and in the Administration;

The development among the people of a sense of the unity of the Territory and its evolution as a national entity.

During its visit, the Mission took constant care to consider these various elements, which are reviewed below.

A. REPRESENTATIVE INSTITUTIONS

Local government councils

202. The local government councils actually constituted the only representative machinery in the Territory until 1961. They have played a vital role in that they have accustomed the inhabitants to choosing their representatives and given them some understanding of the workings of representative government in the management of simple matters. These bodies have also been useful in combating the fragmentation of the population into isolated groups, through gradually bringing the people together in entities larger than the original communities. It should be noted in this regard that it is not infrequent for several councils to ask spontaneously to amalgamate. The activity of the councils has also helped in the training of local leaders, who have been given some experience, some feeling of responsibility and at least a summary idea of realities outside their own group.

203. The table below gives an indication of the remarkable progress made in the development of local government councils, an achievement for which the Administering Authority should be given due credit.

	June 1955	June 1961	June 1963	December 1964
Number of councils ...	6	27	50	61
Number of councillors	141	780	1,518	1,670 ^a
Approximate population covered	30,000	206,300	512,119	707,500

^a At June 1964.

204. It is desirable that this effort should be actively pursued and that a date, not too far ahead, should be fixed by which the network of local government councils should cover the whole Territory. It should be noted that, since the training given by these bodies is rudimentary and their powers limited, they are particularly useful in the early stages of development of a region, when they can provide the population with a basic political education. The Mission considers that it would not be impossible, after this stage is over, to continue to make good use of the councils, but in that case present methods of administration would need to be revised.

205. In the first place, the Administration exercises such influence over the activity of the councils that they are not sufficiently accustomed to acting on their own. As a result, they tend to rely too much on the Australian official assigned to them. While these meth-

ods may be inevitable during the period immediately following the establishment of a council, they are much less acceptable at a later stage. As the members become more experienced, the mentor should progressively reduce his influence and in due course disappear completely. Left to themselves, the councils might make some mistakes, but they would gain in self-confidence. In this connexion, the Mission notes the Administration's statement that its policy is to reduce its control over the councils and to encourage them to assume more responsibility.

206. Secondly, when one considers the varied powers of the councils as set out in the Local Government Ordinance, 1963, one is led to wonder whether these bodies could not usefully perform other functions than those to which they usually confine themselves, namely functions with regard to finance and the carrying out of tasks of local interest. Even in this field, however, their means of action are limited by the scant resources at their disposal, whether these resources come from subsidies from the central Government or taxes levied by the councils themselves. Suggestions made earlier for increasing the income from these taxes by making them progressive in character do not seem to have had any effect. These limitations are unfortunate, for they are liable to give some of the councils a sense of impotence.

207. These are problems which deserve further thought. The Mission realizes that the above-mentioned Local Government Ordinance, 1963, was intended to provide some solutions. It observes, however, that the Administering Authority does not seem to have taken any decisions yet regarding the entry into force of these provisions and the procedure for their application. We know that the new text is intended to permit the expansion of the councils' activities. We also know that it provides for the multi-racial composition of the councils. The advocates of this latter formula, which has been put to the test in the House of Assembly, consider that the presence of non-indigenous members in the council would have a salutary effect in that it would make possible an internal co-operation and a blending of experience which would be more fruitful than those at present resulting from the dependent relationship on the representative of the Administration. In any case, in the Mission's view it would be useful for the Administering Authority now to take a position on the matter.

The House of Assembly

208. In pursuance of one of the chief recommendations of the 1962 Visiting Mission, the establishment of a representative parliament and the introduction to this end of universal adult suffrage and direct elections represented an important and indeed decisive step in the political evolution of the Territory. The Mission congratulates the Australian Government and the people of New Guinea on having established the House of Assembly. The Mission, whose programme included many meetings with local government councils, regrets that its visit did not coincide with a session of the House of Assembly, and that it did not prove possible to arrange such a session. The Mission was able, however, to meet the Speaker of the House and many of

its members and to hear authoritative opinions on the role and activity of the Legislature.

209. In his address at the inauguration of the House on 8 June 1964, the Governor-General of the Commonwealth of Australia said, *inter alia*: "Because of its representative character this House will be regarded, especially outside the Territory, as expressing the views and opinions of the people of the Territory. This House of Assembly is now the chief symbol of the emerging unity of the people of this country".⁶ It is a fact that the House is now beginning to assume such a role—that is to say, to use the actual words of paragraph 267 of the 1962 Mission's report, to see to it that the whole Territory is "drawn together and given the means for free political expression". The House of Assembly has begun to assert itself in the life of the Territory. Although the Administration retains the power of disallowance, the House does discuss and sponsor legislation. The debates in the House provide a unique opportunity for discussion of problems common to the whole Territory and enable members to bring both territorial and local matters to the attention of the Administration with greater force and effect than previously. The House of Assembly is also a training ground for democratic government.

210. The Mission is well aware that this is but a beginning and that there is still a long way to go before the House of Assembly can effectively perform the functions which should in principle belong to it.

211. The Mission noted that the House of Assembly has fewer members than were suggested by the last Visiting Mission. There was a body of opinion which considered that a larger Assembly, besides being more representative, might have permitted some of the younger educated indigenous people to be elected. The optional preferential system was also criticized as being too complicated. Doubtless the constitutional commission will examine these points.

212. Above all, in the view of the representatives themselves, the House of Assembly should have more powers and more freedom of action. It is the general desire that Canberra should hand over some of its prerogatives to the House and not make use of its right of veto. It is sometimes thought that the influence of the official members weighs rather heavily on the elected members and is exercised rather frequently. It would probably be good, too, for the House to meet for longer periods and more frequently in order to carry out its essential duties, the control of expenditure and the consideration of legislation. So that this work may have better results and be more effective, the formula of parliamentary committees should be used more systematically.⁷

213. It is expected that the House, by expressing its wishes clearly to the Administering Authority, will see that its functions are broadened and made effective. There is no doubt, moreover, that it will be for the House to settle the procedures for forthcoming elections and to decide the status of the future House of Assembly, for example, by taking a position on the maintenance or abolition of official and special seats.

214. During its conversations with members, the Mission was able to note the progressive attitude of many non-indigenous representatives. It learnt with

much interest that the House of Assembly was actively concerned about the political progress and future of the Territory. It noted the existence of a current in favour of the preparation by the House of a draft constitution, which might also define the framework of political evolution in the coming years.

215. Such a move would have the advantage of throwing some light on questions about which little is known and which are often discussed in ignorance and on the basis of misconceptions. In so far as it led to the establishment of a time-table it would also enable certain points to be explained and would make it possible to remove existing uncertainties, which naturally give rise to a feeling of restlessness. It seems from the debate which took place on 22 January 1965 that the House might, at its next session, establish a "Select Committee on Political Affairs" to carry out this work. Mr. John Guise, the leader of the elected representatives of the House of Assembly, advocates this idea, which he has expounded before the House⁸ and which he has repeated in several statements to the Press. We thought it useful to reproduce here one of these statements (an extract from *The Australian*, 20 January 1965) which is in line with the statements made by Mr. Guise himself to the Mission.

"I am convinced and believe that it is for the present House to set down a course which would be followed towards the creation of a sovereign state of Papua and New Guinea.

"The House should set up a Select Committee on Political Affairs, with indigenous members in the majority.

"The Select Committee should have wide terms of reference. It should visit all the peoples in all the sub-districts and districts of Papua and New Guinea, to secure their views on the type of government for Papua and New Guinea.

"When the Select Committee is prepared to submit a draft constitution, it could then submit this to any future House for their consideration. In other words, Papua and New Guinea would have a constitution drawn up on the will of the people of this country.

"Any constitution for Papua and New Guinea must come from within the country, based on the will of the people here. Papua and New Guinea should not be placed in a position where it has no alternative but to accept a constitution drawn up hurriedly from Canberra and forced down on us.

"The Select Committee should not be arbitrarily controlled by Canberra and the Department of Territories. It should answer only to the Papua and New Guinea House of Assembly."

In this connexion it is worthy of note that Australian Ministers made it clear to the Mission that they had no desire to impose on the Territory and preconceived ideas concerning its future administration.

Other representative institutions (at the district and urban level)

216. Between the local government councils at the bottom and the House of Assembly at the top, there are no really representative institutions in the Trust

⁶ See Territory of Papua and New Guinea, *House of Assembly Debates*, 1964, vol. I, No. 1, p. 4.

⁷ At the moment there exist only the Standing Committee on Public Works, the House Committee, the Regulation Committee, the Standing Orders Committee and the Libraries Committee.

⁸ The Mission points out that the speeches made at the night meeting on 22 January 1965 by Mr. John Guise and his colleagues on the subject of the constitution and the future of the Territory seemed to it to be of particular interest (see Territory of Papua and New Guinea, *House of Assembly Debates*, 1965, vol. I, No. 3, p. 453 *et seq.*).

Territory. It is nevertheless at the district level that the most important measures are executed in the administrative and economic field. It is in the towns that modern life is developed most actively, and that the various communities are most closely in contact. It would therefore be of great value if all elements of the population were associated in the administration of the urban communities. The Mission noted that whereas there are local councils in the rural areas and a House of Assembly for the whole Territory, there are no councils for the urban areas or at district level. The Mission considers that this is a serious *lacuna*, since the New Guineans are thus prevented from exercising responsibilities in fields in which it would be particularly profitable for them to acquire experience. The fact that, as will be seen below, the indigenous people do not yet hold any key posts in the Administration, which alone governs the affairs of the districts and towns, makes the situation still more regrettable.

217. The Mission is aware that there are district advisory councils, which have been reconstituted to provide for a majority of indigenous members. They are not, however, statutory bodies, and, as their name indicates, their advice is not binding on the Administration.

218. The same is true in the case of the town advisory councils, which consist of private citizens and administration officials appointed by the Administrator for two-year terms; there are New Guinean members, but they constitute a very small minority.

219. To remedy this situation, the Mission suggests, in the case of districts, that the district commissioners should be required to seek the advice of the district advisory councils before taking certain decisions affecting the various branches of the district administration. The councils could also take the initiative in making proposals to the commissioners.

220. With regard to urban councils, it will be recalled that the previous Visiting Mission made the following comment in paragraph 238 of its report:

"The present system of municipal advisory councils has served its purpose, and we see every advantage in proceeding to establish a system of representative municipal government on standard lines."

The Trusteeship Council endorsed this opinion, which is expressed also in the report of the Mission of the International Bank for Reconstruction and Development (IBRD).⁹ The Administering Authority has not yet adopted any measures in pursuance of these recommendations. The Mission was informed by the Administration that it had offered municipal administration for some time past, but that the inhabitants of the towns concerned were against the establishment of urban councils, since this would involve the payment of rates and taxes. It was also pointed out that the new legislation concerning local government councils would at least enable councils of that type to be established in the towns, if not true "representative municipal councils". However, the Administration did not actually specify the policy which it intended to follow. The Mission considers that the way out of this impasse is to give the most important towns of the Territory municipal councils which are really representative and possess effective powers.

⁹ International Bank for Reconstruction and Development, *The Economic Development of the Territory of Papua and New Guinea* (September 1964), Annex I.

B. THE EXECUTIVE ORGANS OF GOVERNMENT AND THE ADMINISTRATION

221. The Mission must stress at the outset that the participation of the indigenous population in the executive organs of government and administration is still very limited and is not keeping pace with the development of representative institutions.

222. The 1962 Visiting Mission expressed the view in paragraph 216 of its report that the establishment of a representative parliament should be complemented as soon as possible by the introduction of a ministerial system. In his address at the inauguration of the House of Assembly, the Governor-General stated that his advisers looked forward to "a substantial contribution to the Executive Government of the Territory from those members of this Chamber appointed as members of the Administrator's Council and those members appointed Parliamentary Under-Secretaries".¹⁰ As is known, ten indigenous representatives have in fact been appointed Parliamentary Under-Secretaries and five of them have seats in the Administrator's Council.¹¹

The Executive

223. At present all executive power in the Territory resides in the Administration. The principal organs are:

(a) The Administrator's Council whose members, with a non-official majority (7-3), are appointed from members of the House of Assembly but not elected by the House. Its functions are advisory but if he disregards its advice the Administrator is bound to explain his reasons to the House of Assembly.

(b) The ten official members of the House who are responsible for initiating the legislation which the Administration requires for the administration of the Territory and for presenting the budget. They answer questions on matters concerning their departments and generally direct the business of the House. Thus their role is similar to that of the Ministers of Government in a cabinet system, the difference being that they are appointed, not elected.

(c) The Under-Secretaries, appointed from elected members of the House to understudy the official members and to work with their departments.

224. The Australian Government informed the Mission that they desired to leave the future form of government of the Territory to the decision of the representatives of the people and did not wish at this stage to take specific measures which would tend to prejudice or prejudice these decisions. The Mission considers this attitude on the part of the Australian Government wise and proper. Nevertheless this reluctance to commit the representatives of the people in advance has the disadvantage of freezing the relationship between the Executive and the Legislature at its present stage of development until the committee of the House of Assembly has completed its work of preparing a draft constitution. It is precisely in the relationship between the Executive and the Legislature that the Mission found the greatest need for decision and progress. These are further arguments for proceeding as

¹⁰ See Territory of Papua and New Guinea, *House of Assembly Debates, 1964*, vol. I, No. 1, p. 4.

¹¹ The Administrator's Council is under the chairmanship of the Administrator and is composed of ten members (five indigenous elected members of the House, two non-indigenous members and three official members).

rapidly as possible with the preparation of a draft constitution.

225. The functions of the Parliamentary Under-Secretaries were not defined by the ordinance which created the posts, and indeed, the Administering Authority acknowledges that their position is somewhat "nebulous".

226. The Mission was told that the Under-Secretaries are at present learning their trade and becoming acquainted with the machinery and operation of the departments to which they have been assigned, as well as with the functioning of the administrative machinery in general. They do not form part of the official delegation in the House of Assembly and are not obliged to vote for government proposals. They are encouraged not to lose touch with their constituents, and they return periodically to their districts, where they make known the objectives of the Administration and learn the views of those whom they represent. It is intended that they should gradually assume the task of representing their departments in the House.

227. Despite the obvious good intentions of the Australian Government in establishing this system, it does not—with some exceptions—seem to have given very encouraging results so far. The Mission heard it criticized by some of the Under-Secretaries themselves.

228. The Under-Secretaries are really senior elected officials working under the direction of the Administration rather than political figures responsible to the House for policies which they themselves have decided upon.

229. When it considers the draft constitution and the form of the future government, the House of Assembly will probably deem it appropriate to examine ways of remedying the present situation.

230. It is desirable that, in the future, matters relating to the special intensive training designed to prepare New Guineans to occupy key posts in the Public Service should be kept clearly separate from those relating to the organization of a ministerial system.

231. With regard to this second question, the Mission considers that, as soon as possible, New Guineans should exercise ministerial functions, it being understood that they would have advisers or experts to assist them.

The Administration

232. There are few New Guineans in high posts of the Administration and none in key posts. In the executive field it is expected that one indigenous officer will reach the position of Assistant District Officer by 1967 and three by 1969. At the moment there are three indigenous patrol officers and seven indigenous patrol officer trainees.

233. The highest ranking New Guinean official in the Administration is the District Medical Officer in Manus. In addition, the Administration informed the Mission of its intention to appoint a recent New Guinea graduate of an Australian University to the post of District Agricultural Officer.

234. Officials of a certain rank are to be found in other technical services; for example, the Department of Education has six New Guinean officials who are supervisory teachers, each with full responsibility for a group of schools, and three who are headmasters of schools having more than three hundred pupils each.

235. From the foregoing observations the Mission has drawn the conclusion that there is an imbalance in the organization of the public authorities. On the one hand, there are representative organs, admittedly still inadequate but with vigour and with a future. On the other hand, the executive and the key posts in the civil service are completely in the hands of the Administering Authority. If this situation is allowed to continue while the powers and the activities of the House of Assembly go on developing, it might lead to a kind of divorce, prejudicial to orderly progress, between the two main branches of the institutions of the Territory.

236. In order to overcome these difficulties, it is necessary, as we have already indicated, to consider the establishment of a ministerial cabinet system.

237. A bold and imaginative approach is also needed if the limitations to which we have alluded are to be overcome. In the opinion of the Mission, one course to be recommended would be to entrust from now onwards a number of responsible posts in the Administration, after a minimum period of apprenticeship, to New Guineans who are qualified by their understanding of public affairs and their aptitude for leadership. The Administering Authority should seek good men, capable of serving their country, wherever they are to be found. Indeed, there is a clear danger that it will be overtaken rapidly by events if it waits until the New Guineans who are marked out for employment in leading positions in the services of the general Administration or as senior officials have completed the full course of studies which as a rule is necessary. The Mission thinks that in any case this type of employment calls more for experience and inborn qualities than for theoretical knowledge. This does not apply, of course, to specialized functions, where technical competence is essential.

C. NATIONAL UNITY

238. The Mission noted with satisfaction that the idea of national unity is beginning to emerge in the minds of the population. This feeling is not, of course, to be found to the same degree in all regions and in all circles; there is still little evidence of it in the distant villages but it is appearing much more clearly in the towns, among students, and of course in the House of Assembly. In the course of the public meetings it held during its visit, however, the Mission noticed that the people spoke repeatedly of their country as "Papua and New Guinea". Even those who were inclined to stress the obstacles that might stand in the way of unity, such as mistrust and rivalry between the different parts of the Territory or differences of opinion concerning ideals and the common future, admitted that unity was the objective to be attained and that things were moving in that direction.

239. As the gathering place for all the representatives of the Territory and an institution established for the free expression of the feelings of the inhabitants of the country about the affairs and the future of their country, the House of Assembly should be a powerful force for unity. It has not disappointed the hopes that were placed in it and the Mission was able to see the growing importance of its influence.

240. Generally speaking, any opportunity for contact between the people of the different parts of the Territory is beneficial and should be encouraged.

241. The Mission observed, in this connexion, that the institutes of higher education (agriculture, adminis-

tration, medicine, teacher-training, communications, seminary, etc.), where the students come from all parts of the Territory, are a very favourable breeding ground for the idea of unity and the examination of mutual problems. Also beneficial in this respect is the Administration's practice of assigning Papuan and New Guinean civil servants to posts in the two Territories regardless of their origin. There is no doubt that in the future these trends will develop with even greater force in the university.

242. The improvement of communications between districts, which should be achieved mainly by the construction of roads, the best means for liaison and penetration, the intensification of the teaching of English, which serves as a common language, civic instruction in the schools, the organization of gatherings of the people on the occasion of festivals, fairs, exhibitions, or sporting events—all these means should be used to ensure the progress of the idea of unification and to teach the inhabitants to know each other better.

243. Although the fact that the Trust Territory of New Guinea and the Non-Self-Governing Territory of Papua are treated as a single administrative unit, contributes to the unification of the nation, their different international status gives rise to a certain confusion. On this subject, the Mission cannot but refer to the very pertinent considerations outlined in chapter IX of the report of the previous Visiting Mission. It was able to see for itself that this state of affairs, which is politically ambiguous and legally unusual, makes the task of the United Nations more difficult and sows doubt and confusion in the minds of the inhabitants.

244. The Administering Authority, aware of the Mission's need to gain a comprehensive idea of the situation of the two Territories, was kind enough to invite the members to pay a short visit to Papua, in their personal capacities. The Mission expresses its thanks to the Australian Government for this happy thought, which made its work much easier.

245. We feel, as did the previous Visiting Mission, that it would be useful for it to be repeated frequently and clearly that the aims of the Administration in New Guinea and in Papua are the same.

246. Similarly, we suggest that, as an illustration of those aims, a flag and a national anthem should be adopted for New Guinea and Papua as a whole.

D. THE PUBLIC SERVICE

247. One of the most frequent complaints heard by the Mission concerned differences in salaries and privileges in the Public Service. This question was raised at many public meetings by New Guineans but was also brought to the Mission's notice by Australian members of the House of Assembly and other Australians who sympathized with the New Guinean point of view. We were told that indigenous members of the Public Service were paid less than expatriate members of the Service for doing the same job, that they had to pay for their houses whereas the expatriates did not

(or, if they did, they received a special allowance for rent), and that they were entitled to fewer paid holiday journeys. The Mission was told by the Administration that, in order to attract Australians and other expatriates to join the Public Service of New Guinea, it was necessary to offer appropriate salaries and a certain standard of living conditions. On the other hand, it would not make sense to raise New Guinean members of the Public Service to the same salary levels; firstly because this would cause a great differentiation with other New Guineans outside the Service; and secondly because the Territory, when it became self-governing or independent, would not be able financially to maintain salaries at the levels now paid to expatriates. It would be quite wrong, the Administration maintained, to set the Territory on such a course, with all the economic consequences which would flow from having inflated salary levels unrelated to the productivity of the country and bolstered by outside financial support. Many New Guineans accepted this argument. They wanted Australian and other expatriates in the Territory and understood the necessity to offer competitive salaries and living conditions. But they maintained that the problem could be solved if New Guineans and expatriates were paid the same salary with an overseas allowance, payable to expatriates. This would remove the odour of discrimination from the present arrangement. The Mission was informed by the Administration that this solution had been considered but had been rejected because of the risk that it would not attract expatriates to the New Guinea Public Service. There was the danger that such public servants would find themselves at a disadvantage when they left the New Guinea Public Service and were seeking jobs in Australia, if they could quote only very low salaries in their previous work. Moreover, superannuation and other benefits were geared to basic salaries and expatriate public servants would be at a disadvantage in this respect. Although in theory attractive, the proposal to make up the difference with allowances was not administratively practical and would discourage recruitment.

248. The Mission would not wish to make a specific recommendation for the solution of this dilemma. They wish, however, to put on record that it is a matter on which many New Guinean public servants obviously felt strongly. As recorded elsewhere, the Mission found a remarkably good atmosphere in relations between Australian and New Guineans and very little real discrimination. In the opinion of the Mission it would be a great pity if this problem were allowed to develop and to spoil those relations. For this reason, the Mission suggests that the Australian Government would do well to reconsider whether there is any way of giving satisfaction to the call for equal pay for equal work while maintaining the incentive to expatriate public servants.

249. The Mission was informed that an ordinance to amend the Public Service Papua-New Guinea Ordinance, 1963, had been adopted by the House of Assembly and is now under consideration by the Australian Government.

ECONOMIC ADVANCEMENT

A. THE REPORT OF THE MISSION OF THE INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

250. One of the main conclusions of the 1962 Visiting Mission was that the International Bank for Reconstruction and Development (IBRD) should be asked to make a full economic survey. The Administering Authority complied with that recommendation. The survey was undertaken in 1963 and the report of the Bank's Mission (see above, para. 220) was made public by the Australian Government in December 1964. Recently, on 5 May 1965, the Australian Government gave its official views on those proposals in the Commonwealth House of Representatives. In view of the importance of the statement made by the Minister for Territories on that occasion, it is reproduced below in full.

"Honourable Members will recall that the Government invited the International Bank for Reconstruction and Development to arrange for a Mission of experts to undertake a comprehensive survey of the economy of Papua and New Guinea. A team of ten experts, including economists and specialists in agriculture, livestock, transport, education, health and other fields carried out the survey in 1963, and their 500-page report was presented to the Government in October last year.

"The Mission was asked to make a general review of the economic potentialities of Papua and New Guinea and to make recommendations to assist the Government in preparing a development programme designed to promote economic growth and raise standards of living. It was asked in particular to assess the resources of the Territory and the scope for their development, to suggest measures to expand the economy, to examine the effect of current economic, fiscal and administrative policies and measures on the development of the economy and to recommend in broad outline an appropriate allocation of resources likely to be available for investment.

"The Government is greatly indebted to the Mission for its thorough review of the resources of the Territory and for its valuable analysis of the prospects for economic growth. The report is based on a comprehensive study of the Papua and New Guinea economy and will be of great benefit to the Commonwealth Government in its consideration of future policies.

"The Mission has recommended a five-year development programme which places major emphasis on stimulating the productive potential of the Territory and on advancing the native people through education, vocational training and the acceptance of greater responsibility. The Government endorses these objectives which are vital if the movement of the Territory's two million people towards self-government is to be paralleled by steady progress towards economic self-dependence.

"The Mission's main proposals for increased production relate to the primary industries of the Territory. The specific programmes recommended envisage a doubling of total existing plantings of coconuts, cocoa, rubber and tea and a tenfold increase in cattle

numbers to 300,000 within ten years. A trebling of forestry production over five years is also envisaged. Export earnings from the production of the main agricultural commodities and forest products are expected to double within five years. Increases in production under the Mission's programmes are to be achieved partly by investment from overseas and by expatriate settlers and partly by Papuan and New Guinea farmers. The Government accepts these programmes as a working basis for planning in the Territory.

"Numerous proposals and suggestions have been put forward by the Mission for the development of manufacturing industry, tourism, mining, power supplies, transport and communications. These are accepted by the Government as valuable guides for policy and action.

"In the field of education the Government endorses the Mission's view that expansion at the secondary, technical and higher levels deserves high priority so that increasing numbers of the native people can participate effectively in the economic advancement of the Territory. Education policy has been preparing the way for this for many years. The Government, along with the Mission, recognizes that the rate of expansion of such activities as curative health services, primary education, public utilities and general government services, should be related to the capacity of the Territory's population to contribute towards them. It also recognizes the soundness of concentrating additional expenditures on increasing production from agriculture, livestock and forestry and on accelerating the advancement of the native people through training and education. In recent years a growing proportion of additional expenditure has been spent on these activities.

"The Mission's report expresses the view that the goal of economic self-dependence cannot be reached for at least several decades even with the substantial economic growth which its production programmes envisage. It recognizes that there will need to be increasing aid from outside, primarily from Australia, in the form of skilled manpower and funds. At the same time, economic expansion will require the native people to play an increasingly important role in development. For example, people in the villages will be able to do much by co-operating in building rural primary schools, houses, medical aid posts and health centres. Moreover, economic development over the next few years will require a substantial increase in the number of administrative, professional, technical and managerial personnel both in the Public Service and in private enterprise. Much is being done to accelerate the education and training of native people in the necessary skills. This process will take time and meanwhile to achieve the required progress in the immediate future there will need to be a concentrated effort in recruiting increased numbers of professional and technical personnel from Australia for service in the Territory. It is estimated that in addition to the present local and overseas strength of the Territory Public Service, to whose work the Territory already owes so much, about 2,000 more officers will be needed from

outside the Territory, including about 500 qualified agricultural, livestock and forestry officers and 500 teachers for Administration secondary schools.

"The International Bank Mission suggests that a service patterned on the British Voluntary Service Overseas scheme and the United States Peace Corps should be established to enlist people with special skills who wish to serve in the Territory for short terms. The Papua and New Guinea Administration in the normal course already offers employment for terms as short as two years and volunteers already work with the Christian Missions in the Territory. However, the Government is examining the possibilities of the Mission's suggestion in conjunction with a review of present arrangements and facilities for Australians to serve abroad in South-East Asian and other developing countries.

"The task of economic expansion places a heavy responsibility on Australia to provide the bulk of the skilled people and the money that will be needed from outside the Territory. The Commonwealth grant to the Territory during the financial year ended 30 June 1965 is £28 million in a total Territory budget of about £45 million, and the Commonwealth Government recognizes that the development of the economy now envisaged will involve increased Commonwealth financial assistance over the years immediately ahead. The Government will also give its full support for the provision of the necessary human and physical resources. It will also explore the possibilities of aid from international agencies.

"The Government has accepted the Mission's strong recommendation that developmental credit should be made readily available in the Territory to encourage rapid expansion of private enterprise and in particular to finance small-scale native agriculturalists. The requirements in particular fields are being examined and specific proposals for a development credit organization suited to Territory conditions will be drawn up for the Government's consideration.

"The Government has already done and is doing much to give effect to its policies directed to the accelerated development of the Territory. It has financed a rising level of Government investment. It has strengthened the Administration and has provided substantial tax incentives for pioneer industries. It has also announced a programme for university and higher technical education. Much has already been achieved in the very direction in which the Mission believes effort and expenditure should be concentrated. The Government looks forward confidently to further important advances—to new private investment from within and outside the Territory, to a rising tempo of activity by the Government and private enterprise, and to a rapidly growing participation by the native people.

"Further advances of this kind are vital. The progress being achieved in the Territory in political development calls for a parallel move in the economic field. It is not the Government's view that self-determination must wait until the Territory has a fully viable economy, but the present degree of economic dependence is extreme. If we had been hoping that the Mission's study would show us a way of moving immediately towards reducing the gap to reasonable proportions, we would be disappointed. There is no escape from the reality that the only prospect of moving towards self-sufficiency in the

longer term is to increase economic dependence in the short term. There is no need to over-stress the contradiction between these economic realities and talk of early political independence, but this contradiction does have a significance that must be faced.

"The Government places a high value on this report of the Mission from the International Bank for Reconstruction and Development. The report has been the subject of close and serious attention by the Government, and it will provide a constant reference in the Government's consideration of economic policies in the Territory. The Government's acceptance of the Mission's programmes for increased production in the Territory as a working basis for planning does not mean that the Government is committing itself to a series of cut and dried programmes or that it necessarily accepts all the Mission's views. Moreover there will be no question of imposing decisions on the Territory without regard to the views of the people's elected representatives, and as decisions are made on particular questions views expressed in the Territory House of Assembly on those questions will be taken into account. Regard will also be paid to the opinions of people and organizations directly interested in the economic development of Papua and New Guinea.

"It is the Commonwealth Government's policy to encourage the rapid but sound expansion of the Territory economy on the basis of close and continuing partnership between Australia and the Territory. The Government is backing that expansion, but success will depend also on the strong support of people in the Territory, and Papuans and New Guineans will increasingly need to work for and accept responsibility for their own economic, social and political advancement."¹²

251. It would be premature to consider in detail the questions to which the above statement gives rise. The Mission feels, however, that it would be useful at this stage to present some remarks, which are prompted by the comments that the Administering Authority made to it on the report, by the economic situation of the Territory and by the demands of the inhabitants themselves.

252. The Administering Authority agrees in general to take into consideration the broad lines of the programme drawn up by the Bank's Mission. This attitude will probably have the effect of increasing the tempo of economic development and bringing about the allocation of increased funds for that purpose, objectives which the Council recommended at its thirty-first session. The Australian Government is considering the possibility of asking inter-governmental specialized agencies for assistance.

253. While the Administering Authority does not think that the exercise of self-determination must wait until the Territory has a fully viable economy, it considers that the present degree of economic dependence is extreme and must be reduced. That, however, is a long-term objective which can be attained only at the cost of additional investments made over a certain period of time.

254. The Australian Government does not, however, endorse all the conclusions of the report, some of which are disputable. Such is the case, for example, with the conclusions concerning problems of priorities and of

¹² See Commonwealth of Australia, *Parliamentary Debates (Hansard)*, Twenty-fifth Parliament, House of Representatives, No. 6 (Canberra, A. J. Arthur, 1965) pp. 1142-1145.

distribution of the total revenues and subsidies among the competing fields of development and social services. The Bank's Mission considers that budgetary expenditure allocated to health, education and general administration could be cut down and the savings thus effected devoted to the financing of economic development. The same applies to the questions whether and how Australian standards should be adapted to local possibilities and needs and whether the part played by manpower and capital from outside should be increased, as the report suggests.

255. According to the Bank Mission, decisions of this kind cannot be made without the inhabitants of the Territory being consulted. Moreover, the Administering Authority has assured us that the House of Assembly will have an opportunity to give its opinion on the recommendations of the Bank's Mission, during the examination of the budget or during the discussion on the legislation to be enacted in order to put some of the proposals into effect.

256. The Visiting Mission had the satisfaction of noting that various conclusions in the report coincided with wishes frequently expressed by the inhabitants.

257. One of the most important of these has to do with the development of credit through a special body, the Territory Development Finance Company. There is no disputing the fact that the Territory offers a vast field for the utilization of credit and there is undoubtedly already an effective demand. The Administering Authority is willing to consider the possibility of establishing such a body, the role and functioning of which must be carefully examined. The main purpose of this body would be to encourage the expansion of agricultural production, animal husbandry and forestry in the indigenous sector. It has been suggested that credit might be distributed through co-operative societies and that the local government councils too might have a hand in it. Moreover, both the report of the Bank's Mission and the Administering Authority consider that the credit organization could be used also for the development of secondary industries and of tourism. Having, as is known, heard so many emphatic statements in favour of the establishment of such industries during its visit, the Visiting Mission cannot but stress the importance of such projects.

258. The Mission hopes that, now that the Administering Authority is in possession of the conclusions of the Bank's Mission, it will be able to draw up a definitive plan of balanced economic development as soon as possible. As the 1962 Visiting Mission suggested in paragraph 177 of its report, once such a plan had been drawn up and approved, its execution should be entrusted to a development board set up in the Territory and given broad powers; this board could be assisted by district committees which would include representatives of all the administrative departments and would give effect, within their districts, to the general policy adopted for the Territory. The New Guineans would naturally have to be represented on these committees. For this reason consideration might also be given to the participation of the district councils, in this implementation of economic policy.

259. The Visiting Mission is well aware of the difficulties and the somewhat contradictory demands—at least in appearance—which the Administering Authority will have to face in drawing up a balanced plan of development.

260. On the one hand, the subsistence economy will have to be transformed to the greatest extent possible into a market economy and the indigenous inhabitants will have to be given greater encouragement to play an effective part in every aspect of the development of the Territory. On the other hand, it is not possible for this development to be achieved without the help of foreign investments which would be attracted by the prospect of reasonable profits but must not be such as to be prejudicial to the interests of the inhabitants, most notable among these interests being the protection of their land and natural resources. Means should be sought to ensure that a fair share of the profits made by external investment be reinvested in the Territory, as recommended by the Trusteeship Council at its thirty-first session, and that the New Guineans be invited to acquire shares in foreign companies in the Territory.

B. OTHER MATTERS

261. The foregoing remarks bring the Mission to two subjects to which its attention was drawn during its visit.

Land system

262. As agriculture is the main potential of the country, continuing close attention must be given to the basic problems in connexion with the land: the utilization of land belonging to the indigenous inhabitants, and the reform of the traditional systems of land tenure.

263. The Mission was unable to discover exactly how far the application of the Land (Tenure Conversion) Ordinance, 1963, has produced satisfactory results in the way of replacing the customary system of land tenure by a system of registered individual titles. It noted that one of the arguments put forward in favour of the establishment of a special body for the development of credit was that it was impossible for the banks to grant loans to indigenous inhabitants who had no registered individual land title. It considers that, as already recommended by the Council, all these problems should be submitted to the House of Assembly so that an adequate policy may be decided upon.

Mining

264. The representatives of Bougainville informed the Mission that a permit for prospecting for copper in the Kieta region had been granted. Prospecting for nickel, too, has apparently been undertaken in the Madang and Morobe districts. The Mission asked the Administering Authority whether the representative organs of the Territory were consulted when such permits were issued or when concessions were granted for mining or for the exploitation of any other natural resources. From the answer given, it would seem that under the present regulations the authorization of the Administrator is necessary and sufficient. Furthermore, there is no legislation concerning the proportion of capital invested in the mining industry which must be reserved for the Territory and its people.

265. The Mission considers that this entire question should be examined by the Administering Authority, in conjunction with the elected representatives of the people. This is especially necessary in the case of natural resources which are irreplaceable. This examination should pay particular attention to the share of revenue in the form of royalties or other forms of return which should accrue to the Territory. The Mission noted that the present royalty payable to the New

Guinea Government is 1¼ per cent of the value of minerals produced by non-indigenous producers.

Roads

266. The Mission was struck by the difficulties of communication and transport owing to the total absence of railways, and the inadequacy of the road network. It was struck at the same time by the ingenuity and boldness with which air transport endeavours to meet this difficulty and make it possible for trade to be carried on. It thinks, however, that the situation has become critical and that the inadequacy of means of communication is seriously prejudicial to the economic and social development of such regions as the Highland Districts. While it may be economically feasible to transport coffee by air because of the relatively high price paid for that product compared with its weight and volume, that is not so in the case of wood and

agricultural products in general, not to mention cement and other building materials. The road linking the coast (Lae) with the Highland Districts is poor and exposed to landslides that often render it unusable; consequently, the cost of goods brought into the Highlands is very high.

267. In the Mission's opinion, special efforts should be devoted to the construction of new roads and the improvement of the existing ones. Priority should be given to the improvement of the road linking Lae to the Highland Districts, so that it would be trafficable for heavy vehicles in all weather. The Mission notes that a survey of a route from Mount Hagen to Madang is in progress, and it hopes this will be actively pursued by the Administration, since there is an obvious need for such a road. The Mission repeats that apart from their economic value, roads are a social and political utility of primary importance. They are a factor of national unity and of progress.

CHAPTER IV

SOCIAL DEVELOPMENT

268. During its tour of the Territory the Mission took note of much progress and many achievements in the field of social service, of which the Administration can be justly proud. Its notable record in this field is set out very fully in Part VII of the Annual Report for New Guinea, 1963-1964; the following observations merely touch on a few aspects of that record.

A. PUBLIC HEALTH

269. Evidence of the value and success of the Health Services was everywhere apparent to the Mission. This evidence was strengthened by visits to hospitals, Hansenide colonies, infant welfare and rural health centres, medical institutions such as that of malaria control in Rabaul, and a wide variety of medical training establishments. The malaria control programme is centred on the excellent laboratory and training centre in Rabaul and the Mission saw many evidences of its energetic work throughout the Territory.

270. A study of the comprehensive statistical tables contained in Appendix XIX to the 1963-1964 Annual Report confirms that the targets in the field of public health set by the Minister for Territories in 1961, and included by the 1962 Visiting Mission in paragraph 244 of its report, are well on the way to being achieved or surpassed. In particular, the Mission noted with satisfaction the facilities available for training medical students—the Papuan Medical College at Port Moresby, the Rabaul College of Nursing, and aid post training schools at Saiho, Lae, Goroka, Mt. Hagen, and Madang. The first permanent buildings for the Papuan Medical College were opened in April 1964 and will accommodate 289 students.

271. The Administration and missions provide and staff 149 hospitals, 584 Maternity and Child Welfare Clinics, 1,192 Aid Posts and Medical Centres and 6 Rural Health Centres—a total of 1,931 medical establishments throughout the Territory, employing over 5,200 personnel and costing £3,306,250 in 1963-1964.

272. The Administering Authority is to be warmly commended for the standards set and progress realized in the field of public health services.

B. ADULT EDUCATION

273. In view of the concern expressed by many adult New Guineans over their inability to read and write, the Mission was interested in learning in the various districts whether there were facilities for adult evening classes in those subjects. It found a certain interest in them and in some places such courses were being conducted, utilizing administration teachers. However, it appeared that not all of these courses were meeting with complete success. It seemed, on the other hand, that, with the perseverance of all concerned, this activity could be expanded.

274. The Mission particularly welcomed the programme of community education courses which it encountered in several districts. These courses, which were first started in January 1961, utilizing existing school buildings, have been formalized through the establishment of approximately twelve permanent centres designed for the purpose of bringing together for periods of ten days to three weeks, fifteen to twenty married couples selected by local government councils. These centres include a classroom or community room, housing, and modest sports facilities. Sixty courses have been held in New Guinea to date, attended by some 2,000 persons. These classes include elementary instruction in such matters as: the functions of central government, with visits to government departments; village sanitation—lectures and practical exercises in latrine construction and sewage and rubbish disposal; agriculture—improvements in subsistence crops, poultry, pig husbandry and fish culture, with visits to demonstration centres; education—plans for education, visits to schools, technical education; infant and maternal welfare, health and hygiene; forestry—planting, harvesting, timber usage; local government—explanation of how it functions, with a visit to a local government council in session; road-building—bush roads, bridges, and

drainage; practical exercises—construction of tables, stools, chairs, or beds, making of articles of children's clothing, installation of pumps, village wells, methods of roofing a house, care of tools; economics—money, banks, and co-operatives; visits to hospitals, bakeries, radio stations, ships, control towers, factories, post offices, and banks.

275. At one centre near Kavieng, New Ireland, the Mission observed a course in simple English being conducted by a New Guinean teacher. The interest and response of the men and women in this class was touching and revealed an evident desire to begin to learn English. All persons interviewed in these centres expressed their pleasure with them and with the courses given, and the Mission considered that this was a very worthwhile endeavour which it hopes the Administration will expand.

276. Noting the interesting and often educational programmes broadcast by the district radio stations, the Mission wondered whether it might not be possible to make increased use of these facilities for the teaching of English to adults.

277. The Mission noted with satisfaction the very effective use that the Administering Authority is making of broadcasting for purposes of teaching or of general information. It also saw for itself that the New Guineans were successfully associated with this enterprise. It hopes that the Administering Authority will continue in this direction and in general will make extensive use of modern methods of information and of new procedures for the rapid teaching of the languages which seem to be particularly calculated to play a part in the cultural development of the Territory.

C. WOMEN'S CLUBS

278. In a number of places visited the Mission encountered active women's clubs. There are some 200 such clubs in the Trust Territory with a membership of some 4,000 women. Under the guidance of District Welfare Officers, where these exist, or with the volunteer assistance of wives of Australian officials, civilians or missionaries, these clubs provide not only a social centre for women but instruction in such things as sewing, infant care, hygiene, and the production of small items of handicrafts. In some instances these clubs undertake to give instruction in reading, writing, and the speaking of English.

279. The members of the Mission were favourably impressed with the women's clubs, in general. In Vunamami, New Britain, for example, several hundred women were assembled here to greet the Mission, which found them very vocal and able to express their views and describe their interests. In nearly every district where they were encountered, members of the women's clubs expressed their appreciation for work being done for them by the District Welfare Officers, but frequently requested the Mission to ask the Administration to assign additional such officers.

D. CORRECTIVE INSTITUTIONS

280. The Territory's corrective institutions provide for the education and trade training of persons under detention. These institutions are of three categories central, district and subsidiary.

281. The Mission visited a central institution at Boram, near Wewak, and was impressed by the

progressive policy of dealing with offenders as persons in need of rehabilitation rather than punishment. The institution was admirably run by a competent, trained staff, and provided an industrial section, a recreation centre, agricultural equipment, and facilities for agricultural, forestry and livestock training. The Administration is to be warmly commended on the excellence of this institution.

E. LABOUR

282. There are no organized trade unions in the Territory. However, there are seven workers' associations in the larger towns of Madang, Lae, Rabaul, Wewak, Goroka, Kavieng and Wau-Bulolo. These associations, which have been established with the assistance of the Administration, conduct negotiations with employers, represent members who have complaints, and generally seek to advance the interests of the workers.

283. Labour legislation in the Territory covers such matters as terms and conditions of employment, housing, employment of women and juveniles, medical inspection and treatment, hours of work, job contracts, remuneration, recruitment, industrial safety, and accident compensation. In its discussions with officers of workers' associations at Madang, Kavieng, and Rabaul, the Mission found that the principal concern of the urban workers was with establishment of satisfactory minimum wages. The New Ireland Workers' Association in Kavieng expressed its concern over the living and working conditions of rural contract (agreement) labour in New Ireland, stressing poor conditions and general abuses of contract. They were also concerned over the low level of pay for such workers. In this connexion, the Mission was inclined to share this concern and consequently was pleased to note that a board of inquiry to review the Native Employment Ordinance was established in October 1964 and has held a number of hearings throughout the Territory. This board is expected to complete its hearings by September 1965. The Mission also noted that there is a system of labour inspection and that labour inspectors are required to visit at regular intervals all plantations hiring agreement labour. It was inclined to believe, however, that one travelling inspector for the New Ireland District was not sufficient to investigate promptly all complaints and complete all routine inspections of plantations in that area. If this is a correct impression, it hopes the Administration will consider appointing an additional inspector.

284. The Mission was glad to observe that the Administration not only sponsors the establishment of workers' associations but appears to be encouraging them to form a broader association including all local associations. Such an association is in the process of being formed, with only one association, that of New Ireland, not as yet participating actively in this endeavour. The Mission was also interested to note that the workers' associations are in contact with Australian trade unions and have received guidance and subsidies from them. It looks forward to the further development of these associations which it considers have already been beneficial, if in a modest way, to the urban labour force.

F. DISCRIMINATION

285. The 1962 Mission had occasion to refer in Chapter VIII of its report to two main instances of

racial discrimination prevalent at the time of their visit, namely the liquor regulations and film censorship. These two causes of resentment have since been removed.

286. At the public meeting at Wau, one member of the Assembly said there was a practice of racial inequality at nearby Bulolo. This concerned a trade store in Bulolo, to which, he said, indigenous persons were not allowed admittance. The store had a platform on the outside leading to a large window in the side. Indigenous persons made purchases through this window. When the Mission inquired about this, a representative of the Administration said that this window was for the convenience of persons bearing shopping lists, which were handed through the window and filled by a clerk inside. Despite this explanation, the Mission thought that at least the appearance of discrimination existed, and believed it would be desirable to eliminate this procedure.

287. Several speakers when addressing the Mission said that the Administration's housing policy for the Public Service often had the effect of discriminating between New Guinean and expatriate civil servants.

288. These speakers felt that rent for the better public housing was unduly high; as a result, in most cases, it was impracticable for the indigenous employees

to occupy them. The expatriate employee who might otherwise also find the rent high is given an extra allowance to meet this cost, thereby enabling him to live quite comfortably and at a remarkably lower cost.

289. This policy has tended to create segregated neighbourhoods and if permitted to continue might be the basis for future difficulties which could easily be avoided now. It would be fair to mention that this practice applies mainly to large communities, but it is usual in the Territory that housing goes with certain positions and is assigned without racial considerations.

290. The Mission was concerned with the problem of primary "A" and "T" schools which are mentioned in paragraphs 299-300 below and with any possible hint of racial discrimination which it might evoke.

291. The Mission noted that social clubs in the Territory appeared to be composed in each instance of a single group of persons, either expatriates, indigenous persons, or persons of mixed race. The Mission hopes that these organizations will invite participation from all elements of the population, thereby strengthening the unity previously alluded to in this report.

292. Notwithstanding the foregoing, the Mission should record that it saw few signs of racial discrimination in the Territory.

CHAPTER V

EDUCATION: THE CURRIE REPORT

293. The present educational system of the Territory is broadly outlined in the report of the last Visiting Mission. This report will therefore deal with the changes since then and with some of the recommendations of the Currie Report.¹³

294. A summary of the statement made on 18 March 1965 by the Minister for Territories, Mr. Barnes, concerning the Currie Report, follows:

"The Minister for Territories, Mr. C. E. Barnes, announced today that the Commonwealth Government had decided that a university would be established in Papua and New Guinea, subject to the support of the Territory House of Assembly.

"Mr. Barnes said the Government had previously announced that it suggested the establishment of an Institute of Higher Technical Education.

"Both these proposals were recommended by the Commission on Higher Education in Papua and New Guinea, chaired by Sir George Currie.

"The Minister pointed out that the proposals were among the largest and most significant ever put forward in the history of the Territory.

"The Government had had to consider carefully the balance that should be maintained between all the developmental tasks of the Territory and the resources available. This meant that not only the funds available, but also the Territory's resources in terms of building potential and trained people, had had to be carefully assessed.

"The new buildings and the highly trained staff needed for these new institutions would add to the

heavy strain which defence projects and fast expanding development programmes were already placing on the resources of the Territory.

"In particular, it had been necessary to consider this important project in the light of the (IBRD) Mission's report.

"The Mission, in proposing its programmes for economic development had said: 'There is nothing more central to the future progress of the Territory than leadership of a high calibre, some of which the staff and graduates of the University may be expected to provide.'

"In its report the Mission had endorsed the attention being given to the problems of higher education, but its illustrative budget projects for the next five years did not include any funds for the university or the higher technical institute.

"Nevertheless, Mr. Barnes said, the Government had concluded that, subject to the support of the Territory House of Assembly, the university and the higher technical institute should be proceeded with immediately.

"The Government felt that one of the Territory's most pressing needs was for the trained people that these new institutions would provide for the professions, private enterprise and government.

"The institutions would have high value as centres of learning. They would develop courses suited to the particular needs of the Territory and its people.

"More students could be successfully trained locally than in Australia because entry standards and courses would be adapted to Territory circumstances.

¹³ *Report of the Commission on Higher Education in Papua and New Guinea*, Canberra, 1964.

"These, said Mr. Barnes, were powerful arguments for providing higher education within the Territory.

"In addition, despite the heavy establishment costs and the pressure that the project would place on Territory resources, there were long-term cost advantages.

"The cost of educating students near home would be substantially less than that of sending them to Australia. Moreover, as the number of Papuan and New Guinean students doing courses increased, the establishment of a university in the Territory would avoid placing a growing strain on Australian university facilities.

"The Commission had examined the question of the site for the proposed institutions very closely and had sought the opinions of a wide range of people.

"In its report, the Commission discussed the possible site in detail. Various factors were considered such as climate, proximity to government and other training institutions and industry, accessibility from different parts of the Territory, and comparative costs at various locations.

"After careful examination the Commission had concluded that on balance the institutions should be located at Port Moresby.

"The Government, in coming to the view that a university and a higher technical institute should be established, had based its calculations on the assumption that the site would be at Port Moresby.

"Capital and operating costs to the end of 1969 were estimated at £6,233,000, which meant an average annual cost of 3 per cent of the present total Territory budget.

"Interim Councils would be appointed for each of the two institutions. The timing of the various stages involved in establishing the institutions and arrangements for particular courses would rest with these governing councils, which would have as a basis for action, the Currie Commission's valuable report.

"It seemed probable that the first university students would enrol in 1966 in a preliminary year of university studies preparatory to taking Education or Arts Degree courses, and that the first technical institute students would commence a four-year Diploma course in Civil Engineering in 1967.

"Other courses would follow rapidly, and it was estimated that by 1970, enrolments would reach 575 in the university and 150 in the technical institute.

"By 1976, there would be over 200 graduates from the university each year, which was expected to be about the minimum normal annual requirement for the Territory.

"It was expected that many of the students would need government scholarships, and nearly all students would live in residential accommodation provided at the university.

"Although important progress had already been made in agricultural, medical and teacher training, tertiary education in the Territory was still at an early stage and the establishment of the new institutions, Mr. Barnes said, would be a major step in the advancement of the Territory.

"Mr. Barnes said that the Government recognized that the project for a university and technical institute in the Territory was an ambitious one. It could only succeed if Australians, particularly university

and technical teachers and administrators, responded to this challenge through active assistance and participation in the establishment of these new centres."

295. The following statistics of pupils and teachers in New Guinea schools in 1964 are given for comparison with those given in the previous Mission's report for 1962:

	<i>Pupils</i>		<i>Post-Primary</i>	
	<i>Primary</i>			
	1962	1964	1962	1964
Administration schools...	21,407	33,456	1,255	2,657
Mission schools	112,715	132,281	1,098	2,213
TOTAL	134,122	165,737	2,353	4,870

	<i>Teachers</i>		<i>Non-Indigenous</i>	
	<i>Indigenous</i>			
	1962	1964	1962	1964
Administration schools...	565	746	236	448
Mission schools	3,020	3,974	330	608
TOTAL	3,585	4,720	566	1,056

296. At the present rate of progress, 60 per cent of the school-age children are expected by the Administration to be in primary schools by 1970.

297. The Mission was much impressed by the progress made in the Territory in the field of education since the last report. The Australian Government and the Administration, strongly supported by religious missions, have bent their efforts firstly to expanding secondary education and specialized education, e.g., technical and teacher-training; and secondly, to preparing the ground for higher education. Vigorous efforts have been made to implement the recommendations of the last Visiting Mission in this field. The Mission was favourably impressed by the enthusiasm of teachers, parents and pupils for education, by the understanding of all concerned of the vital importance for the Territory of increased numbers of educated people and of higher academic and technical attainments. Everywhere the Mission went, members of the House of Assembly, councillors, farmers, businessmen and people in the villages wanted more and better schools, more teachers, both indigenous and expatriate, and a university in the Territory. Most of those who spoke to us so appealingly on this subject were too old themselves to profit from the realization of their demand. It was made in the name of their children and their country. Education, they said rightly, holds the key to all development; individual, social, economic and political. Among school children in elementary and secondary schools there was respect and enthusiasm for teaching as a profession. The teachers we met—and we met very many—were dedicated to their profession and devoted to their charges. The village schools were generally simple. The elementary schools in the towns, the secondary schools, technical and teacher-training colleges which the Mission visited were more elaborate, some of them with buildings and equipment of a high order which equivalent schools in more advanced countries would be proud to have.

298. In all the circumstances, the Mission thought the results achieved in the field of education were very good and attributed this to the devotion of the teachers and the burning desire for knowledge and innate intelligence of the children of New Guinea. Nevertheless the Mission saw an urgent necessity to replace

as rapidly as possible the inadequately equipped teachers (who should return to teacher-training colleges) with properly trained personnel. In this connexion, the Mission endorses the proposal contained in the Currie report to abolish the teacher-training course A, which provides only one year of training. In order that the question of teacher-training be seen in perspective, the Mission states, at this point, its satisfaction at seeing a number of indigenous teachers in positions of responsibility over both indigenous and expatriate personnel as supervisory teachers and headmasters. The Mission also noted with approval that the secondary schools which it visited were more completely integrated.

299. The Mission visited both primary "A" and primary "T" schools throughout the Territory. The main reason for having these two types of school, as explained by the Administration, is that the children of expatriate parents need to follow a syllabus geared to life in Australia or Europe, taught in the A schools, whereas indigenous New Guinean children require a different syllabus adapted to life in the Territory, taught in the T schools. Secondly, few indigenous children have the necessary background in English to permit their admittance to the primary A schools. However, some New Guinean children, who already speak good English at an early age, and whose parents wish them to do so, attend the primary A schools. Some expatriate children attend primary T schools because their parents prefer them to have an education centred on New Guinea. But, in general, the expatriate children attend the primary A schools, and the New Guinean children the primary T schools. The primary A schools are generally in better buildings and better equipped than the primary T schools in the same locality.

300. While appreciating that it is necessary, in the interests of the children of New Guinea, to provide a syllabus specially adapted to the Territory, and while recognizing that most expatriate parents will wish their children to follow an Australian syllabus, the Mission was concerned lest this division into two types of school, even though the schools themselves are integrated, might give rise to charges of discrimination among children.

301. The atmosphere in the secondary schools which they visited appeared to the Mission to be very healthy indeed. Most of them are well built and equipped boarding schools in pleasant rural or semi-rural surroundings. The pupils come from different districts and speak many languages—though not in school, where English is obligatory. The Mission was not able to judge the academic standards but was impressed by the enthusiasm for learning and general liveliness of mind found in these schools. In some, but not all, of the senior classes there was a welcome awareness of New Guinea's status and of other questions of general and world interest. Standards of health and hygiene at these and other boarding schools appeared to be high, and the Mission noted with pleasure that physical exercise and sports figured in their programmes.

302. As it toured the Territory, the Visiting Mission noted that many relatively minor technical or artisanal jobs were filled by expatriates and were told that no qualified indigenous workers were available. The Mission visited a number of excellent technical classes in secondary schools, but the supply of qualified indigenous artisans still falls well below the demand. In this matter, too, the Mission endorses the recommendations of the Currie Report for the upgrading of certain technical schools, for the formation of a council for

technical education and for an institute of higher technical education. Qualified technicians and competent artisans will be just as essential in an independent Papua and New Guinea as university graduates. In the opinion of the Mission, everything possible should be done to develop technical education and to encourage the youth whose bent is in that direction to obtain the necessary expertise. One important factor in this connexion is the monetary reward offered. The closer this can be made to the salaries of expatriates for the same job, the greater will be the inducement to the indigenous population to work and study hard to obtain such employment.

303. The Territories of Papua and New Guinea have so far produced only one university graduate (in agriculture), about half a dozen medical officers with diplomas from the Suva School of Medicine (Fiji) and five from the Papuan Medical College. There are a number of Papuan and New Guinean students attending Australian universities. The lack of a greater number of university students is, to some extent, the consequence of earlier policies which happily have now been discarded. While the Mission was in New Guinea, the Australian Government's decision to implement the recommendation of the Currie Report to set up a university in Port Moresby was announced. Although some disagreed with the proposed location, most people approved this decision. A minority opinion favoured waiting a few years and devoting all available resources to expanding secondary education as rapidly as possible. The Mission agrees with the Currie Commission and, without wishing to enter the controversy as to its location, considers that the new university will be most important for the future development of the country and should be established as soon as practicable.

304. In Chapter III of its report, so aptly entitled "The need for higher education", the previous Visiting Mission described the problem of encouraging students by the provision of example and inducements to complete their secondary education and to go on to higher education in the face of demands for their services in the Administration or in business. The present Visiting Mission noted that this problem still existed and presumes that it will continue to do so into the future, especially if implementation of the recommendations of the IBRD Mission's Report brings greater industrial, commercial and administration activity in the Territory. On the other hand, the decision has been taken to establish a university in the Territory. There are already some types of tertiary education in the Territory and many scholarships are available in Australia. Moreover, the Mission noted, during its visits to secondary schools, that many children had already decided to try to go to university or undertake some further course of study at higher level. Increased attention to vocational guidance as recommended in the Currie Report would also help to alleviate the already improved situation referred to in the previous Visiting Mission's report.

305. During its tour of the Territory and particularly in its consideration of the problems of the Territory as a whole, the Mission was struck by the fact that plans for development in every sphere always impinged on the question of education. Economic, social and political advance are all related to education. The Mission, therefore, noted with approval that the Currie Report reflected the Mission's conclusion that every effort must be made to adapt educational programmes to the particular needs of the Territory and

to plan for specific results which will serve the best interests of Papua and New Guinea as a whole and encourage the people to attain the necessary qualifications in various fields to enable them to manage their

own affairs. In this connexion the Mission agrees with the Currie Report's recommendation that increased attention be given to the need for counselling and vocational guidance at all levels of education.

CHAPTER VI

DISSEMINATION OF INFORMATION CONCERNING THE UNITED NATIONS

306. The 1965 Visiting Mission found as it toured the Trust Territory of New Guinea that the situation concerning the dissemination of United Nations information had not changed since the visit of the 1962 Mission; that is, whereas older students at school have varying degrees of knowledge about the United Nations and its activities, among adults, knowledge of the organization and an understanding of its functions and responsibilities are very limited.

307. The Mission would therefore urge that the recommendation of the 1962 Visiting Mission contained

in Chapter X of its report receive greater consideration by the Administration and that an active programme for adults, particularly for the older and illiterate sections of the population, be sponsored by the Administration. Not only should the aid of Missions and other private bodies be enlisted, but also schools, local government councils and the district administration officers should be used increasingly to implement the programme. The United Nations Information Centre at Port Moresby should review its activities in the Territory with a view to making them more effective.

CHAPTER VII

FUTURE OF THE TERRITORY: EXERCISE OF THE RIGHT OF SELF-DETERMINATION

308. In recent months the Administering Authority has again expressed its intention of "helping the inhabitants of the Territory to attain the stage of self-determination as soon as possible" (statement by the Minister for Territories on 3 December 1964). Mr. C. E. Barnes confirmed this in his conversation with the Mission on 28 April 1965.

309. During the meeting of the House of Assembly in Port Moresby on 21 January 1965, Mr. H. H. Reeve, Deputy Leader of the Government, read a statement by the Minister for Territories from which the following is an important extract:

"In the transitional period prior to self-government, the Australian Government continued to have responsibilities in relation to the Territory. The process of the Government being increasingly responsible to Territory opinion in the exercise of those responsibilities which had been going on progressively in the post war period would continue. For its part, the Government had no fixed position regarding the operation of the constitutional and administrative arrangements for the Territory and would look responsibly at any proposals for change that were made by the House of Assembly."¹⁴

310. The Mission has already pointed out that, generally speaking, the elements of the population which appeared before it, as also the great majority of the elected representatives, expressed the view that the Territory was not yet ready for self-government or independence and that, that being so, it was better to wait until it was more prepared to exercise the responsibilities involved in the exercise of the right of self-determination. The argument they advanced most frequently in support of that view was that of the

inadequate development of education and of the economy; less frequently, there was mention of the possibility of conflict between the different regions. They pointed out that, whatever happened, they intended to decide their future for themselves and would not allow the decision to be dictated by any forces or authorities other than those originating in the people of New Guinea.

311. This reservation with regard to a change of status does not concern the principle of the attainment of self-government or independence, which is generally accepted, but rather concerns the time at which it should come about. The members of the Visiting Mission have not been the only recent visitors to observe that state of mind, different as it is from that so commonly observed in dependent Territories.

312. The present situation seems to be characterized by the lack of any strong nationalistic feeling, for any trends in this direction that might appear among the people are counteracted by a deep feeling of inferiority arising from the lack of political education, ignorance of the outside world and the conviction that the mastery of techniques and the possession of material goods outweigh any other advantages. In the case of certain more evolved elements of the population, who, on the contrary, are aware of the need for and advantages of political advancement, a certain timidity, physical or intellectual, and the desire to conform no doubt help to prevent their challenging the accepted ideas.

313. It does not lie with the Mission to provide an explanation of these circumstances. It considers, however, that it would be a serious mistake to accept this state of affairs and to wait patiently for it to change. Not that any influence should be brought to bear upon the people to make them decide in this way or that; but, together with economic, cultural and social development, political education should be vigorously

¹⁴ See Territory of Papua and New Guinea, *House of Assembly Debates*, 1965, vol. I, No. 3, pp. 427 and 428.

pursued, so that the inhabitants of the Territory may understand exactly what is at stake in the matter of their future, why they will have to make a choice one day and what that choice will affect. In other words, without dictating the decisions, efforts should be made to enlighten those who will have to take the decisions and in so doing prepare the future.

314. It is indeed possible that, at an earlier date than is now foreseeable, the order of priorities and concerns that the New Guineans accept for the moment will undergo some changes. In this connexion, the Mission heard it said on various occasions that the approaching entry of the educated generations into the active life of the country will hasten the development towards new ideas and, in particular, will diminish the preponderant and authoritarian role that is at present played by the older men. The Mission has already pointed out that, according to some members of the House of Assembly, the composition of the next Legislature will be very different from that of the present one. Moreover, university education will teach the students to think for themselves and to seek standards of comparison. Lastly, there are already signs in the larger urban centres of a certain dissatisfaction which might lead to friction.

315. It is better not to be overtaken by events but to be ready to meet them, by taking steps forthwith to ensure that, when the time comes, public opinion as a whole, as reflected by its elected representatives and the political and administrative cadres, will be able to assume its responsibilities in full knowledge of the facts.

316. It is incumbent upon the Administering Authority, in the very application of the provisions of the Trusteeship Agreement and of the United Nations Charter, to develop the political consciousness of the inhabitants of the Territory. As the Mission has already stated, the best way to do this is henceforth to associate the New Guineans more closely in the exercise of power in order to facilitate a transfer of responsibility as the moment arrives. It is also necessary to broaden their horizons to include the outside world, by encouraging and helping them to travel, by giving them the means to understand what the modern world is and the circumstances in which other Territories have emerged from the condition of political dependence, as well as the circumstances in which they are now living. To this end it would be useful to explain that a country which has achieved self-government or independence is not for that reason thrown back upon itself and left without technical and financial assistance. Such instruction, beginning at school, should be continued and supplemented at all levels and in all circles, especially among those who have anything to do with

public affairs, whether from close at hand or from a distance.

317. The House of Assembly, which has already, on various occasions, shown the interest it takes in the future of the Territory, is able to do a great deal in this respect. For example, the establishment, mentioned in paragraph 215 of this report, of a "Select Committee on Political Affairs" of the House to study the form of the future government and a draft constitution would be a means of drawing the attention of the public to the very important questions concerning their future. Another useful step will be the development of political parties.

318. In concluding its remarks about the future of the Trust Territory, the Mission would like to refer to a problem that it has mentioned earlier (see paragraph 243). This is the fact that the two Territories of New Guinea and Papua are administered by Australia as a single unit and have joint institutions, although at the international level their status is different, one being placed under the Trusteeship System, while the other is a Non-Self-Governing Territory for which Australia is responsible.

319. The Mission has already drawn attention to certain aspects of this situation, a somewhat unusual one from the legal point of view. When the Mission discussed this question the representatives of each of the two Territories seemed to be mainly concerned about the possible implications of this duality at the time when the future of New Guinea and Papua is decided. The Papuans were apparently as concerned as any others to have what they call an ambiguity cleared up. In this connexion, the Mission is pleased to note that the Administering Authority has always declared that the two Territories were to evolve along the same lines and that they had a common future. It has put this principle into practice by giving New Guinea and Papua a single Parliament. The Mission feels, however, that it would be useful if, in order to dispel any unnecessary fears, the Administering Authority would reconfirm, as soon as it has an opportunity to do so, its determination to provide the same treatment, the same development and the same future for the two Territories. When it studies a draft constitution, the House of Assembly could perhaps consider the possibility of including adequate provisions to this effect. Moreover, the adoption of a new flag and a national anthem for the two Territories together would doubtless be a step whose meaning would easily be grasped by all concerned and which would be calculated to create a state of mind likely to promote a feeling of unity.

CHAPTER VIII

CONCLUSIONS AND RECOMMENDATIONS

320. It is now appropriate to sum up in the form of conclusions and recommendations all the comments and suggestions made in this report.

321. Before starting on this final passage of our study, which must of course be read in the context of the detailed explanations which precede it, we wish to state that we were pleased to note that of the three

principal recommendations made by the 1962 Mission—namely, the introduction of a representative parliament, the preparation of a general development plan, and the development of higher education—the first two have been implemented and announcement has been made by the Administering Authority of its intention to carry out the third.

A. POLITICAL ADVANCEMENT

322. The Mission notes the efforts made by the Administering Authority to develop the representative institutions already in existence and to create new ones. It considers that those efforts should be vigorously pursued, with a twofold objective in view: firstly, to confer additional powers upon the institutions in question and to broaden their field of activity; and secondly, to increase the sense of initiative and responsibility of the political cadres in order that they may develop greater confidence in themselves and in the destiny of their country.

323. To this end, and in this spirit, the Mission makes the following recommendations:

324. With regard to the local government councils, it would be advisable:

(a) That an effort should be made to establish these councils throughout the entire Territory as soon as practicable;

(b) That the councils should be given more varied and more extensive functions, within the provisions of Local Ordinance, 1963, or of any later text designed to increase the powers of these bodies;

(c) That the Administering Authority and the councils should study ways and means of making greater resources available to the councils, either by increasing the subsidies from the central government or by increasing the revenue obtained from taxes levied by the councils themselves (such taxes could, for example, be of a progressive character);

(d) That the Administering Authority's supervisory functions in relation to the activities of the councils should be adapted to special circumstances and situations; they should be gradually relaxed as the councillors acquire experience, the role of the Administration being finally reduced to that of giving advice.

325. With regard to the House of Assembly, the Mission notes with satisfaction the results already achieved since its election. It would be well if the Administering Authority and the House Assembly could come to an agreement whereby the latter would actually be able to exercise the prerogatives to which it is entitled. The Mission thinks it would be more fruitful if the House were to hold more frequent and longer sessions and if the system of parliamentary committees were to be further developed. It welcomes the prospect of the establishment of a select committee of the House to draw up a draft constitution and earnestly hopes that this project may be put into effect. Indeed, we feel that, apart from its own merits, it is calculated to provide a framework for the political evolution of the Territory in the next few years, to develop the political education of the *élite* and of the whole of the population and to dispel the uneasiness and uncertainty that is appearing in the Territory with respect to the future.

326. With regard to the other representative institutions, it would be advisable:

(a) For the district commissioners to make fuller use of the district advisory councils and in certain instances to be required to seek their advice before taking the relevant decisions;

(b) For a system of municipal administration and representative councils to be established in the towns.

327. The Mission considers that steps should be taken without delay to correct the imbalance resulting from the constant development of representative insti-

tutions as against the scant participation of the inhabitants of the Territory in the executive organs and in the general or local administration. To improve this situation, it would be advisable:

(a) To review the present system of "parliamentary under-secretaries", which does not seem to be giving very satisfactory results;

(b) To consider the idea of a ministerial cabinet in which the New Guineans would be given responsibilities;

(c) To choose forthwith, from among the inhabitants of the Territory, those whose personal qualities recommend them for important posts in the general Administration and as officials in authority in the districts, and to entrust those posts to them after a brief apprenticeship;

(d) In general, to make a special and accelerated effort, without fear of straying from the beaten path or of disregarding practice, to train New Guineans to occupy key positions in the civil service.

328. With regard to the development of national unity, the Mission is convinced that the House of Assembly will be eager to make its contribution to this collective work. The development of political parties would be a further means of political education and of progress towards unification.

329. The Mission recommends that the Administering Authority should endeavour to improve the means of communication, especially the roads, wherever feasible, in order to facilitate contacts between the inhabitants of the different parts of the Territory.

330. Lastly, it points out that the development of higher education is also calculated to promote progress in that direction.

331. The Mission recommends that the Australian Government reconsider whether there is any way of resolving the question of equal pay for equal work, as suggested in paragraph 248.

B. ECONOMIC PROGRESS

332. The Mission is glad to note that the International Bank for Reconstruction and Development (IBRD) has concluded its survey of the economy of the Territory and that the Administering Authority has agreed to take into consideration the conclusions set forth in the Bank Mission's report (see paragraph 220 above).

333. The Mission recommends that the Administering Authority should establish as soon as possible, in agreement with the House of Assembly, a definitive plan of balanced development for the Territory and should provide the necessary means of financing for putting it into effect. This programme should be carried out systematically, with the co-operation of specialized services, at the territorial and district levels, and the inhabitants should be represented in the bodies operating in these areas.

334. The plan should take account of the need to encourage the people to participate in every way in the development of the Territory.

335. The Mission was pleased to note that in the conclusion of the report of the Bank's Mission emphasis was placed on improving credit facilities for the indigenous population, which might also be helpful in the development of secondary industries.

336. The Mission recommends that the Administering Authority, in consultation with the House of

Assembly, continue to seek a solution of the problems of land tenure. It emphasizes the need to protect the inhabitants' rights with respect to land and natural resources and recommends that the representatives of the people be consulted before any concessions for mining research or operation are granted.

337. The Mission recommends that an especially extensive effort should be made to build new and better roads and improve existing roads, particularly with a view to connecting the Highland Districts to the coast by all-weather roads which can be used by heavy vehicles.

C. SOCIAL DEVELOPMENT

338. The Mission recommends that continued efforts be made to establish adult education courses, particularly those designed to produce a minimum level of literacy in English. The Mission also recommends that the Administration expand its community education programme, the purpose of which is to familiarize married couples with many aspects of government, modern life and the improvement of village life.

339. The Mission endorses the request of the New Guinea women for more welfare officers and hopes the Administration will be able to meet it.

340. The Mission recommends that the Administration consider appointing additional labour inspectors wherever needed.

341. In view of the large number of complaints heard with respect to disparities in public housing, the Mission recommends that the Administration review its policy to ensure that there is no possible discrimination in the housing available to expatriate and indigenous public service employees.

D. EDUCATION: THE CURRIE REPORT

342. The Mission is pleased to note the achievements made in the field of education and the Government's decision to establish a university in the Territory. It hopes the Administration will continue to press forward with a balanced programme which will not only provide primary education to as many of the Territory's children as possible, but will continue to expand secondary school facilities, thus providing an ample

source of candidates for university education at home and abroad.

343. Noting that one of the obstacles to increasing the number of schools in the Territory is the difficulty experienced in recruiting teachers, the Mission recommends that the Australian Government examine the possibility of obtaining assistance, in this respect, from the United Nations Educational, Scientific and Cultural Organization.

E. FUTURE OF THE TERRITORY

344. It is the responsibility of the Administering Authority to ensure the political education of the inhabitants of the Territory so that they may be able to decide upon the future of their country in full knowledge of the facts, and to develop the institutions of the Territory in such a way that the transfer of responsibilities may take place without difficulty when the people decide that the time has come for it.

345. To that end the Mission:

(a) Declares that it is essential to associate the New Guineans more closely with the exercise of executive authority and with functions of responsibility in the Administration;

(b) Points out once again how important it is that the House of Assembly, in accordance with its avowed intention, should collaborate in the common task by setting up a committee to draw up a draft constitution and to arrange for the various stages of the political evolution of the Territory;

(c) Recommends that a programme of political education should be introduced at all levels, with the use of modern means such as the radio. The programme should include courses of civic instruction in the various educational institutions, study tours, and the dissemination of information on the present-day world and on the circumstances in which dependent countries have emerged into sovereignty and have lived following that change;

(d) Recommends that, as a symbol of the objectives to be attained for the achievement of national unity, consideration should be given to the possibility of adopting a national flag and a national anthem common to the Territories of New Guinea and Papua.

ANNEXES

ANNEX I

Itinerary of the Mission

<i>Date</i>	<i>Place</i>	<i>Remarks</i>	<i>Distance covered in statute miles</i>
10 March	Sydney	Mission assembled in Sydney	10,300
12 March	Port Moresby	Mission arrived by aircraft from Australia Official Welcome Discussions with His Honour the Administrator and officials of the Territory	1,680
13 March	Eastern Highlands District	Departed for Goroka by air Briefing session Public Meeting at Goroka Council Chambers	268
15 March		Departed for Aiyura by air Aerial view of Kassam Pass Arrived at Aiyura Agricultural Research Station Departed for Kainantu by road Kainantu: Public Meeting with people of Kamano Council area Public Meeting at Agarabi Council Chambers Thence by road to Kainantu Arrived at Kainantu and departed for Goroka by air	68 20 14 14 40
16 March		Departed for Kundiawa by air Arrived at Kerowagi by road Public Meeting Public Meeting at Waiye Council Chambers By road to Ku for Public Meeting Returned to Kundiawa and Goroka	35 19 3 10 35 round trip
17 March	Western Highlands District	Left Goroka Arrived at Minj Party proceeded to Sub-District Office for short briefing on day's activity by Acting District Commissioner Party proceeded to Infant Welfare Clinic Native Cattle Scheme Left Minj by road for Kerowil Arrived at Kerowil Council House Council meeting Left Kerowil by road for Dei Council area Arrived at Dei Council House for public meeting At conclusion of meeting party proceeded to Mount Hagen	50 57
18 March	Mt. Hagen	Briefing in District Commissioner's Office Left Mount Hagen for aerial tour. Passed over Tambul Patrol Post, Kandep Patrol Post, Porgera Patrol Post and landed at Laiagam, Sub-District Proceeded to Lagaip Council House to meet newly elected Coun- cillors of the Lagaip Local Government Councils Visit to local hospital Left Laiagam by air for Wabag Brief tour of Wabag station Arrived at Wabag Council Chambers and attended a meeting of Wabag Local Government Council Rejoined aircraft and proceeded to Kompam Patrol Post Attended meeting of Sau River people Left Kompam for air survey over future resettlement areas of Lower Jimi	115 20 12 40

[illegible]

<i>Date</i>	<i>Place</i>	<i>Remarks</i>	<i>Distance covered in statute miles</i>
		Lunch	
		Left Dagua by air	40
		Public Meeting	
		Returned to Wewak by air	40
26 March	(Mission split into two parties)		
		(a)	
		Left by air for Ambunti	275 round trip
		Public Meeting	
		Left by air for Aitape	
		Public Meeting	
		Visit to the Hansenide Colony	
		Returned by air to Wewak	200
		(b)	
		Left for Angoram by air	42
		Public Meeting with Angoram people	
		Visit to the "Haus Tambaran" at Angoram used for museum purposes in connexion with Sepik River art; also, visit to a crocodile skin-tanning factory	
		Left for Maprik	78
		Visit to the "Haus Tambaran" and the Agricultural Station at Bainyik	
		Left for Wewak	34
27 March		Visits in Wewak to:	
		The Market	
		Urarina Community Education Course	
		General Hospital	
		Corrective Institution	
		Technical School, Hawain River	
		Brandi Junior High School	
29 March	Manus	Left Wewak for Momote	282
		To Lorengau by road	14
		Discussions with District Commissioner and Administration Representatives	
		Public Meeting at Council Centre	
		Official Introductions—Councillors	
30 March		Drive around station, stopping en route at Manus Native Societies Association Store, Technical School and High School	
		Boarded <i>M. V. Sunam</i> for Liap	30 round trip
		Inspected School at Liap	
		Left Liap for return to Lorengau	
31 March	New Ireland District	Left Lorengau for Momote by road	14
		Left Momote for Kavieng by air	239
		Discussion of itinerary with members of Mission	
		Members of Mission to visit Conference Rooms	
		Briefing with Department Representatives at District Office	
		Met Committee of New Ireland Workers' Association at Kavieng "T" School	
1 April		Party travelled by road to Kop Kop Community Centre, where Adult Education Course 11/1965 in progress	
		Utu High School	
		Arrived at Mangai—Tikana Local Government Council Cham- bers, where public meeting was held. Gathering included:	
		(1) Councillors from Tikana,	
		(2) Namatanai and Central Council	
		(3) Women's Club Representatives for East Coast Road	60
2 April		Mission to Taskul Post by trawler "Theresa May"	24
		Taskul Patrol Post: meeting with New Hanover Councillors and others	
		Left for Kavieng by trawler	24

<i>Date</i>	<i>Place</i>	<i>Remarks</i>	<i>Distance covered in statute miles</i>
3 April	New Britain District	Journey to Rabaul	148
		Introductory discussion with District Commissioner and Administration Officers at Gazelle Peninsula Local Government Council House	
		Brief call at monthly meeting of Catholic Teachers' Association at Xavier Hall	
5 April		Party proceeded via Kokopo to Bitlagumgum Native Society Ltd.	20
		Vunapo Catholic Mission (Educational and Hospital establishments)	
		Met members of Gazelle Women's clubs at Vunamami	
		Visit to Vunadidir Local Government Centre	
		General meeting with people of Gazelle Peninsula	
		Return to Rabaul via Tapipipi Rural Health Centre	20
		Meeting with Chamber of Commerce	
		Interviews with individuals or representatives of organizations as arranged at Council House	
6 April		Tova Kundum Plantation	
		Via North Coast road to Vudal Agricultural College	
		Calling at Lowlands Agricultural Experimental Station, Keravat	18
		Reafforestation projects	
		Malabunga High School	
		Visit to Rapitok Fermentery	
		Tomaringa police station	
		Meeting at Council House with executive of Workers' Association	18
		Meeting at Council House with representatives various Rabaul and Kokopo urban committees; Papua and New Guinea Welfare Committee and Women's Welfare Committee	
7 April		Mission left hotel to visit:	
		Malaria Institute	
		Rabaul High School	
		Lawakaka Village	
		Vuvu Catholic Mission Teachers Training College	
		Interviews at Rabaul Council House	
		Final discussions with Administration officers at Council House	
		Visit to Kambiu Club	
8 April	Marobe District	Left Rabaul for Finschhafen	340
		Proceeded to Finschhafen Marketing and Development Society at Buki then to Local Government Council House	
		Public Meeting	
		Left for Pindiu	35
		Public Meeting	
		Journey from Pindiu to Lae	42
9 April		Journey from Lae to Kabwum	50
		After Public Meeting, to Boana by air	30
		Public Meeting	
		Inspection of cattle project	
		Left for Bulolo	60
10 April		Forestry School	
		To Wau by road	14
		Meeting at property of gold miner Muliong in Bulolo Gorge.	
		Inspection of native gold workings. Meeting with assembled native miners	
		Public meeting and discussions Wau Memorial Hall	
		Return to Bulolo	14
11 April		Returned to Lae	
12-16 April	Nauru	To Nauru, by air	3,000
16-23 April	Papua	Port Moresby	round trip

<i>Date</i>	<i>Place</i>	<i>Remarks</i>	<i>Distance covered in statute miles</i>
		Discussions with the Administrator and Senior Officers of the Administration; several members of the House of Assembly	
23 April	Australia	Left Port Moresby by air for Sydney	1,650
26 April		Left Sydney by air	
		Arrived Canberra for discussion with the Minister for Territories, Minister for External Affairs and their staffs	154
29 April		Left Canberra by air for Sydney	154
		Left Sydney by air for New York	10,300
		TOTAL	31,019

ANNEX II

Papua and New Guinea Act, 1963

No. 27 of 1963^a

An Act to amend the Papua and New Guinea Act, 1949-1960, and for purposes connected therewith

[Assented to 30th May, 1963]

Be it enacted by the Queen's Most Excellent Majesty, the Senate, and the House of Representatives of the Commonwealth of Australia, as follows:

1. (1) This Act may be cited as the Papua and New Guinea Act 1963.

(2) The Papua and New Guinea Act 1949-1960^b is in this Act referred to as the Principal Act.

(3) The Principal Act, as amended by this Act, may be cited as the Papua and New Guinea Act 1949-1963.

2. (1) Subject to this section, this Act shall come into operation on the day on which it receives the Royal Assent.

(2) Sections three, four, five, nine, twelve and thirteen of this Act shall come into operation on such date as is fixed by Proclamation.

(3) Sections six and eight of this Act shall come into operation on such dates as are respectively fixed by Proclamation, but the date fixed in respect of section six shall be a date not earlier than the date fixed under the last preceding sub-section.

3. Section four of the Principal Act is amended:

(a) By omitting the word and figures "Sections 19-22" and inserting in their stead the word and figures "Sections 19-21";

(b) By omitting the words:

"Division 3. Advisory Councils for Native Matters, and Native Local Government Councils (Sections 25-29)."; and

(c) By omitting the words:

"Division 2. The Legislative Council (Sections 35-53)." and inserting in their stead the words:

"Division 2. The House of Assembly (Sections 35-57A).".

4. Section five of the Principal Act is amended:

(a) By omitting the definition of "elector" and inserting in its stead the following definitions:

"day of election", in relation to an elected member of the House of Assembly, means:

"(a) If the member was, at the election by virtue of which he is an elected member, declared to be elected without the

taking of a poll—the day on which he was so declared to be elected: or

"(b) In any other case—the polling day fixed for the purposes of the election by virtue of which he is an elected member;

"elector" or 'elector of the Territory' means a person qualified and enrolled as an elector of the Territory as provided by Ordinance;

"general election" means a general election of the elected members of the House of Assembly;

"indigenous inhabitant of the Territory" includes a person who follows, adheres to or adopts the customs, or lives after the manner, of any of the indigenous inhabitants of the Territory;";

(b) By omitting the definition of "native";

(c) By omitting the definition of "the Legislative Council" and inserting in its stead the following definition:

"the House of Assembly" means the House of Assembly for the Territory;";

(d) By inserting after the definition of "the Public Service" the following definition:

"the Speaker" means the Speaker of the House of Assembly;"; and

(e) By inserting at the end thereof the following sub-section:

"(2) A reference in this Act to the polling day fixed for the purposes of an election, whether a general election or otherwise, shall, where more than one polling day is so fixed, be read as a reference to the later or latest polling day so fixed".

5. Section sixteen of the Principal Act is amended by omitting from sub-section (2) the words "member of the Executive Council" and inserting in their stead the words "official member of the House of Assembly".

6. (1) Section nineteen of the Principal Act is amended:

(a) By omitting paragraphs (b) and (c) of sub-section (2) and inserting in their stead the following paragraphs:

"(b) Three persons who are official members of the House of Assembly; and

"(c) Seven persons who are elected members of the House of Assembly."; and

(b) By omitting from sub-sections (4) and (6) the words "Legislative Council" (wherever occurring) and inserting in their stead the words "House of Assembly".

^a *The Acts of the Parliament of the Commonwealth of Australia passed during the year 1963, Vol. I*, (Government Printer, Canberra, 1963), pp. 109-120.

^b Act No. 9, 1949, as amended by No. 80, 1950; No. 41, 1954; No. 15, 1957; and Nos. 4 and 47, 1960.

(2) Upon the commence of this section, all members of the Administrator's Council for the Territory of Papua and New Guinea, except the Administrator, shall, by force of this sub-section, cease to hold office.

7. Section twenty-two of the Principal Act is repealed.

8. Division 3 of Part IV of the Principal Act is repealed.

9. Division 2 of Part V of the Principal Act is repealed and the following Division inserted in its stead:

"Division 2. The House of Assembly

"35. There shall be a House of Assembly for the Territory.

"36. (1) The House of Assembly shall consist of sixty-four members, as follows:

"(a) Ten persons, to be known as official members, appointed by the Governor-General on the nomination of the Administrator;

"(b) Forty-four persons elected by electors of the Territory; and

"(c) Ten persons, not being indigenous inhabitants of the Territory, elected by electors of the Territory.

"(2) The elected members of the House of Assembly shall be elected as provided by or under Ordinance, and a candidate for election shall possess such qualifications and be subject to such disqualifications as are provided by this Act or by Ordinance.

"(3) An Ordinance shall not disqualify a person on the ground of race:

"(a) From being enrolled as an elector of the Territory;

"(b) From participating as such an elector in an election of a member of the House of Assembly; or

"(c) From being elected as an elected member of the House of Assembly referred to in paragraph (b) of sub-section (1) of this section.

"(4) Subject to this Act, an elected member holds office for a period commencing:

"(a) In the case of a member elected at a general election—on the polling day fixed for the purposes of that general election; or

"(b) In any other case—on the day of election, and ending on the day before the polling day fixed for the purposes of the next general election.

"(5) Subject to this Act, an official member holds office during the pleasure of the Governor-General.

(6) A member of the House of Assembly shall before taking his seat, make and subscribe before the Administrator or a person authorized for the purpose by the Administrator an oath or affirmation in the form in the Sixth Schedule to this Act.

"37. (1) A person is not qualified to be appointed or to continue, as an official member of the House of Assembly unless he is:

"(a) An officer of the Territory; or

"(b) A person who holds an office that:

(i) Is constituted by Ordinance; and

(ii) Is for the time being specified by the Minister, for the purposes of this sub-section, by notice in the *Government Gazette*.

"(2) A person is not qualified to be elected, or to continue, as an elected member of the House of Assembly if he is not an elector or if:

"(a) He is a member of the Public Service of the Territory;

"(b) He holds an office that:

(i) Is constituted by Ordinance; and

(ii) Is for the time being specified by the Minister, for the purposes of this sub-section, by notice in the *Government Gazette*; or

(c) He is employed in the Public Service of the Commonwealth.

"(3) A person is not qualified to be elected or appointed, or to continue, as a member of the House of Assembly if:

"(a) He is an undischarged bankrupt or insolvent; or

"(b) He has been convicted of an offence punishable under a law of the Commonwealth, or of a State or Territory of the Commonwealth, by death or by imprisonment for one year or longer and, as a result of the conviction is subject to be sentenced to death or imprisonment, is under sentence of death or is undergoing imprisonment.

"(4) A person is not qualified to continue as a member of the House of Assembly if:

"(a) He is absent at all times during each of three consecutive meetings of the House of Assembly, and permission has not been granted to him by the House to be absent from any of those meetings; or

"(b) Except as authorized by Ordinance, he directly or indirectly takes or agrees to take any fee or honorarium for services rendered in the House of Assembly.

"(5) For the purposes of paragraph (a) of the last preceding sub-section, a meeting of the House of Assembly commences when the House first sits following a general election, a prorogation of the House or an adjournment of the House otherwise than for a period of less than seven days and ends when next the House is either prorogued or adjourned otherwise than for a period of less than seven days.

"(6) A member of the House of Assembly who is a party to, or is directly or indirectly interested in, a contract made, or proposed to be made, by or on behalf of the Commonwealth or of the Administration under which goods or services are to be supplied to the Commonwealth or to the Administration shall not take part in a discussion of a matter, or vote on a question, in the House of Assembly if the matter or question relates directly or indirectly to that contract.

"(7) All questions concerning the application of the last preceding sub-section shall be decided by the House of Assembly and a contravention of that sub-section does not affect the validity of anything done by the House of Assembly.

"38. (1) A member of the House of Assembly who desires to resign his office shall deliver an instrument of resignation signed by him to the Speaker or, if there is no Speaker or the Speaker is absent from the Territory, to the Governor-General.

"(2) Where the Speaker receives an instrument of resignation signed by an official member, he shall transmit the instrument to the Governor-General.

"(3) The resignation of an elected member becomes effective when the instrument of resignation is received by the Speaker or, where it is delivered to the Governor-General, by the Governor-General, but the resignation of an official member is not effective until the resignation has been accepted by the Governor-General.

"(4) In the event of the happening of a vacancy in the office of an elected member before the expiration of his term of office:

"(a) If the vacancy occurs before the expiration of three years after the polling day fixed for the purposes of the last preceding general election and before the Administrator has directed the holding of the next general election—an election shall be held, at the time and in the manner provided by or under Ordinance, for the election of a member to fill the vacant office; or

"(b) In any other case—the Governor-General may appoint a person to hold the vacant office and the person so appointed shall, for the purposes of this Act and of any law of the Territory, be treated as if he had been elected to that office by electors of the Territory and as if the day of appointment were the day of election.

"(5) The holding of an election as required by paragraph (a) of the last preceding sub-section shall not be proceeded with if before the day on which a candidate is declared elected or the poll is taken, whichever first occurs, the Administrator direct the holding of a general election.

"39. (1) A question respecting the qualification of a member of the House of Assembly, or respecting a vacancy

in the House of Assembly, not being a question of a disputed election or of a disputed return in connexion with an election, may be determined by the House of Assembly or may be referred by resolution of the House of Assembly to the Supreme Court, which shall thereupon hear and determine the question.

"(2) When a question is referred to the Supreme Court under the last preceding sub-section, the Speaker or, if the Speaker is not present at the meeting of the House of Assembly at which the reference is made, the member presiding at the meeting in his absence shall transmit to the Supreme Court a statement of the question upon which the determination of the Court is desired together with any record of proceedings or any papers, reports or documents relating to the question in the possession of the House of Assembly.

"40. (1) The Administrator may, at any time, by notice in the *Government Gazette*, direct the holding of a general election.

"(2) A general election shall be held, at the time and in the manner provided by or under Ordinance, whenever the holding of such an election is directed by the Administrator.

"(3) The Administrator shall ensure that general elections are held at intervals not exceeding four years.

"41. (1) The Administrator may, by notice in the *Government Gazette*, appoint such times for holding sessions of the House of Assembly as he thinks fit, and may also, from time to time in a similar manner, prorogue the House of Assembly.

"(2) After a general election, the House of Assembly shall be summoned to meet not later than six months after the polling day fixed for the purposes of the election.

"(3) There shall be a session of the House of Assembly once at least in every year, so that twelve months shall not intervene between the last sitting of the House in one session and its first sitting in the next session.

"42. (1) The presence of at least twenty-two members of the House of Assembly is necessary to constitute a meeting of the House of Assembly for the exercise and performance of its powers and functions.

"(2) For the purposes of this section, the member presiding at a meeting shall be counted as a member present at the meeting.

"43. The official members of the House of Assembly shall have such seniority as the Governor-General assigns and, if the Governor-General has not assigned seniority, then they shall have seniority according to the priority of their appointment, for which purpose members appointed by the same instrument shall be deemed to have been appointed in the order in which they are named in the instrument.

"44. (1) The House of Assembly shall, before proceeding with the despatch of any other business, choose a member to be the Speaker of the House of Assembly and, as often as the office of Speaker becomes vacant, the House of Assembly shall again choose a member to be the Speaker.

"(2) The Speaker ceases to hold his office if he ceases to be a member of the House of Assembly.

"(3) The Speaker may be removed from office by vote of the House of Assembly or he may resign his office by delivering to the Governor-General an instrument of resignation signed by him.

"45. Before or during any absence of the Speaker, the House of Assembly may choose a member to perform his duties in his absence.

"46. (1) Questions arising in the House of Assembly shall be determined by a majority of votes other than that of the Speaker or other member presiding.

"(2) The Speaker or other member presiding shall not vote unless the numbers are equal, and then he shall have a casting vote.

"47. (1) The House of Assembly shall cause minutes of its proceedings to be kept.

"(2) A copy of any minutes kept in pursuance of the last preceding sub-section shall, on request made by any per-

son, be made available for inspection by him or, on payment of such fee as is fixed by Ordinance, be supplied to him.

"48. The power of the House of Assembly to make Ordinances conferred by section fifty-two of this Act includes power to make Ordinances:

"(a) Declaring the powers (other than legislative powers), privileges and immunities of the House of Assembly, and of its members and committees, but so that the powers, privileges and immunities so declared do not exceed the powers, privileges and immunities of the House of Commons of the Parliament of the United Kingdom or of the members or committees of that House, respectively, at the establishment of the Commonwealth; and

"(b) Providing for the manner in which powers, privileges and immunities so declared may be exercised or upheld.

"49. The House of Assembly may make rules and orders in respect of the order and conduct of its business and proceedings.

"50. A vote, resolution or proposed law for the appropriation of revenue or moneys of the Territory shall not be passed unless the purpose of the appropriation has in the same session been recommended by message of the Administrator to the House of Assembly.

"51. Where a person who has purported to sit or vote as a member of the House of Assembly at a meeting of the House of Assembly or of a committee of the House of Assembly:

"(a) Was not duly qualified to be elected or appointed or to continue as a member of the House of Assembly; or

"(b) Had vacated his office as a member of the House of Assembly,

all things done or purporting to have been done by the House of Assembly or by that committee, as the case may be, shall be deemed to have been as validly done as if that person had, when so sitting or voting, been duly qualified to be elected or appointed or to continue as a member of the House of Assembly or had not vacated his office, as the case may be.

"52. Subject to this Act, the House of Assembly may make Ordinances for the peace, order and good government of the Territory.

"53. An Ordinance passed by the House of Assembly shall not have any force or effect until it has been assented to as provided in this Division.

"54. (1) Every Ordinance passed by the House of Assembly shall be presented to the Administrator for assent.

"(2) Subject to the next succeeding sub-section, the Administrator shall thereupon declare, according to his discretion but subject to this Act:

"(a) That he assents to the Ordinance;

"(b) That he withholds assent; or

"(c) That he reserves the Ordinance for the Governor-General's pleasure.

"(3) The Administrator may return the Ordinance to the House of Assembly with amendments that he recommends.

"(4) The House of Assembly shall consider the amendments recommended by the Administrator and the Ordinance, with or without amendments, shall be again presented to the Administrator for assent.

"55. The Administrator shall reserve for the Governor-General's pleasure any Ordinance:

"(a) That relates to divorce;

"(b) That relates to the granting or disposal of lands of the Crown or of the Administration;

"(c) Whereby a grant of money or of an interest in land is made to the Administrator;

"(d) That may not, in the opinion of the Administrator, be fully in accordance with the treaty obligations of the Commonwealth or with the obligations of the Commonwealth under the Trusteeship Agreement;

"(e) That relates to naval, military or air forces;

"(f) That relates to the sale of, or other disposition of or dealing with, land;

"(g) That relates to the employment of persons;

"(h) That relates to arms, ammunition, explosives, intoxicating liquor or opium;

"(i) That relates to immigration, emigration or deportation;

"(j) That relates to the Public Service;

"(k) That contains a provision having substantially the same effect as a provision in an Ordinance, or in a part of an Ordinance, to which the Governor-General has withheld his assent or which the Governor-General has disallowed.

"56. (1) Where the Administrator reserves an Ordinance for the Governor-General's pleasure, the Governor-General shall, subject to this section, within six months after the day on which the Ordinance was presented to the Administrator for assent, declare that he assents to the Ordinance or that he withholds assent.

"(2) The Governor-General may return the Ordinance to the Administrator with amendments that he recommends.

"(3) The House of Assembly shall consider the amendments recommended by the Governor-General and the Ordinance, with or without amendments, shall be again presented to the Administrator, who shall reserve it for the Governor-General's pleasure.

"(4) As soon as practicable after the Governor-General has made a declaration that he assents to an Ordinance, or that he withholds assent, the Administrator shall publish in the *Government Gazette* a notification of the declaration.

"(5) The assent of the Governor-General to an Ordinance is of no effect until notification of the Governor-General's declaration in respect of the Ordinance is published by the Administrator in the *Government Gazette*.

"57. (1) Subject to this section, the Governor-General may, within six months after the Administrator's assent to an Ordinance, disallow the Ordinance or part of the Ordinance.

"(2) The Governor-General may, within six months after the Administrator's assent to an Ordinance, recommend to the Administrator any amendments of the laws of the Territory that the Governor-General considers to be desirable arising out of his consideration of the Ordinance.

"(3) Where the Governor-General so recommends any amendments of the laws of the Territory, the time within which the Governor-General may disallow the Ordinance, or a part of the Ordinance, is extended until the expiration of six months after the date of the Governor-General's recommendation.

"(4) Upon publication of notice of the disallowance of an Ordinance, or part of an Ordinance, the *Government Gazette*, the disallowance has, subject to the next succeeding

sub-section, the same effect as a repeal of the Ordinance or part of the Ordinance.

"(5) If a provision of a disallowed Ordinance, or a provision of a disallowed part of an Ordinance, amended or repealed a law in force immediately before the commencement of that provision, the disallowance revives the previous law from the date of publication of the notice of disallowance as if the disallowed provision had not been made.

"57A. (1) The Minister shall cause each Ordinance assented to by the Governor-General or the Administrator, or from which the Governor-General or the Administrator has withheld assent, to be laid before each House of the Parliament as soon as possible, but in any case within fifteen sitting days of that House, after the date of assent, or after the date on which assent was withheld, as the case may be.

"(2) Where the Governor-General or the Administrator withholds assent from an Ordinance, or the Governor-General disallows an Ordinance in whole or in part, the Minister shall cause a statement of the reasons for withholding assent, or for disallowance, as the case may be, to be laid before each House of the Parliament as soon as possible, but in any case within fifteen sitting days of that House, after the date on which assent was withheld or the Ordinance was disallowed, as the case may be."

10. Section seventy of the Principal Act is amended by omitting the words "this Part shall be deemed to be repealed on the date so specified" and inserting in their stead the words "on the date so specified, this Part shall be deemed to be repealed and the provisions of section eight of the *Acts Interpretation Act* 1901-1963 shall apply as if this Part had been repealed by an Act other than this Act".

11. Section seventy-two of the Principal Act is repealed.

12. The Sixth Schedule to the Principal Act is amended by omitting the words "Legislative Council of" (wherever occurring) and inserting in their stead the words "House of Assembly for".

13. Notwithstanding the repeal effected by section nine of this Act:

(a) The Legislative Council for the Territory, as constituted immediately before the commencement of this section, continues in being up to and including the day before the latest polling day fixed for the purposes of the first general election of the elected members of the House of Assembly; and

(b) Sections forty-nine to fifty-three (inclusive) of the Principal Act continue to apply to and in relation to Ordinances passed by the Legislative Council for the Territory before the commencement of this section.

14. At any time after the date on which this Act receives the Royal Assent, Ordinances may be made for the purposes of the Principal Act as amended by the sections referred to in sub-section (2) of section two of this Act.

ANNEX III

Standing orders of the House of Assembly, Nos. 43, 240-242

43. A motion for the adjournment of the House may be moved only by an Official Member. No amendment can be moved to this motion.

...

240. A bill to grant and apply a sum for the service of a year or a bill or proposal dealing with taxation may be submitted to the House by an Official Member without notice.

241. No proposal for the appropriation of any public moneys shall be made unless the purpose of the appropriation has in the same session been recommended to the House by message of the Administrator, but a bill, except a bill to grant and apply a sum for the service of a year, which requires the Administrator's recommendation may be brought in by an

Official Member and proceeded with before the message is announced. No amendment of such proposal shall be moved which would increase, or extend the objects and purposes or alter the destination of, the appropriation so recommended unless a further message is received.

242. A proposal for the imposition, or for the increase or alleviation, of a tax duty, or for the alteration of the incidence of such a charge, shall not be made except by an Official Member. No Member, other than an Official Member, may move an amendment to increase or extend the incidence of, the charge defined in that proposal unless the charge so increased or the incidence of the charge so extended shall not exceed that already existing by virtue of any law of the Territory.

ANNEX IV

Map of New Guinea

(Map appears at end of this volume.)

**RESOLUTION 2143 (XXXII) ADOPTED BY THE TRUSTEESHIP COUNCIL ON
29 JUNE 1965**

**REPORTS OF THE UNITED NATIONS VISITING MISSION TO THE
TRUST TERRITORIES OF NAURU AND NEW GUINEA, 1965**

The Trusteeship Council,

Having examined at its thirty-second session the reports of the United Nations Visiting Mission to the Trust Territories of Nauru and New Guinea, 1965,¹

Having heard the oral observations made by the representatives of Australia concerning the said reports,

1. *Takes note* of the reports of the Visiting Mission and of the observations of the Administering Authority thereon;

2. *Expresses its appreciation* of the work accomplished by the Visiting Mission on its behalf;

3. *Draws attention* to the fact that, at its thirty-second session, in formulating its own conclusions and recommendations on conditions in the Trust Territories

concerned, the Council took into account the recommendations and observations of the Visiting Mission and the observations of the Administering Authority thereon;

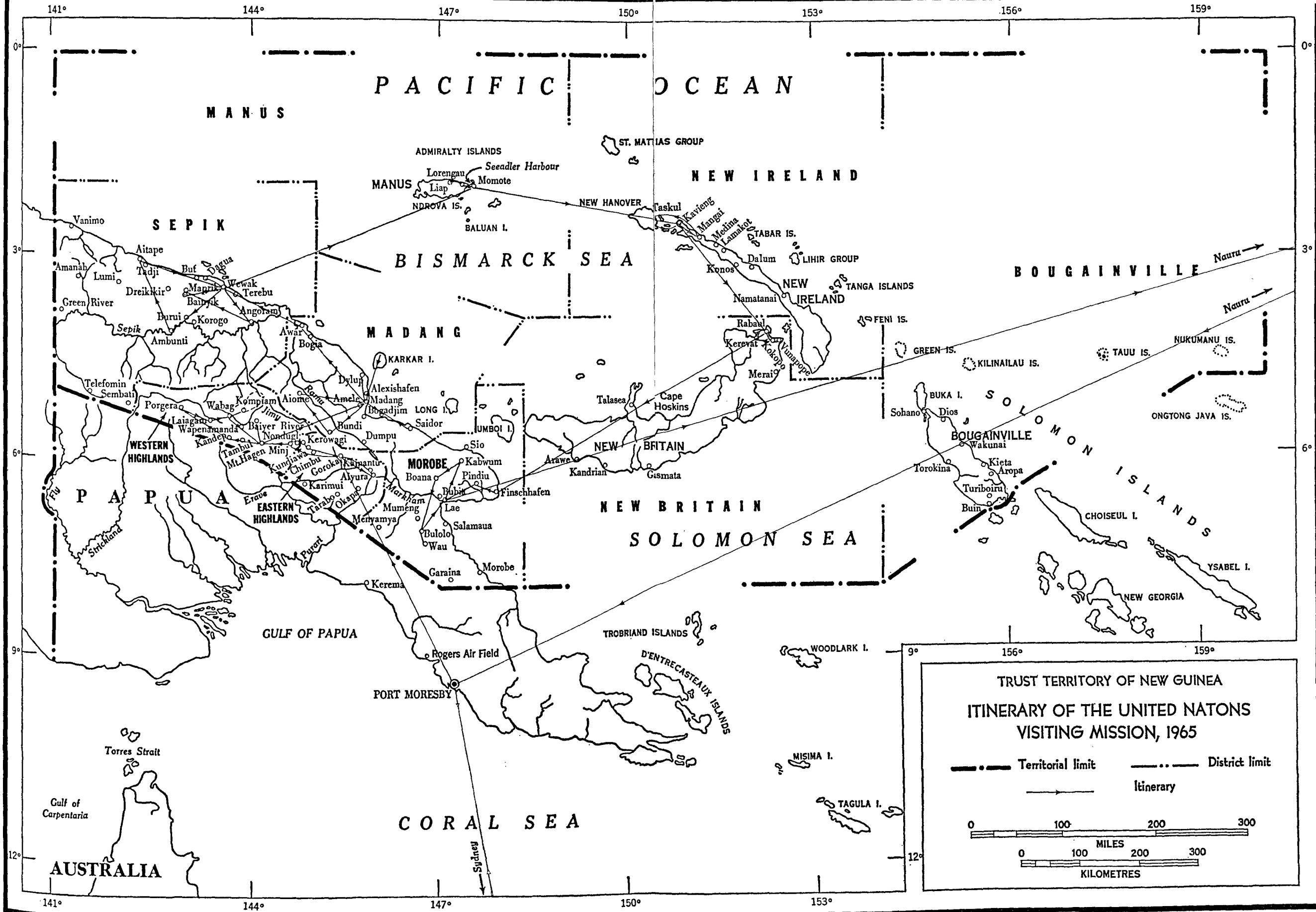
4. *Decides* that it will continue to take these recommendations, conclusions and observations into account in future examinations of matters relating to the Trust Territories concerned;

5. *Invites* the Administering Authority concerned to take into account the recommendations and conclusions of the Visiting Mission as well as the comments made thereon by the members of the Council;

6. *Decides*, in accordance with rule 98 of its rules of procedure, that the reports of the Visiting Mission and the text of the present resolution shall be printed.

*1269th meeting,
29 June 1965*

¹See document T/1635 and Add.1, in the present volume; and *Official Records of the Trusteeship Council, Thirty-second Session, Supplement No. 2*, document T/1636.



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