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President: Mr. Mason SEARS (United States of America).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, New Zealand, Syria, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

The representatives of the following specialized agencies: International Labour Organisation; Food and Agriculture Organization of the United Nations; United Nations Educational, Scientific and Cultural Organization.

Examination of the annual report of the Administering Authority on the administration of the Trust Territory of the Pacific Islands for the year ended 30 June 1954 (T/1173, T/1179, T/1181) (continued)

[Agenda item 4 (e)]

At the invitation of the President, Mr. Nucker, special representative of the Administering Authority for the Trust Territory of the Pacific Islands, took a place at the Council table.

GENERAL DEBATE (concluded)

1. Mr. SCHEYVEN (Belgium) said that the annual report¹ showed that the United States Government's policy in the Trust Territory was to educate the people gradually rather than suddenly to introduce modern political ideas, which would merely lead to confusion and unrest. The aim was progressively to develop new habits of thought and new ways of exercising political and administrative power. There was also the difficult process of unification of peoples of varying languages and customs. He congratulated the Administering Au-

¹ *Seventh Annual Report on the Administration of the Territory of the Pacific Islands, July 1, 1953, to June 30, 1954, Transmitted by the United States of America to the United Nations pursuant to Article 88 of the Charter of the United Nations, Department of State Publication 5735, International Organization and Conference Series III, 103, Washington 25, D.C., U.S. Government Printing Office.*

thority on having sponsored the conference at Truk in July 1953, in which representatives of different islands had taken part, to consider educational programmes, which it had been proposed should include the discussion and practice of self-government. It was because the Administering Authority was endeavouring to encourage the development of the peoples beginning with the earliest stage of education that it had for the time being rejected the idea of setting up legislative organs having jurisdiction over the whole Territory or large parts of it.

2. The Council should note with satisfaction the granting of a charter to the Palau Congress. The granting of legislative power and greater responsibility in local affairs to that body showed the wisdom of the policy pursued by the Administering Authority.

3. The transfer of the administrative headquarters from Hawaii to Guam was satisfactory, as was also the fact that the Director of Public Health and the Director of Education were stationed respectively at Ponape and Truk.

4. The information in the report concerning the study in progress on the codification of customs threw light on the difficulties encountered, principally owing to the remarkable diversity of customary laws. Their codification would be a lengthy business and he wondered whether it would not constitute an obstacle to progress by hampering the natural evolution of customs and petrifying the system.

5. The Territory's budget naturally continued to exceed its economic resources. Hence all the Council could do would be to recommend the Administering Authority to continue its efforts, especially in agricultural development. The constant increase in copra production was very satisfactory and he had been glad to note the increase in the number of agricultural experts, the establishment of agricultural centres in each district and the drawing up of a large-scale programme of agricultural training.

6. At the fourteenth session (556th meeting) the Belgian representative had expressed concern at the liquidation of the Island Trading Company. Apparently, however, its activities had been entirely taken over by various indigenous companies. The Belgian delegation had been glad to hear the special representative's statement at the 617th meeting that a decision would be taken within three months with regard to the land claims of Mr. Etscheit, a Belgian national living in the Territory. It hoped that the whole question of claims and war damages would be solved within a short time.

7. He thought that the introduction of an income tax, however small, might instil into the indigenous inhabitants the consciousness of belonging to a larger community than the municipality. Doubtless there were difficulties in the way of introducing a more complicated tax system than the present one but that consideration should not prevent the matter being studied.

8. The special representative had informed the Council that the social stratification of the indigenous inhabitants was merely a matter of titles; that being so, it might be better if the word "feudalism" were not used in the report.

9. The Belgian delegation had been glad to learn that the Micronesians were coming to appreciate the value of modern medicine and were less and less inclined to resort to medicine men. It would seem, therefore, that the Territory's code need no longer exempt indigenous healers from the licences required of medical personnel.

10. The Council should express its satisfaction at the progress made in school building. It was most encouraging that the municipalities themselves had taken a large part in the school building programme. The Belgian delegation had been glad to note that steps had been taken to increase teachers' salaries.

11. The Belgian delegation was convinced that the Administering Authority had on the whole carried out its obligations under the Trusteeship Agreement, and that the Council would wish to take note of the progress made in the various fields and to encourage the Administering Authority to continue on the same lines.

12. Mr. NUCKER (Special Representative) thanked the various representatives who had spoken for their remarks concerning the administration of the Trust Territory of the Pacific Islands. There had been a few comments, however, to which he felt he should reply. For example, several representatives had expressed concern at the division in the administrative structure of the Trust Territory. Since however the Commander, Naval Forces, Mariannas, and he himself were both stationed on Guam, close liaison was easily achieved. Constant exchange of information took place between their respective staffs and there was continual exchange of views and discussion of problems between the staffs of the Interior and Navy Departments at Washington. Should any problem arise that could not be resolved by agreement between those Departments, the decision would be made at the White House.

13. The United States delegation had been gratified by the satisfaction expressed by various members of the Council at the manner in which the political development programme was being conducted, and particularly by the fact that, at the previous meeting, the representative of India had described it as "realistic". It agreed with that representative that much still remained to be done. The establishment of elected municipal officials and the setting up of advisory bodies had been significant steps; as the district bodies gained in experience their powers would be increased. To force greater powers upon them before they had had sufficient experience might well be a disservice to the progress of self-government in the Territory. Similarly, the too rapid establishment of formal inter-district organs without a solid foundation of community feeling based upon knowledge and experience might emphasize differences rather than unity. The United States delegation had already informed the Council that it did not think a central legislative body would come into being for some years. The best course in the meantime was to ensure the effectiveness of the municipal and district governmental machinery. The educational programme, further Territory-wide meetings such as that held at Truk, the continued advancement of Micronesians in the Administration and similar steps would increase the knowledge and understanding of common problems and interests between the districts.

14. The fact that only eight chiefs were appointed and twelve elected as magistrates, as compared with eighty non-chiefs, was, in the opinion of the United States delegation, a sign of growing acceptance of democratic principles and not the reverse, as suggested by the USSR representative. Moreover, the district advisory bodies in their consultations with the district administrators were not only providing the Administration with guidance but also obtaining valuable experience in democratic government.

15. The Administration was aware of the importance of communications, which had been stressed by the Indian representative, and was taking steps to improve them. The number of radios on the outer islands was continually being increased and two privately owned radio broadcasting stations had been established, one at Majuro and one at Truk.

16. When asked at a previous meeting if there were a newspaper which circulated in the entire Trust Territory, he had neglected to mention the *Micronesian Monthly*, which was published at the High Commissioner's office on Guam and distributed to the districts. It contained news about each of the districts and articles on the history and culture of the area and on the Administration's various programmes.

17. He had commented in his opening statement (615th meeting) upon the continued advancement of Micronesians to positions of increased responsibility in the Territory. It was the Administration's intention to replace American employees with Micronesians as soon as it was possible to do so without jeopardizing the programmes in the Territory or the Micronesians' ability continually to move forward towards the ultimate goals of self-government and economic independence. The greatest progress in that respect had been in the Departments of Public Health and Education; that had been one of the reasons for the reduced expenditure in those Departments, regarding which several delegations had expressed concern.

18. With reference to the land situation, he could assure the Syrian representative that the homesteading programme was not a substitute for the settlement of land claims. It was rather a means of placing in the hands of the people unclaimed land owned by the Government of the Trust Territory. The land against which Micronesians had unsettled claims was privately owned land which had been utilized in the past or was now being utilized for administrative or other purposes. There were very few claims on land in the public domain which had previously been acquired by the Japanese Administration. The land that was being returned to the people by means of the homesteading programme formed part of that public domain. The purpose of the homesteading programme was that the parts of that land which were suitable for settlement and were not required for watersheds, forest reserves or similar public purposes would go into the hands of those who needed it most.

19. The Administration would continue its accelerated efforts to improve both subsistence and principal crops. Over 100,000 cacao trees had already been planted. Increased production was anticipated in copra, trochus and fish. It was hoped that the increase in handicrafts exports would be continued. The fight against the rhinoceros beetle and the giant African snail would also continue. The possibility of mining the bauxite and manganese deposits would be further investigated, al-

though no great hopes were placed in the feasibility of exploiting those deposits.

20. Several suggestions had been made regarding additional means of taxation. Copra was already heavily taxed and it was doubtful whether additional taxes on it would be wise. He considered that the administrative expenses involved in collecting an income tax would be out of proportion to the returns. Moreover, such a tax was not flexible enough to take into account the extended family or group type of effort such as was used for the production of copra, handicraft, trochus and other commodities.

21. The Administration would study the questions of training in seamanship and the formation of producer and consumer co-operatives, both of which subjects had been raised during the debate.

22. A suggestion had been made that there should be two budgets for the Territory, one for local revenue and one for appropriated funds. That system would have the advantage of letting the people know how their money was spent, but the Administration felt that the complications of budgeting on a Territory-wide basis were not sufficiently understood by the people for that to be of any benefit to them. At the present time the people were gaining experience by means of their municipal budgets.

23. The Administration intended to continue its effective public health programme. Continued progress was being made in reducing tuberculosis, leprosy and other diseases. Environmental sanitation was being promoted by means of education and the training of Micronesian sanitarians. Two reasons for the low expenditure on public health during the year, about which several representatives had expressed concern, were the return of medical and dental graduates from the Central Medical School at Suva and the acquisition without cost of Federal Government surplus material. A further contributing factor had been a reduction in the number of patients at the leper colony on Tinian. He did not feel that the effectiveness of any programme should be judged entirely on the basis of the amounts spent.

24. With regard to the suggestion made by several representatives that certain International Labour Organisation conventions should be adopted for the Territory, he assured the Council that those conventions were always carefully studied but for the most part they had been found to apply to conditions quite different from those prevailing in the Territory.

25. It had been suggested at the previous meeting that the differences in the standards of living throughout the Territory should be reduced. In his view there would always be substantial differences in standards of living between the small outlying islands and the larger islands, as also among the larger islands themselves. That seemed inevitable because of the differences in the suitability of the islands for the production of various crops and the amount of land available. The Administration's efforts to introduce new crops and to expand production in old ones would undoubtedly help to modify the differences in productivity and income of the various areas but he could not anticipate that they would ever be abolished entirely.

26. Members of the Council had commented favourably upon the Administration's educational programme. Some members had suggested that the Administration

should provide increased and better school facilities for communities that could not afford them and that teachers' salaries should be levelled throughout the Territory. In his view, however, there was no island or community in the Trust Territory which could not provide an adequate elementary school of the simple and inexpensive type that was all that was required. At the intermediate and at the Pacific Island Central School level the Administration itself accepted direct responsibility for school facilities. To equalize teachers' salaries throughout the Trust Territory would be to overlook the basic fact that salaries in any given area must bear a relationship to the economy and income of the inhabitants of that area. As the local community's support for education increased and its benefits were more thoroughly realized he was confident that voluntary action would be taken to ensure that elementary school teachers' salaries were at an equitable level. Moreover, the educational administrators would constantly discuss the question with local leaders in order to ensure that elementary education and the position of teachers were receiving proper support from the communities. In the long run, education was basic to all that the Administration was trying to accomplish in the Territory and the programme could not therefore be permitted to fail.

27. The Administration had noted UNESCO's comments (T/1181) and would take them into account in planning future educational programmes.

28. He thanked the Council for the courteous attention it had given to his remarks.

Mr. Nucker, special representative of the Administering Authority for the Trust Territory of the Pacific Islands, withdrew.

APPOINTMENT OF THE DRAFTING COMMITTEE

In the absence of any objection, the Council decided to appoint Belgium, El Salvador, Haiti and New Zealand as members of the Drafting Committee on the Trust Territory of the Pacific Islands.

Examination of the annual report of the Administering Authority on the administration of the Trust Territory of New Guinea for the year ended 30 June 1954 (T/1175, T/1187) (continued)

[Agenda item 4 (c)]

At the invitation of the President, Mr. Jones, special representative of the Administering Authority for the Trust Territory of New Guinea, took a place at the Council table.

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE SPECIAL REPRESENTATIVE

Political advancement

29. Mr. BARGUES (France) observed that, according to paragraph 12 of the outline of conditions in the Trust Territory prepared by the Secretariat (Conference Room Paper No. 3),² the Legislative Council for Papua and New Guinea consisted of the Administrator, sixteen official members and twelve non-official members, and that three of the latter were indigenous inhabitants, two of whom were appointed from the Trust Territory. As that description had not been very

² Working paper circulated to members of the Council only.

clear to him, he had referred to the annual report³ of the Administering Authority. As he understood it, there were twelve non-official members of the Legislative Council, three of whom were indigenous inhabitants appointed by the Administrator. It was true that there were also three elected members, but since all the electors were Europeans the members so elected were presumably also Europeans. He asked the special representative whether the other three non-official members mentioned in sub-paragraph (vi) on page 20 of the annual report were appointed by the Administrator and whether he was free to appoint either indigenous or non-indigenous inhabitants.

30. Mr. JONES (Special Representative) confirmed that that was the case.

31. In reply to a further question by the French representative, he said that there were at present three indigenous inhabitants in the Legislative Council: two from the Trust Territory of New Guinea and one from the Territory of Papua.

32. Mr. BARGUES (France), referring to page 25 of the annual report, asked what was the reason for the difference in the tax rates for males between 17 to 21 years in Baluan and in other areas.

33. Mr. JONES (Special Representative) felt there might be an error in the table, since the latest information he had was that the rates had been made more or less uniform. He would look into the matter and reply to the French representative's question at a later meeting.

34. Mr. BARGUES (France) drew attention to the description on page 30 of the annual report of the Administration's efforts to recruit staff for the Public Service. He would like the special representative to give the Council some additional information about the difficulties encountered by the Administration in recruiting such staff and the possibilities of direct recruitment in the Territory itself.

35. Mr. JONES (Special Representative) said that at least 95 per cent of the administrative staff had been recruited outside the Territory. Great difficulty had been experienced in obtaining technical and specialized staff of the required calibre for appointment to the Territory service. He himself, as chairman of the selection committee for the Territory, had toured Australia twelve times, visiting the principal cities and interviewing applicants for positions. The demand in Australia for technical and professional staff was very great, particularly in the educational field. The Territorial Administration had, however, made an arrangement with the State and Commonwealth authorities whereby the latter would release a limited number of persons engaged by them if they were particularly needed by the Territory and if they had applied for appointment. About two years previously a cadet system had been initiated for all professional staff and the Administration was concentrating as much on obtaining suitable cadets for training within the Territory service as on obtaining trained staff. The cadet system was having considerable success and consideration was now being given to increasing the number of cadets.

36. Mr. BARGUES (France) said that the difficulties the Administration encountered in recruiting personnel,

even in the lowest grades, showed that the population was still very backward. That fact was reflected in the statement, in paragraph 22 of Conference Room Paper No. 3, that the people considered impersonal government as unfriendly government. He asked whether that meant that the people were used to being given directions by a chief and had not yet reached the stage where they could accept the direction of a group. In that case the Administering Authority would find it difficult to obtain the population's agreement to giving powers of decision to elected assemblies, which for some time to come would have to have merely advisory powers.

37. Mr. JONES (Special Representative) said that there was no hereditary chieftainship in the villages, but the Administration had continued the system established during the German occupation under which an accepted leader of the people was appointed as the representative of the Administration. There was also, however, an indigenous authority in every village, comprising the older men of the village and some others, who advised the leader. It was through that authority that the Administration was developing its unofficial councils.

38. Mr. ROBBINS (United States of America) noted that approval had been given to the creation of an Auxiliary Division of the Public Service, which would offer an opportunity for greater participation by the indigenous inhabitants in the administration of the Territory. He asked what action had been taken to implement the plan and whether legislation had been prepared to authorize the appointment of non-Europeans to other than the Auxiliary Division of the Public Service.

39. Mr. JONES (Special Representative) said that amendments had been made to the Public Service Bill of 1955 to provide for an auxiliary division and for the entry of non-Europeans into the second and third divisions. The Auxiliary Division was intended to serve as a stepping stone to the higher divisions of the Service and a Public Service institute had been established to assist officers of the Service to improve their positions.

40. Mr. ROBBINS (United States of America) asked what matters of non-indigenous interest were dealt with by the district and town advisory councils, membership of which was confined to Europeans and Asians.

41. Mr. JONES (Special Representative) replied that the town advisory councils dealt with matters related to the administration of towns and were appointed to give the people an opportunity of drawing the Administering Authority's attention to matters which they thought needed attention. The district advisory councils were concerned mainly with matters of major importance in the administration of the district. The interests of the indigenous people were protected by the district commissioner, who was chairman of the district council.

42. The Trusteeship Council had suggested on several occasions that the Administering Authority should give consideration to the possibility of including representatives of the indigenous inhabitants in those councils. The Administering Authority had given further consideration to the matter but it did not consider that it would be in keeping with its responsibilities under the Trusteeship Agreement to appoint such representatives at present. The indigenous inhabitants had shown very little interest in political development up to the present. When the Legislative Council had been established, three indigenous members had been appointed to it but

³ Commonwealth of Australia, *Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1953, to 30th June, 1954*, Canberra, Government Printing Office.

their contribution had been negligible. The experiment had convinced the Administering Authority that the political education of the people must start at the bottom, through local government and political institutions which they could understand. No definite action had therefore been taken with regard to the appointment of observers to the councils, but the Administration was still studying the question.

43. Mr. ROBBINS (United States of America) asked what preparations had been made for the establishment of new village councils.

44. Mr. JONES (Special Representative) said that two new councils were to be established in the district of New Ireland, where unofficial councils had been in operation for about eight years.

45. Mr. ROBBINS (United States of America) asked what decision, if any, the Administering Authority had taken with regard to giving legal recognition to the indigenous tribunals.

46. Mr. JONES (Special Representative) referred to the reply on page 96 of the report. The question whether to allow the indigenous authorities to continue operating as at present, in accordance with indigenous custom, or to give them statutory authority and regulate their activities was a complex problem which could not be decided immediately. There were two solutions: the indigenous tribunals might be given administrative recognition and indigenous inhabitants trained as magistrates, with a view to their appointment to the courts for Native affairs, or the courts for Native affairs and another type of court might operate side by side. The question was being fully considered and he hoped it would be possible to reach a decision within the next year.

47. Mr. ROBBINS (United States of America) asked whether the use of indigenous inhabitants as jurors or assessors in court cases had been considered.

48. Mr. JONES (Special Representative) said that the matter had been considered and it had been decided that the indigenous people had not yet reached a stage where they could undertake the responsibilities of serving on a jury.

49. Mr. SERRANO GARCIA (El Salvador) asked whether the court fees mentioned on page 32 of the report were payable in civil or criminal cases.

50. Mr. JONES (Special Representative) explained that the passage referred to the civil jurisdiction of the court and did not apply to indigenous people.

51. Mr. SERRANO GARCIA (El Salvador) noted that adultery was an offence under the Native Administration Regulations but not under European law. He asked whether adultery was permissible for Europeans but not for the indigenous inhabitants.

52. Mr. JONES (Special Representative) said that adultery was an offence under the Native Administration Regulations, which made provision for the recognition of indigenous customs, but it was not an offence under any law of the Territory.

53. Mr. SERRANO GARCIA (El Salvador) asked whether the offence of treason mentioned in the report meant treason against the country of the Administering Authority or against the Trust Territory.

54. Mr. JONES (Special Representative) said that the matter was still being considered by the legal authorities.

55. Mr. TARAZI (Syria) asked whether residence in the Territory could be counted towards the residence period required for naturalization as an Australian citizen.

56. Mr. JONES (Special Representative) said that it could.

57. Mr. TARAZI (Syria) asked whether the inhabitants of the Trust Territory had any citizenship apart from Australian citizenship.

58. Mr. JONES (Special Representative) said that there was no separate nationality for New Guinea. The indigenous inhabitants were Australian protected persons and there was no provision in the Nationality and Citizenship Act which enabled them to become naturalized Australians.

59. Mr. TARAZI (Syria), referring to the administrative union with Papua, asked whether the constitutional organs of the Territory, such as the Legislative Council, were still common to both New Guinea and Papua.

60. Mr. JONES (Special Representative) said that there was one Legislative Council, which was common to both Territories.

61. Mr. TARAZI (Syria) asked whether the Legislative Council had final legislative powers or whether the laws it drafted had to be submitted to the Administrator.

62. Mr. JONES (Special Representative) replied that Ordinances made by the Council had no force until they had received the assent of the Administrator, or, in certain cases, of the Governor-General.

63. Mr. TARAZI (Syria) said that the Council's functions were apparently purely advisory. He asked whether there were any matters with which it could not deal.

64. Mr. JONES (Special Representative) thought that, with a few exceptions such as the appointment of the Administrator of the Territory, the Council could issue ordinances on all matters relating to the administration of the Territory. He would give a more detailed answer at a later meeting.

65. Mr. TARAZI (Syria) asked whether the decisions of the Supreme Court of the Territory were not final.

66. Mr. JONES (Special Representative) said that all decisions of the Supreme Court of the Territory were open to appeal before the High Court of Australia.

67. Mr. TARAZI (Syria) inquired whether the judgments of the indigenous courts were subject to appeal before the district tribunals and the Supreme Court of the Territory.

68. Mr. JONES (Special Representative) replied that, although the indigenous tribunals were recognized by the Administering Authority, there was no provision for appeal from their decision. The courts of the Territory were open to the indigenous inhabitants, however, and the Administration made a point of informing the people that if they had any matter about which they wished to complain, regardless of its origin, they could take it to the courts of the Territory.

69. Mr. TARAZI (Syria), referring to the Auxiliary Division mentioned on page 29 of the report, wished to know whether the indigenous inhabitants had not hitherto been admitted to higher positions and whether the Administering Authority was now giving them a training period with a view to appointing them to such posts at a later stage.

70. Mr. JONES (Special Representative) explained that the Auxiliary Division had been established for the purpose of enabling the indigenous inhabitants to enter the Public Service. The Public Service Ordinance had also been recently amended to make qualified indigenous inhabitants eligible for appointment to one of the higher divisions.

The meeting was suspended at 4.5 p.m. and resumed at 4.30 p.m.

71. Sir Alan BURNS (United Kingdom) wished to know whether both old and young Telefomins were being selected to visit other areas to see what was happening in those administrative districts. While the future rested with the younger men, the older men, who were naturally conservative and harder to convince, had more influence in their community.

72. Mr. JONES (Special Representative) regretted that he had no information on the age of the Telefomins selected. It was, however, an important point and he would take due note of it.

73. Mr. JAIPAL (India) asked what area of the Territory remained to be penetrated and how soon the Administration expected the process to be completed.

74. Mr. JONES (Special Representative) stated that about 7,000 square miles were still classified as restricted areas. It had originally been planned to complete the penetration by the end of 1954. The ruggedness of the terrain, however, as also the large numbers of new people contacted in some of the areas, had made it impossible to proceed rapidly and it was now hoped that the whole area would be brought at least under partial government control within a year or eighteen months.

75. In reply to another question by Mr. JAIPAL (India), Mr. JONES (Special Representative) confirmed that there was no contact between the Administration and the people living in the restricted area but that in a number of cases the latter were in contact with the people in areas that had been brought under partial government influence. The penetration of a restricted area was considerably facilitated where that had been the case and where the people had learned of the Administration's activities. Great care had to be exercised in approaching restricted areas that had had no contact whatever with the outside world.

76. Mr. JAIPAL (India), turning to the question of indigenous participation in the Legislative Council, asked what were the exact proposals of the Select Committee concerning the appointment of observers to the Legislative Council and what were the legal difficulties in the way of their adoption.

77. Mr. JONES (Special Representative) said that he knew no details beyond the fact that the Select Committee had made a general recommendation to the effect that consideration should be given to the appointment of indigenous observers to the Legislative Council.

78. Mr. JAIPAL (India) wished to know the composition of the Select Committee.

79. Mr. JONES (Special Representative) promised to provide that information later.

80. Mr. JAIPAL (India) asked whether the indigenous inhabitants were represented on the district advisory councils.

81. Mr. JONES (Special Representative) said that they were not, but that the matter was under consideration.

82. Mr. JAIPAL (India) asked for more particulars about the advisory councils for Native matters to be set up under the Papua and New Guinea Act.

83. Mr. JONES (Special Representative) said that consideration was being given to the question whether it would be advantageous, from the point of view of the indigenous inhabitants, to establish advisory councils for Native matters, which would be statutory bodies, to take the place of the existing district councils, which were purely advisory and, if so, whether all the elements of the community should be represented on them.

84. Mr. JAIPAL (India) wished to know whether there would be any link between the advisory councils for Native matters and the various village councils.

85. Mr. JONES (Special Representative) said that the Administering Authority anticipated that the membership of the advisory councils would be drawn from the present village councils as another step forward in the political advancement of the indigenous inhabitants.

86. Mr. JAIPAL (India) wished to know whether the functions and objectives of the Department of District Services and Native Affairs were merely to protect the interests of the indigenous people, or whether it took any positive action to further those interests.

87. Mr. JONES (Special Representative) replied that the Department consisted of the director and a number of assistant directors. In each district there was a district commissioner who was the senior executive officer of the Administration in that district and the direct representative of the Administrator. In addition to his general administrative responsibilities, he was primarily responsible for promoting the advancement of the indigenous people. He had a staff of assistant district officers or commissioners who were in charge of the sub-districts of the district under his control, and a number of patrol officers stationed in those sub-districts.

88. The officers of the Department dealt with all political and economic matters—the latter, of course, in co-operation with the Department of Agriculture. Specially trained officers of the Department helped to set up councils and gave the indigenous inhabitants encouragement and advice in connexion with their political problems. All the district commissioners and assistant district officers, as well as some of the senior patrol officers, were members of the courts for Native affairs.

89. The assistant district officers and the patrol officers spent much time visiting the villages in their area and assisting the people with advice on various practical problems such as health and sanitation measures.

90. Mr. JAIPAL (India) wished to know the reason for the slight decline in the number of medical *tultuls* and village councillors in 1953-1954, as compared with 1952-1953.

91. Mr. JONES (Special Representative) said that the reduction in the number of medical *tultuls* had been accompanied by a proportionate increase in the number of medical assistants who had taken their place. Whereas the *tultuls* had been given only a six months' training course in first aid and in recognizing some of the major illnesses, the medical assistants received two years' training, at the end of which they were appointed to the staff of the Administration. They undertook more extensive treatment of simple sicknesses and accidents.

92. He thought that the number of village councillors included the members of unofficial councils, which

sometimes changed the number of their members without informing the Administration. The official councils, on the other hand, kept proper records.

93. In reply to a further question from the Indian representative, he said that the increase in the number of *luluais* and *tutul's* who represented the Administration corresponded to the increase in the new area brought under administrative control.

94. Mr. JAIPAL (India) inquired in what departments the decline in the number of indigenous employees in the Administration, as shown on page 103 of the report, had taken place, and asked for more information about the unclassified labour shown in table 1 on page 185.

95. Mr. JONES (Special Representative) said that the number of indigenous people employed by the Administration varied from year to year, depending on the work programme in progress. He thought that the decline referred to unskilled workers, for the number of skilled or semi-skilled indigenous workers employed by the Administration had increased by approximately 1,600 during the year. The unclassified labour referred to general labourers, as shown in table 3 on page 187.

96. Mr. JAIPAL (India), referring to a statement the special representative had made at the previous meeting, wished to know why the indigenous inhabitants believed that the supply of taro had grown smaller since the advent of the white man.

97. Mr. JONES (Special Representative) said that he was unable to explain that belief. He had discussed the matter with an Administration officer, who had said that, as far as he knew, there had never been any change in the supply of that staple food.

98. Mr. PERRY (New Zealand) recalled that in his opening statement (619th meeting) the special representative had spoken of the reluctance of the indigenous inhabitants of certain areas to accept the responsibility of local government. He asked whether the Administration was able to, or felt that it should, exert pressure on the people in those areas to make them establish village councils.

99. Mr. JONES (Special Representative) said that any attempt to bring pressure to bear on the indigenous inhabitants would be doomed to failure. The indigenous inhabitants must desire a village council and must be capable of accepting responsibility before the council could be established. The Administration was, however, endeavouring to educate the population, to explain to it the advantages of having village councils and to make it understand that that was the first and necessary step in its political advancement towards ultimate self-government. The Administration anticipated that later the representatives of the village councils would nominate members to an area council, which would be responsible for an area in which a number of village councils were operating.

100. Mr. PERRY (New Zealand) said that his delegation was in complete agreement with the Administration's policy of giving active encouragement to the local population in its political advancement.

101. He asked whether it was correct that there were no village councils on the mainland at present.

102. Mr. JONES (Special Representative) confirmed that there were none.

103. Mr. PERRY (New Zealand), referring to page 24 of the report, inquired why the right to vote was

limited to taxpayers and whether it could not be made universal.

104. Mr. JONES (Special Representative) said that the rules relating to voting were prepared by the indigenous inhabitants themselves and that it was their wish that only those who were able to pay the taxes levied by the Council should vote. The Administration considered it a basic principle of local government that the people themselves should decide on the rules governing the method and form of local government, with, of course, the guidance and advice of the Administering Authority.

105. Mr. PERRY (New Zealand), referring to table E on page 28 of the annual report, asked who decided whether the Council or the Administration should be responsible for a particular piece of work.

106. Mr. JONES (Special Representative) said that if, for example, a village council informed the Administering Authority that it wished to build a school to serve the needs of its particular area, the Administration would have no objection to its doing so, but discussions were usually held beforehand and arrangements made for such matters as a teaching staff, which was provided and paid for by the Administering Authority.

107. Mr. PERRY (New Zealand) presumed from the annual report and the discussion that it would be a very long time before it would be practicable to introduce a system of registration of vital statistics covering the entire Territory.

108. Mr. JONES (Special Representative) said that at present records of births and deaths and general population records were limited, so far as the indigenous inhabitants were concerned, to areas which had established village councils, where complete records were kept.

109. With regard to the remainder of the Territory, a so-called village book was kept, in which the names of the inhabitants of the village were entered. The entries were made according to family groups and provision was made for the addition of the names of children over a period of five years. The work was done by patrols of the Department of District Services and Native Affairs. A census patrol also visited every village under the Administration's control once a year in order to bring the census up to date for that year.

110. In a number of villages entries of births, deaths and marriages were made on simple forms by persons who could read and write. The information from such forms was entered in the village book by the census patrol once a year.

111. Replying to a further question by the New Zealand representative, he said that the requirements for entry into the Auxiliary Division of the Public Service, which was not open to Europeans, were much lower than those for entry into the third, second and first divisions of the Public Service. The whole purpose of the Auxiliary Division was to enable indigenous inhabitants who had attained a standard of education which was reasonable but not up to that required for entry into the higher divisions to enter the Public Service proper.

112. Mr. DORSINVILLE (Haiti), referring to the statement on page 24 of the annual report that all elections must be supervised by Administration officials and that voting was now by semi-secret ballot, and to the statement on page 31 that the election of members to village councils was by either open or secret ballot,

asked whether there were three forms of voting for members of the Native village councils: semi-secret ballot, secret ballot and open ballot.

113. Mr. JONES (Special Representative) said that although a number of village councils had been established, they still needed help and guidance from officers of the Administration. The method of voting was based on a preferential system. Two officers of the Department of District Services and Native Affairs sat at tables in the hall where the voting took place and, after asking the voters for which candidate they wished to vote, explained to them what they had to do. It was not possible to print any voting instructions beforehand because of the language difficulties. When the voting had been completed, a number of the village elders who were not candidates for election and two to four officers of the Department of Native Affairs opened the ballot box in the presence of all the people standing near, counted and checked the votes and declared the result.

114. The officers of the Department of Native Affairs were there to ensure that the voting took place in a proper manner and as secretly as possible. The only person to see a ballot paper marked was an officer of that Department.

115. Mr. DORSINVILLE (Haiti) asked whether the Administration had ever contemplated any other method of voting. He suggested that there might be a system of electoral ballots with a special symbol for each candidate. The voter would be informed of each candidate's symbol and would be able to cast his vote without assistance. He did not wish to cast any doubts on the integrity of the officials concerned but he thought that the method now used somewhat violated the secrecy of the ballot and the voter's freedom of choice.

116. Mr. JONES (Special Representative) assured the representative of Haiti that if any action could be taken to make the ballots more secret it would certainly be done.

117. Mr. DORSINVILLE (Haiti) felt that in view of the special representative's explanation the report should state that members of the village councils were elected by open and not secret ballot.

118. Quoting the statement on page 24 of the annual report that a member of a council might be dismissed from office by the Director of District Services and Native Affairs, after due inquiry had been made, he referred to the case of a member of the Rabaul Council who was mentally ill and after medical examination had been removed from office. He wondered whether other cases might arise in which a member of a village council might be removed from his office by the Director of District Services and Native Affairs.

119. Mr. JONES (Special Representative) said that in the particular case referred to the member was removed after examination by two medical officers. Any other cases would be a matter for decision by the Director of District Services and Native Affairs and each case would be dealt with on its merits. He thought that if a member were convicted of some serious offence or if he acted in opposition to the general wishes of the council and caused trouble and disorder at its meetings, he might be removed. He was sure, however, that a district commissioner would not take such action without first discussing it with the members of the council.

120. Mr. DORSINVILLE (Haiti), referring to the statement on page 29 of the report that district and

town advisory councils dealt with matters predominantly of non-indigenous interest and membership had so far been confined to Europeans and Asians, asked what type of question was discussed by those councils which did not concern the indigenous inhabitants.

121. Mr. JONES (Special Representative) explained that indigenous inhabitants who worked in the towns did so for a certain period — say one to three years — and then returned to their homes. Thus, they had only a passing interest in the affairs of the town and it would therefore serve no good purpose to have members of the indigenous community on the town councils.

122. The matter was somewhat different in the case of the district councils, but there again the advice given on matters which primarily affected non-indigenous inhabitants was given by such inhabitants. The councils mainly discussed matters which affected the non-indigenous community, such as shipping or communications.

123. Replying to a further question by the Haitian representative, he said that if an indigenous inhabitant wished to build a house, purchase a block of buildings in a town or open a store, there was nothing to prevent his doing so. The indigenous inhabitants had, however, no desire to do so. They had their own co-operative stores and other installations within their village areas.

124. He could not recall any instance of an indigenous inhabitant owning a house or property of any kind in a town. The towns were in areas which had been acquired many years previously for the purpose of establishing a town or post and the indigenous inhabitants were not interested in them. There was no law to prevent an indigenous inhabitant entering a town and setting up in business there.

125. Mr. DORSINVILLE (Haiti) said that, according to the annual report, every person resident in the Territory, not being a native or an alien as defined in the Nationality and Citizenship Act of 1948-1953, was entitled to participate in the elections to the Legislative Council. He asked how many there were on the electoral roll.

126. Mr. JONES (Special Representative) said that he was unable to give the exact number but would obtain it.

127. Mr. S. S. LIU (China) asked whether during the year under review the performance of the indigenous members of the joint Legislative Council had shown a greater aptitude on their part for political responsibility and a greater interest in political matters.

128. Mr. JONES (Special Representative) said that as he himself had not been in the Trust Territory or attended meetings for the past two years, his information was second-hand. From inquiries he had made it seemed that there was little sign of any development in the indigenous members' knowledge of territorial matters. They confined their questions and comments more or less to matters affecting their local area, which really came within the province of a village council.

129. Replying to a further question from the Chinese representative, he said that the newly established Public Service Institute consisted of a principal and a number of full-time lecturers, who were appointed to assist mainly in districts whose officers could not attend the central Institute. The instruction given to the indigenous inhabitants was on a fairly low level and was more in the nature of general education designed to bring them up to a standard approximately equal to

the intermediate certificate. The next standard — up to the school-leaving or matriculation certificate — was also open to the indigenous inhabitants as well as to officers of the Service who had not yet matriculated. The standard for entry into the Public Service was the school-leaving certificate, which was not quite equal to the matriculation standard. The next step was to provide technical as well as professional or academic training and courses were given in various trades. By arrangement with institutions in Australia, instruction and assistance would also be given to officers desirous of qualifying in a profession.

130. Mr. S. S. LIU (China) noted that corporal punishment was still on the statute book in New Guinea and wished to know whether any steps had been taken during the year under review to reduce the number of offences for which that punishment could be inflicted.

131. Mr. JONES (Special Representative) said that he had made inquiries recently to find out whether the matter had progressed any further than had been indicated in the annual report (p. 97), in the Administering Authority's reply to the Trusteeship Council's recommendation on the question, and had been informed that it was still under consideration.

132. Mr. SCHEYVEN (Belgium) noted that aliens could be enfranchised under certain conditions. He wondered whether they could become members of the

Legislative Council and, if so, on what conditions and whether there were any aliens at present on the Council.

133. Mr. JONES (Special Representative) said that at present there were no aliens on the Legislative Council. He was not fully conversant with all the details but would point out that residence in the Trust Territory of New Guinea counted as residence in Australia for the period required before an alien could be naturalized.

134. Replying to a further question by the Belgian representative, he said that the membership of local councils was restricted to indigenous inhabitants.

135. Mr. SCHEYVEN (Belgium) thought it might be advantageous if aliens were admitted to membership of local councils; it might be a way of teaching the indigenous inhabitants how to conduct their debates.

136. Mr. JONES (Special Representative) said that the local councils had been established purely and simply to deal with the affairs of the indigenous inhabitants. They were part of their political education and he felt that it would be most undesirable to admit non-indigenous people as members. The whole purpose for which such councils had been set up would be lost if their membership was not limited to indigenous inhabitants.

The meeting rose at 5.50 p.m.