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President: Mr. Rafik ASHA (Syria).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, Burma, China, France, Guatemala, Haiti, India, Italy, 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; World Health Organization.

Membership of the Standing Committee on Petitions

1. The PRESIDENT said that it was difficult for the United Kingdom to take part in the work of some committees, in particular, the Standing Committee on Petitions. He therefore proposed that the United States should be appointed a member of that Committee in place of the United Kingdom.

It was so decided.

Examination of conditions in the Trust Territory of New Guinea (*continued*):

- (i) Annual report of the Administering Authority for the year ended 30 June 1955 (T/1249, T/1262);
- (ii) Report of the United Nations Visiting Mission to Trust Territories in the Pacific, 1956 (T/1260)

[Agenda items 4 (b) and 7]

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 (*concluded*)

Social and educational advancement (concluded)

2. Mr. JONES (Special Representative) recalled that at the previous meeting the USSR representative had raised a question concerning expenditure on education by the Administration and the missions respectively, and had observed that their expenditure was approximately the same, although enrolment in the Administration's schools accounted for only 5 per cent of the school population while enrolment in the mission schools accounted for 95 per cent. The explanation of those figures lay in the fact that Administration expenditure on education included the administrative costs of the Department of Education, grants-in-aid and supplies of educational equipment to missions, totalling over £70,000 in value, as well as sixteen scholarships granted to indigenous students each of which was valued at £400 per annum. Furthermore, the majority of mission teachers were members of a religious order who were prepared to accept a lower salary than that paid to Administration teachers; in several of the larger missions, the teachers had dedicated their lives to mission work and received no salary for their services.

GENERAL DEBATE

3. Mr. BARGUES (France) considered that in order to appraise the political development of the Trust Territories fixed criteria should not be used, for it must always be borne in mind that the clearly defined and limited geographic area over which an Administering Authority's influence extended was affected by factors that varied from one Territory to another. That was especially true of New Guinea, where conditions were highly unusual and where the behaviour of part of the population had characteristics found in no other Trust Territory. The scattered nature of the small islands in the Pacific, the heavy rainfall and the diversity of ethnic groups all presented difficulties for the Administering Authority, and to a greater degree in that area than elsewhere. But the peculiar feature of New Guinea was its impenetrability, which in past centuries had sometimes been an insuperable barrier to the establishment of peaceful and continuous relations with the outside world.

4. Communications were thus the primary problem, but the opening of new roads, their maintenance during the rainy season and the building of a new airstrip raised technical and financial problems which the Australian Government was endeavouring to solve, despite the difficulties and the heavy burden which they represented. The Council should take a lively interest in the progress achieved in that field and should offer the Administering Authority its warmest encouragement. As the United Nations Visiting Mission to Trust Territories in the Pacific, 1956, had said in its report (T/1260), it was the spread of communications which

had enabled the authorities to establish and maintain contacts with certain sections of the population. Not until the most remote villages became easily accessible could the process of armed pacification be converted into administration proper. In that respect, a long-term task, which was not without its dangers, was still to be accomplished. At its sixteenth session, the Council had expressed its sympathy with the families of patrol members, who had been killed on duty (A/2933, p. 204). Fresh incidents had occurred since that time. It should be emphasized that in their contacts with the peoples not yet won over the representatives of the Administering Authority were displaying caution and skill, and were pursuing their work of pacification with a political enlightenment which the Council could not but applaud.

5. In reality, the behaviour of the peoples still not under administrative control, however aggressive it might be at times, did not necessarily reflect a hostile attitude towards the Australian Administration. New Guineans were of a warlike temperament and strongly attached to martial traditions, but once they had been brought under control they showed a lively interest in all the benefits of modern civilization and co-operated enthusiastically in the work of the local councils. It was important for the Administering Authority to turn that attitude to good account. Permanent contacts must therefore be made and maintained with the largest possible number of villages, which in practice meant that a network of roads must be established and kept in repair. Further requirements were the establishment of a solid administrative structure, the execution of large-scale development projects and the promotion of intellectual, civic and moral education, especially by means of schools.

6. The Administering Authority was carrying out a programme such as he had outlined, and its reports gave evidence of fresh progress every year. The Mission had recognized the results achieved, but had also pointed out that the present state of economic and social development in New Guinea was such that the administration of the Territory represented a heavy burden for the Australian taxpayer: more than two-thirds of the total expenditure of the Territory had in fact been covered by a grant from the Australian Government. That was a very gratifying example of international solidarity and it bore witness to the sense of duty felt by a highly civilized nation towards backward peoples. Nevertheless, the problem of increasing the Territory's resources was becoming very urgent. The Administering Authority had given the Council details of the economic expansion programme and had stated that changes in the system of taxation were under consideration. Those were the only two ways of improving the Territory's economic and financial situation.

7. Broadly speaking, the French delegation considered that the Australian Government was fully alive to the problems raised by the administration of New Guinea, that it showed a great deal of courage and perseverance in finding satisfactory solutions and deserved commendation and encouragement from the Trusteeship Council.

8. Mr. GRILLO (Italy) said that the Italian delegation was gratified by the progress achieved by the Territory under the guidance of the Administering Authority. He did not believe it would be useful to enter into a theoretical discussion of principles and methods for the development of primitive populations. From the political point of view, it was sufficient that

the Administering Authority should continue to guide the indigenous population by its example, especially since it was as strongly dedicated to the principles of freedom and democracy in the Trust Territory as it was in Australia itself.

9. In his opinion, the activity of the Administering Authority should primarily relate to educational and social conditions. The pursuance of a community development programme would result in bringing new ideas and techniques to the villages, thereby prompting the inhabitants to set up their own machinery for implementing the programme. That undertaking should be all the more successful because, as the Visiting Mission had pointed out, the inhabitants showed a high degree of enthusiasm and goodwill. Once the indigenous inhabitants had attained a greater degree of educational and social advancement, they would make a larger contribution to the activities of their local councils, and take a bigger share in the administration of public affairs. Political development would then follow automatically. He emphasized once again that the starting points must be economic, social and educational advancement. With regard to education, the Administering Authority was right to teach English with a view to its becoming the *lingua franca* of the Territory. The figures for school enrolment were also satisfactory, bearing in mind the conditions prevailing in the Territory. But the educational level must still be considerably improved if it was desired that the people should be able to participate in the functioning of such political bodies as might be introduced in due time.

10. The Italian delegation had been struck by the problem of the shortage of staff, particularly trained indigenous staff. The Administering Authority had stated that the many new posts which had been established in the Territory would be filled by Australians and by staff recruited from other countries and that no difficulties were expected, except in the medical field. While he welcomed the assurances given by the special representative in that regard, he thought the Administering Authority should consider methods of remedying the scarcity of medical personnel by consulting, if necessary, the specialized agencies of the United Nations.

Mr. Grillo (Italy), Vice-President, took the Chair.

11. Mr. SEARS (United States of America) paid a tribute to the special representative for his participation in many peace patrols which had contributed greatly to life in New Guinea by virtually eliminating tribal warfare. Mr. Sears admired the rugged qualities of the special representative, his tact and his desire to be helpful in his numerous appearances in the Council.

12. He also congratulated the Visiting Mission for its report and said it would be hard to compose a group whose collective membership could draw upon a greater variety of experience and wisdom than the Mission which had just returned from New Guinea.

13. The United States delegation wished to commend not only the Administering Authority but the people of New Guinea themselves for the very substantial progress which they had made during the past three years. The delegation also respected the judgement of the Visiting Mission when it reported that New Guinea represented a challenge and an opportunity perhaps unparalleled in the history of under-developed, dependent areas. It was obvious that New Guinea was beginning to emerge as a Territory in which much could be accomplished during the immediate years ahead.

14. He wished to emphasize at that point what his delegation considered to be the two key passages of the Visiting Mission's report. The first concerned the enormous wealth of enthusiasm and goodwill in New Guinea, which could make the rapid transition from the Stone Age to modern conditions painless, as well as unprecedented; but the report added that that goodwill ran the risk of drying up if development was not sufficiently rapid (T/1260, para. 180). The second passage (para. 182) stated that the Mission was deeply impressed by the urgent demand for immediate and spectacular material progress. In fact, the Mission even went so far as to say that the demand was so urgent as to be almost disturbing. That was a warning that, if the high hopes of the New Guineans were to be seriously disappointed, the present favourable conditions might radically change.

15. The United States delegation believed that the degree of enthusiasm in New Guinea for new ways of life over the next few years would be a barometer of the success with which the Administering Authority was discharging its trusteeship. The people of the Territory had only recently come into contact with the outside world and, so far, the results had been good. They admired the Australians and they had told the Mission that they considered them to be their brothers. The United States delegation felt strongly that every effort must be made to preserve the present atmosphere of goodwill and enthusiasm. For those reasons, the delegation believed that the Administering Authority should continually give first priority to all matters which pertained to race relations. Toward that end, it hoped they would abolish corporal punishment as rapidly as possible, as well as the curfew and its accompanying pass regulations.

16. The United States delegation wished to associate itself with the recommendation made by the representative of Guatemala (722nd meeting), who had been a member of the Visiting Mission. The representative of Guatemala had urged that the official primer in Melanesian pidgin should eliminate all words which might make a derogatory comparison between races. The recent decision of the authorities to use Melanesian pidgin as a medium for introducing English as the ultimate *lingua franca* was welcomed by the United States, since, at the sixteenth session, its delegation had been alone in favouring such a policy.

17. Mr. Sears did not wish to burden his statement with further suggestions for administrative improvements since that could be done more effectively by others, and especially by those who knew the Territory at first hand. The United States, in any case, believed the Australian authorities were alert and on their toes. Their trusteeship had been undeniably successful in the past few years. If there was any worry about the future, it was that his delegation was concerned about Australian resources in manpower, equipment and money. No nation had unlimited assets. The United States delegation had been assured, however, by both the special representative and the representative of Australia that the Australian Government would take all the necessary measures and would leave no stone unturned to further the welfare of the people of New Guinea.

18. Mr. LOBANOV (Union of Soviet Socialist Republics) said that the measures taken by the Administering Authority in the political field were calculated to guide the Territory not towards self-government and independence but along the well-worn path of col-

onialism. In particular, the union between the Trust Territory and the colony of Papua was incompatible with the purposes and principles of the Trusteeship System. The measure taken in that connexion by the Administering Authority in 1949 had been a definite step backwards; it had given a colonialist colouring to all aspects of life in the Territory, whose political, economic and social advancement was dependent on the colony. The fact that there was in the Territory a separate Department of Native Affairs was a further indication of the colonialist lines along which New Guinea was intended to develop, and his delegation in no way shared the surprise expressed on that subject by the Visiting Mission. In a Trust Territory there could be no affairs or interests other than those of the indigenous inhabitants; if a special department had to be set up to protect them, it could be assumed that they had not previously been protected.

19. Furthermore, the population took no part in the administration of the Territory's affairs: it had only two representatives on the Legislative Council and none on the Executive Council. It had been pointed out that the population had no representatives qualified to participate in the work of those organs or to administer their own affairs, but what had the Administering Authority done to train them for those tasks? The measures taken were very inadequate, and he was not sure that matters were not deliberately being delayed. Twenty years had passed since the enactment of the original measures for the establishment of local administrative councils, and six years since the date when the Administration had reported that most districts would have such councils. But the council's jurisdiction extended to less than 1 per cent of the population, and no new councils had been set up in the past three years, even though the Administering Authority itself admitted that those organs were of primary importance for the political advancement of the indigenous inhabitants. Moreover, the indigenous inhabitants were not represented on the district advisory councils. That being so, how could they acquire political wisdom and experience in self-government? It was clear from the Visiting Mission's report that there could be no complaints that the population was apathetic; on the contrary, it was highly enthusiastic, but its eagerness for progress was encountering many obstacles which had been deliberately contrived: why, for instance, were the indigenous inhabitants wholly excluded from the exercise of judicial functions, when for certain matters they were much better qualified than the Australian officials, being better acquainted with customary law and having a fuller understanding of the traditional attitudes of their fellow citizens?

20. That examination of political conditions led the USSR delegation to conclude once again that a recommendation should be made to the Administering Authority to dissolve the administrative union with Papua, since that union was preventing the Trust Territory from advancing towards independence. Legislative and administrative organs independent of those of Papua should also be set up in New Guinea and the proper steps should be taken to enable the indigenous inhabitants to participate, and exercise their due influence, in them and in the district and town advisory councils.

21. With regard to economic conditions, he noted that, as in the past, the part played by the indigenous inhabitants consisted chiefly of furnishing labour and producing copra, to the amount of only 20 per cent of the total production. Foreign companies, eighty in number, had a strong grasp on the Territory's economy and

there could be little doubt that their motives were anything but philanthropic. The theme of economic gain cropped up even in the activities of the missions, whose profits, to judge from the figures given by the special representative, were impressive. Meanwhile the inhabitants of New Guinea continued to engage in primitive agriculture and it could be concluded from certain data that at least 50 per cent of the population were living in conditions similar to those of the Stone Age. There were 1,122,477 acres of alienated land in New Guinea, half of which belonged to private individuals, i.e., could be regarded as forever lost to the indigenous inhabitants; the other half was held by undertakings or was being utilized for the needs of the Administration, so that that land too was lost to the indigenous inhabitants, as it was subject to a 99-year lease, which amounted in practice to transfer of ownership. The Council should require the Administering Authority to respect the land-tenure rights of the indigenous inhabitants, to cease the alienation of land and to restore to the indigenous inhabitants the land which had been taken from them.

22. The progress achieved in the social field was insignificant in relation to the objectives of the Trusteeship System. Of the 44,000 indigenous inhabitants who were in employment, 35,000 were labourers or agricultural workers, and the increase of ten shillings per month in the minimum wage had hardly changed their very poor material conditions. The Visiting Mission, indeed, had stressed the need for an increase in wages. Moreover, the Administering Authority had still not given effect to the Trusteeship Council's recommendations concerning the abolition of restrictions on the movement of indigenous inhabitants (A/2680, p. 258). The Administering Authority alleged that those restrictions would be lifted when the population had reached a sufficiently advanced state, but it might be wondered when that time would come, as the measure at present applied to the indigenous government employees who had received a secondary education. The restrictions were in fact a form of racial discrimination and should be removed immediately, as the Visiting Mission had just recommended once again.

23. With regard to public health the situation was hardly encouraging. Ten years would be needed to carry out a programme of hospital construction, which in any case was quite inadequate and, according to the Administration's most optimistic forecast, it would take eighteen years to train the necessary medical staff. There was still no indigenous medical staff, and the indigenous inhabitants were cared for by healers who had no medical training and could only discredit the medical profession in the eyes of the population. The USSR delegation fully shared the concern expressed by the Visiting Mission concerning the public health situation, and hoped that the Council would recommend to the Administering Authority that it should take active steps to bring about a rapid improvement.

24. The organization of education left much to be desired: education was in the hands of religious missions, and only 5 per cent of the pupils enrolled attended schools operated by the Administration. The quality of the education provided in the mission schools might be gauged from the standard of training of the teachers. In most cases they had only received agricultural training and were simply country clergy teaching religion. It should be added that in practice the schools of twenty missions were operating without any supervision by the Administering Authority. The position with regard to secondary education was even more serious: the few

secondary schools in the Territory did not yet provide proper secondary education and attendance had even decreased since the previous year. It was superfluous to add that the indigenous inhabitants had no access to higher education.

25. The Trusteeship Council should recommend to the Administering Authority to increase the budget appropriations for education substantially and to take steps to institute full primary education, with opportunities for the indigenous inhabitants to obtain secondary and higher education. It might be asked where the necessary funds could be found for the purpose. The answer was simple: the Trusteeship Council should recommend to the Administering Authority to tax both the income and the capital of the foreign companies. The funds thus obtained should be used to improve the situation of the indigenous inhabitants and, above all, to develop education and health services.

26. Mr. DAVIN (New Zealand) said that since the Second World War, Australia had given generously of its substance in men, money and materials to achieve the task assigned to it in New Guinea, where the Japanese occupation and military operations had left nothing but ruins. Impartial eye-witnesses had spoken of the confidence of the New Guineans in the officers of the Australian Administration, and the Visiting Mission's report presented an encouraging picture of the work so far carried out in the Territory.

27. His delegation was aware that 6,700 square miles of the Territory still remained to be brought under influence and it felt that the work of peaceful penetration, which had made notable progress in the past nine months, should be pushed on. When contact had been made with all the inhabitants of the Territory, he believed that villages would group into district organizations and there would be a quickening of interest in the functions of the Legislative Council. As the special representative had pointed out, the Administering Authority shared the views of the Visiting Mission regarding the appointment of additional New Guinean members to the Council, and it was to be hoped that the shortage of qualified persons would soon cease to be an obstacle to such appointments. His delegation fully understood the Administering Authority's caution with regard to the nomination of indigenous officers to the Legislative Council, and it could only recommend the Administering Authority to study the various considerations on the matter advanced by the Visiting Mission.

28. It was disappointing that no new Native local government councils had been established, but he appreciated that the pace of progress in that field must ultimately be determined by the New Guineans themselves. On the other hand, his delegation noted with satisfaction that consideration was being given by the Administering Authority to the establishment in one or more of the advanced areas of advisory councils on Native matters, and also to the appointment of indigenous peoples as observers on a number of district advisory councils.

29. With regard to Administration personnel, a stepped-up programme for 1956-1957 allowed for a net gain of 200 over resignations, and the Administering Authority was hoping that the establishment of the Auxiliary Division, together with improvements in the general level of education, would in due course provide the Territory with a corps of indigenous administration officials.

30. The Administering Authority was making up the deficit in revenue by a direct grant of approximately £4,400,000 and it would no doubt consider very carefully the Mission's suggestion regarding the imposition of direct taxation. Moreover, with a view to balancing the Territory's economy, it was seeking to develop new resources, and there was already tangible evidence of the use of forest assets. The Administering Authority had good reason to be proud of its land policy, which had been well designed to protect the present and foreseeable needs of the indigenous inhabitants. There had been increases in exports of cocoa and coffee beans, and it was hoped that the drop in exports of copra and coconut was only temporary. Consideration was being given to the exploitation of mineral resources and the establishment of a rubber industry. Oil-prospecting was being carried on in the Territory, and expenditure on public works such as roads showed a satisfactory increase. Lastly, his delegation noted with satisfaction the steady growth of co-operatives.

31. It was to be hoped that the recent increase in the monetary wages in the Territory would do much to alleviate the discontent reported by the Visiting Mission. The new labour legislation being drafted was expected to come into force in 1957. With regard to public health, he thought that the Administering Authority's explanation (722nd meeting) of the delay in construction of some new hospital buildings was reasonable, and he noted that hospital construction would in future receive the necessary priority. The recruitment campaigns in Australia and overseas, the medical cadet scheme and the establishment of a medical school of the type now existing at Suva should remedy the shortage of qualified doctors in the Territory.

32. There had been a substantial increase in the number of Administration schools and teaching staff since the end of June 1955. The major part of the burden of educating the children of school age still fell on the missions, and in accordance with the Visiting Mission's suggestion, certain steps had already been taken to secure systematic inspection and supervision of mission schools. Thus the amount of the grant to each mission school would be conditioned by the qualifications of the teachers, especially in the teaching of English. Grants to missions would be increased by up to 50 per cent. Nevertheless, a great deal still remained to be achieved as the present school enrolment was only half the number of children of school age, and there was a decline in secondary school enrolment. He heartily endorsed the measures taken by the Administering Authority with a view to obtaining universal literacy in English as soon as possible.

33. Mr. KIANG (China) said that he was well aware of the difficulties encountered by the Administering Authority in New Guinea as a result of the ravages of the Second World War, language and racial barriers and the physical features of the country. The enthusiasm and goodwill shown by the inhabitants of the Territory was thus especially fortunate. As the Visiting Mission had brought attention, in paragraph 180 of its report, to the necessity of speeding the development of the Territory, it was gratifying to hear the special representative's assurance that the Administering Authority was determined to succeed in its task and, if the need arose, to call on the international community.

34. The area of the regions brought under administrative control during the period under review was only 200 square miles, and greater efforts would have to be made to speed the process of peaceful penetration.

35. As the Visiting Mission had suggested, it was desirable for additional indigenous representatives to be nominated to the Legislative Council and for new local government councils to be set up, especially in the districts of New Ireland, Bougainville, Sepik, Madang and the Eastern Highland. There was an obvious need for more political training of the indigenous inhabitants, and the advisory councils were the most suitable training grounds. Indigenous courts should also be established in places where the people were ready for that step. Indigenous clerks could be trained in the existing courts forthwith.

36. The Administering Authority deserved congratulations on its excellent results in the development of co-operatives. Furthermore, as the economic development of the Territory called for a long-term plan, the Chinese delegation welcomed the creation of a post of Secretary for Planning and Development in the Department of the Administrator.

37. In providing for the implementation of the new Education Ordinance and for inspection and supervision services, and in order to ensure that the educational policy was strictly followed, the Administering Authority should increase the supervisory staff of its Education Department. If the indigenous inhabitants were to be prepared for participation in the Administration, it would be advisable, as the Visiting Mission had suggested, to provide immediately for facilities for secondary schools so that pupils would be qualified either for immediate employment or higher education. If necessary, new full secondary schools should be established.

38. The Administering Authority intended to set up new rural education centres in the Territory similar to the one at Vunamami, which, as the United Nations Educational, Scientific and Cultural Organization (UNESCO) had pointed out in its observations (T/1262), had a direct effect on the level of living of the community. Furthermore, as the Visiting Mission had pointed out, the Administering Authority should be commended for the newly constructed technical training centre at Malaguna, near Rabaul.

39. Sir Alan BURNS (United Kingdom) said that the Administering Authority should be commended for the significant progress made in New Guinea despite the ravages of the Second World War. The indigenous inhabitants were clearly not suffering from the apathy which was the hardest problem to overcome in some other Trust Territories. The policy of peaceful penetration had given good results and, as the Visiting Mission had stressed, the relationship between the indigenous people and the officials of the Administration was excellent.

40. One of the most serious problems was the shortage of administrative staff. In order to remedy the situation, the Administering Authority had to recruit expatriate staff, and hoped to achieve an increase of 200 officers during the coming year. It would also have available seven assistant district officers who had completed a course at the local government training centre. That would facilitate the establishment of further local government councils, a possibility that was already being investigated in four new districts.

41. The United Kingdom delegation agreed with the Visiting Mission regarding the creation of a separate Department of Native Affairs, but doubted the wisdom of appointing to the Legislative Council indigenous officers employed by the Administration. He agreed with the Administering Authority that it might be un-

wise to depart from the normal convention in that respect.

42. In the economic field, it was noteworthy that the internal revenue of the Territory had risen by one third in 1954-1955 over the previous year, and that there had been a substantial increase in the grant from the Australian Government. The development of cash crops, such as cocoa and coffee, had been quite remarkable in recent years, and the agricultural schemes had been generally successful. The co-operative movement played an increasingly important part, and the establishment of a new co-operative school would help to extend it. The Administering Authority had also made highly significant efforts in road development.

43. In 1954-1955, expenditure on educational services had increased by 17 per cent over the previous year, and grants-in-aid to mission schools would be increased by 50 per cent. The Administering Authority was placing increased emphasis on the teaching of English in the mission schools and, although he would not repeat any of the arguments which had often been advanced against Melanesian pidgin, he noted with satisfaction that the Visiting Mission had expressed itself in favour of that policy.

44. Mr. CLAEYS BOUUAERT (Belgium) pointed out that the situation in New Guinea could not be compared with that in any other Trust Territory in the Pacific. The people of New Guinea had only recently made contact with the outside world and urgently wished to make up for the delay which their isolation had caused. The Administration's problem, therefore, was to find the necessary personnel to work in the country, to establish peaceful relations between tribes, to build the economic structure necessary for the country's development, to organize new technical methods, promote new products and teach.

45. In that respect, the Visiting Mission's report seemed unduly pessimistic. It was true that the number of government officers was still inadequate and that those in the interior were begging for additional staff, but such requests were only natural in a country just awakening to progress. The confidence and enthusiasm demonstrated by the people were eloquent proof of the work done by the Australian Administration. The establishment of the Auxiliary Division of the Public Service, which was open to New Guineans, was an important development. Primary education was developing rapidly; secondary and vocational education would inevitably follow and soon provide trained persons who could effectively assist the Administration.

46. With regard to political advancement, the Administering Authority was showing remarkable caution. The local government councils had not increased in number, and extended over only a small part of the Territory. His delegation agreed with the Visiting Mission that, under the general authority of regulations that would be adaptable to varying local conditions, district commissioners should have power to set up local government councils.

47. With regard to judicial organization, the jurisdiction of the indigenous courts was continually hampered by difficulties which the Administering Authority should endeavour to overcome. Respect for indigenous institutions and customs should take precedence over any other consideration, and the desire to set up a structure and standards conforming too closely to the ideas of the developed countries should not impede progress.

48. Public finance still depended largely on grants-in-aid from the Australian Treasury. The people were not generally subject to tax, and the Council had on several occasions already indicated that a broadening of the system of taxation through the introduction of some form of direct taxes would be desirable. The Belgian delegation felt that the Council might reiterate its previous comments on that point.

49. In the economic field, the action undertaken by the Administering Authority was indeed remarkable. Development was based on judicious principles: gradual transition from subsistence agriculture to economic production; direct participation by the producers in the marketing of their products through the co-operatives; and the development of stockbreeding and farming. The reforestation and forest exploitation plans deserved commendation. One of the most difficult problems was that of land communications. The Visiting Mission's report nevertheless showed that the Administration and the indigenous population itself were well aware of the difficulty and were co-operating in a very fine spirit and with true enthusiasm in the construction of the necessary road network.

50. Public education was making very rapid progress. Fifty per cent of the potential school population attended school, and there had been further co-operation between the Administration and the missionary organizations. There was no doubt that the rapid spread of primary education in accordance with the programme prepared by the Administering Authority, and increased aid to mission schools, accompanied by tighter control of teaching methods, would provide a substantial and sound basis for future development. One of the noteworthy factors was the high percentage of girls attending school.

51. U MYA SEIN (Burma) said that New Guinea was an unusual Trust Territory, because of the newness of the contact between the isolated, under-developed New Guineans and the outside world. The task to be accomplished was therefore great, but the situation also had certain advantages. There was an opportunity for starting a fresh chapter, without need for readjustment, which taxed both time and energy. The Administering Authority was assisted in its work by the New Guineans' enthusiasm for progress and change.

52. In the political field, there was a need for greater participation by the New Guineans in the Administration and in the Legislative Council. His delegation accordingly welcomed the establishment of the Auxiliary Division of the Public Service, which would permit increased participation by the indigenous inhabitants in the Administration. With regard to the Legislative Council, it was regrettable that there were only two New Guineans in a council of twenty-eight. His delegation hoped that the indigenous inhabitants would be more fully represented in the legislative organs of the Territory in the future. It felt that a target date should be set for the establishment of a legislative assembly based on universal suffrage. The speed of implementation of the plan would, of course, depend on both the Administering Authority and the New Guineans. The local government councils had great potentialities, and it was important that progress should be made in that field because the councils were the basis of political advancement on a Territory-wide basis, and the establishment of a legislative assembly would depend on the experience acquired in the local government councils and district advisory councils.

53. His delegation felt that the headquarters of a Territory should be inside the Territory, and hoped that the Administering Authority would soon be in a position to establish the headquarters of the Government of New Guinea within New Guinea.

54. In the economic field, his delegation felt that the Administering Authority was to be congratulated on the activity it had displayed. Roads had been constructed, co-operatives had been set up and new crops had been introduced. The surveys conducted by the Administering Authority should be completed as soon as possible so that a plan of development to raise the standard of living of the New Guineans could be worked out. The plan of development should envisage the establishment of a modern fishing industry and the development of inter-island shipping. His delegation noted with satisfaction that the Administering Authority had made a grant of about £4,400,000 to the Territory for the previous year, and paid a tribute to it for the material assistance it gave to the Territory year after year. In view of the Territory's deficit budget, it seemed necessary to impose new taxes on the capital and income of private companies. If that were done, increased allocations could be made for public health and education, which would raise the standard of living. With regard to land matters, his delegation suggested that the alienation of land should be halted and that steps should be taken to return to the New Guineans land already alienated.

55. The curfew restrictions were an old problem, and had been examined by the Council during previous sessions. Such restrictions were not fully compatible with the Trusteeship Agreement. Temporary restrictions might be justified, but if they remained in force indefinitely they constituted a limitation of freedom and a form of discrimination. The restrictions should be revoked as soon as possible.

56. In regard to education, the Council had already drawn the Administering Authority's attention to the need for the development of secondary education and the training of indigenous teachers (A/2933, p. 217). His delegation felt that compulsory primary education should be introduced and a system of higher education created.

57. He noted that in the reports and statements, various names not all of which were accurate, were used to designate the inhabitants of the Trust Territory of New Guinea. In his opinion, the term "East New Guineans" should be used.

The meeting was suspended at 3.55 p.m. and resumed at 4.15 p.m.

Examination of conditions in the Trust Territory of Somaliland under Italian administration (continued):

- (i) Annual report of the Administering Authority for 1955 (T/1246, T/1248, T/1253);
- (ii) Petitions circulated under rule 85, paragraph 2, of the rules of procedure of the Trusteeship Council (T/PET.11/L.18 to 24, T/COM.11/L.177);
- (iii) Report of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration (T/1245)

[Agenda items 4 (e), 5 and 16]

At the invitation of the President, Mr. de Holte Castello (Colombia), Mr. Osman (Egypt) and Mr. Baradi (Philippines), representatives of States members of

the United Nations Advisory Council for the Trust Territory of Somaliland, under Italian Administration, took places at the Council table.

REPORT OF THE DRAFTING COMMITTEE (T/L.688)

58. The PRESIDENT invited the Council to examine the report of the Drafting Committee on Somaliland under Italian administration (T/L.688). He proposed that the conclusions and recommendations proposed by the Drafting Committee, contained in the annex, should be considered paragraph by paragraph.

59. Mr. DE HOLTE CASTELLO (Colombia), Chairman of the Advisory Council, suggested that paragraph 1 might be shortened to read: "The Council commends the Administering Authority and the Somali people for the rapid progress achieved by the Territory towards independence."

60. Mr. CLAEYS BOUUAERT, Chairman of the Drafting Committee, accepted the proposed amendment.

Paragraph 1, as amended, was adopted unanimously.

Paragraph 2 was adopted unanimously.

61. Mr. RIFAI (Syria), referring to paragraph 3, suggested that a target date before 1960 should be established, and proposed that the last portion of the paragraph should be amended to read:

"... reiterates its desire for an early settlement of this problem, preferably before the twentieth session of the Trusteeship Council, and urges the Governments concerned to intensify their efforts towards this end."

62. The amended text conformed more closely than the original text to the spirit of resolution 854 (IX), in which the General Assembly had recommended that, if direct negotiations failed to achieve any results by July 1955, the two Governments should agree to the procedure outlined in General Assembly resolution 392 (V) of 15 December 1950.

63. Mr. BARGUES (France) wondered whether the Council was qualified to urge the Ethiopian Government. He therefore proposed that, taking account of the amendment requested by the representative of Syria, the last portion of the paragraph should be amended to read:

"... reiterates its desire for an early settlement of this problem, preferably before the twentieth session of the Trusteeship Council, and accordingly expresses the hope that the Governments concerned will intensify their efforts towards this end."

64. Mr. GRILLO (Italy) reminded the Syrian representative that Italy was negotiating with Ethiopia and suggested that it would be sufficient to say: "... reiterates its desire for settlement of this problem as soon as possible."

65. Mr. RIFAI (Syria) thanked the French representative for accepting his amendment. At the same time, he wished to make it clear that in his delegation's view the Council was fully entitled to make a suggestion to a Member of the United Nations on a matter with which that country was concerned and which was within the jurisdiction of the Council. As the words "as soon as possible" could mean "after 1960", he could not accept the amendment proposed by the Italian representative.

66. Mr. GRILLO (Italy) recalled that the Italian Government was to report to the General Assembly on the progress of its negotiations with Ethiopia. That fact should not be overlooked in submitting an amendment. Pending the submission of the Italian Govern-

ment's report, nothing should be done to add to the difficulties Italy was already facing.

67. Mr. BARGUES (France) pointed out that he had merely made a suggestion. He would accept the Syrian representative's proposal if the majority of the Council considered it acceptable.

68. Mr. HAMILTON (Australia) noted that in resolution 947 (X) the General Assembly had stressed the urgency of the problem and had recommended that the Governments of Ethiopia and Italy should expedite their current direct negotiations so that the question of the frontier between the Trust Territory of Somaliland under Italian administration and Ethiopia might be settled as soon as possible. It had also requested the Governments concerned to report on the progress of those direct negotiations to the General Assembly at its eleventh session. The text before the Council would indicate the Council's desire to see a settlement before 1960. That formula might suggest that the situation was not as urgent as the Assembly seemed to think. The representative of Syria had proposed the wording: "before the twentieth session of the Council". However, the General Assembly was to discuss the question at its eleventh session. If the Council in the meantime suggested that the matter be discussed at its twentieth session, the discussion at the eleventh session of the General Assembly might be inhibited. The Italian representative had suggested the use of the words "as soon as possible". That phrase added nothing to the terms of the General Assembly's resolution.

69. The Australian delegation therefore felt that there was no need for the Council to adopt a recommendation on the subject.

70. Mr. DORSINVILLE (Haiti) regretted that the representative of the Administering Authority felt that the Syrian delegation's proposal would hamper the successful completion of the negotiations in progress between the Italian Government and the Ethiopian Government. The fact that the Administering Authority had to report to the next session of the General Assembly on the progress of the negotiations was not, in his delegation's opinion, a reason for rejecting the amendment proposed by the Syrian representative, who seemed to fear, as did the Haitian delegation, that the report would be far from satisfactory. If it adopted the wording suggested by the representative of the Administering Authority, the Council would be giving up hope of seeing the question settled as soon as possible.

71. Mr. JAIPAL (India) thought that if a date earlier than that of the Territory's attainment of independence were fixed, it might jeopardize an early and satisfactory solution of the complicated border problem. Both the Governments concerned fully realized the need for a settlement of the problem. The Indian delegation would therefore be obliged to abstain if the Syrian amendment was put to a vote, as its main concern was that no factor should be introduced that might interfere with the successful progress of the negotiations.

72. Mr. GRILLO (Italy) thanked the representatives of Australia and India for their statements. The solution of the problem did not depend exclusively on what Italy could, or could not, do. Italy was doing its best to secure an early settlement of the problem, and, so far as Italy was concerned, there was no point in fixing a time limit for the negotiations. It would report to the next session of the General Assembly on the progress of the negotiations.

73. Mr. RIFAI (Syria) said that his amendment was well within the terms of the General Assembly resolu-

tions. He had been motivated by a desire to prevent the settlement of the question of the frontier with Ethiopia from being left to the people of Somaliland themselves. Under his amendment, the Italian and Ethiopian Governments were granted a time limit of one year, which should be adequate. It was the duty of the Italian Government to inform the Council if the negotiations had entered a new stage and whether the General Assembly and the Trusteeship Council should try to resort to other methods in order to find a solution to the problem.

74. Sir Alan BURNS (United Kingdom) proposed that paragraph 3 should be left as it stood as far as the words "its desire for a settlement of this problem", and that the words "as soon as possible" should be inserted and the remainder of the paragraph deleted.

75. Mr. GRILLO (Italy) repeated that the duty of the Administering Authority was twofold: it must continue to do its best to solve the problem; and it must report to the General Assembly. It was performing that duty and would continue to do so.

76. Mr. JAIPAL (India) did not feel that a time limit earlier than 1960 was necessary. The General Assembly would at its next session consider the progress report on the negotiations and, if negotiations had failed, would determine whether mediation or arbitration should be resorted to.

77. Mr. RIFAI (Syria) feared that the Council might continue to receive progress reports until 1960, when the Territory would become independent, and Somaliland would then have to face the frontier problem alone. Syria had always appreciated the efforts made by Italy to find a solution to the problem. The Syrian amendment was not a reflection on Italy but was intended to help to lighten its burden.

78. The PRESIDENT decided to put first the Syrian amendment and then the United Kingdom amendment to the vote.

The Syrian amendment was rejected by 4 votes to 3, with 7 abstentions.

The United Kingdom amendment was rejected by 6 votes to 5, with 3 abstentions.

79. Mr. RIFAI (Syria) proposed another amendment whereby the words "an early settlement of this problem" would be inserted before the words "before 1960", or still better, the text would read: "an early settlement of this problem well before 1960".

80. The PRESIDENT put to the vote the amendment to replace the words "a settlement" by "an early settlement".

The amendment was adopted by 9 votes to 1, with 4 abstentions.

81. The PRESIDENT put to the vote the second amendment calling for the substitution of "well before 1960" for "before 1960".

The amendment was adopted by 3 votes to 2, with 9 abstentions.

82. The PRESIDENT put to the vote the amended version of paragraph 3 as a whole.

Paragraph 3, as amended, was adopted by 10 votes to none, with 4 abstentions.

83. Mr. JAIPAL (India), referring to paragraph 4, proposed that the words "to submit the problem of inter-tribal tensions to the Somali Government" should be replaced by the words "to attempt to solve the problem of inter-tribal tensions in collaboration with the Somali Government".

84. In reply to a question by Mr. GRUBYAKOV (Union of Soviet Socialist Republics), Mr. GRILLO (Italy) reiterated that it was the Administering Authority's intention to try to solve the problem of inter-tribal tensions not merely in consultation, but in close collaboration, with the Somali Government.

85. Mr. DORSINVILLE (Haiti) felt that the words "inter-tribal tensions" should not be translated into French by the words "*tensions entre tribus*".

86. The PRESIDENT said that the Secretariat would endeavour to find a French expression acceptable to the Haitian delegation.

The Indian amendment was adopted unanimously.

Paragraph 4, as amended, was adopted unanimously.

Paragraph 5 was adopted unanimously.

87. Mr. DORSINVILLE (Haiti) thought that, in the French text of paragraph 6, it would be preferable to replace the word "*personnalités*" by the words "*hautes personnalités*".

88. The PRESIDENT said that the Secretariat would make the necessary rectification.

Paragraph 6 was adopted unanimously.

89. Mr. GRILLO (Italy) pointed out that paragraph 7, as it stood, might give the impression that the powers of the Somali Government had been subjected to undue limitations. He recalled that the Italian Government had been under no obligation whatsoever to form a Somali government nearly four years before the established date for Somali independence. The Italian Government consequently could not be criticized for having limited the powers of the Somali Government, and he therefore proposed an amended text.

90. The PRESIDENT asked the representative of the Administering Authority's to submit the amendment in writing.

91. Mr. DORSINVILLE (Haiti), referring to paragraph 8, said that he did not regard the drafting of the paragraph as particularly felicitous, at least in the French version. He could not understand why the powers withheld from the Legislative Assembly were those needed by the Administering Authority to enable it to discharge its responsibilities under the Trusteeship Agreement. He was likewise unable to understand why the powers of the Legislative Assembly should be limited so as to enable members of that Assembly to gain parliamentary experience. Such experience could only be acquired through a broader exercise of the legislative powers that had been granted to the new Assembly. It was also difficult to understand how the limitations on the powers of the Legislative Assembly could be intended to secure priority for urgent government business.

92. Mr. GRUBYAKOV (Union of Soviet Socialist Republics) considered that the present wording of paragraph 8 embodied a contradiction, and would be unacceptable to his delegation.

93. Mr. DAVIN (New Zealand) explained that the paragraph meant that the Legislative Assembly had been granted wide powers, but others had been withheld, namely, powers dealing with defence, foreign affairs and so on. There were certain temporary limitations on the powers granted to the Assembly. For instance, until May 1957 bills put forward by one or more deputies could not be submitted to the Assembly without the prior consent of the Administrator. The special representative had explained that the Government was thus able to secure priority for urgent legis-

lation. There was accordingly no contradiction; there was first of all a description of the classes of power, and secondly, there were certain limitations of a temporary character.

94. Sir Alan BURNS (United Kingdom) thought that the last lines might be clarified by adding the words "before full powers are given to them" after the word "experience".

95. Mr. CLAEYS BOUUAERT (Belgium) thought that the French text of the last sentence of the paragraph should read: "... *visent à assurer l'examen par priorité des affaires urgentes du gouvernement* ...".

96. Mr. RIFAI (Syria) said that it was his understanding that there were two sorts of limitations, some arising from the fact that the Administering Authority had to keep certain powers in its hands until the time when the Trust Territory of Somaliland became independent, and others, of a temporary nature, due to the fact that certain government business might require priority in the near future. The restrictions would ultimately be revoked, and the authority of the Legislative Assembly would in that respect be increased. He felt that the meaning of the paragraph would be clarified if the words "and exceptional" were deleted.

97. Mr. GRILLO (Italy) was in full accord with the interpretation given by the representative of Syria.

98. Mr. DAVIN (New Zealand) was prepared to accept the United Kingdom amendment.

99. Mr. GRUBYAKOV (Union of Soviet Socialist Republics) proposed that the final sentence should read as follows:

"It welcomes the statement of the Administering Authority that the limitations on the exercise of such powers as have been granted to the Assembly are of a temporary character only and will be eliminated before May 1957."

100. Mr. BARGUES (France) pointed out that there were actually two kinds of restrictions: one kind was intended to enable the Administering Authority to discharge its responsibilities under the Trusteeship Agreement, and the other to give the members of the Legislative Assembly time to gain parliamentary experience. With regard to the Soviet proposal, the restrictions which could be eliminated in 1957 were of the second kind. The Administering Authority would continue to discharge the responsibility incumbent upon it under the Trusteeship Agreement until 1960.

101. In the light of those considerations, he wondered whether it might not be best for the text of paragraph 8 to be completely revised so as to take those two kinds of restrictions into account and to make it clear that the second category would be eliminated as from 1957 whereas the first would continue in force until the Territory had become independent.

102. Mr. GRUBYAKOV (Union of Soviet Socialist Republics) felt that the Administering Authority could not be commended for having imposed limitations on the powers of the Legislative Assembly but should be commended rather for the fact that the limitations would be lifted in 1957. He felt that the paragraph should be redrafted.

103. The PRESIDENT agreed that it was preferable to interrupt the discussion so that a new text could be drafted. He therefore proposed that consideration of the report should be postponed until the next meeting.

It was so decided.

The meeting rose at 5.45 p.m.