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President: Mr. Girolamo VITELLI (Italy).

Present:

The representatives of the following States: Australia, Belgium, Bolivia, Burma, China, France, India, Italy, New Zealand, Paraguay, Union of Soviet Socialist Republics, United Arab Republic, 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; World Health Organization.

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority for the year 1959 (T/1512, T/1523, T/L.966) (continued)

[Agenda item 3 (h)]

At the invitation of the President, Mr. McEwen, special representative of the Administering Authority for the Trust Territory of Western Samoa, took a place at the Trusteeship Council table.

GENERAL DEBATE (continued)

1. U AUNG THANT (Burma) said that his delegation was happy to know that Western Samoa would become independent by December 1961, if not earlier. It was gratifying that a cabinet system had been established on 1 October 1959 and that the Legislative Assembly had in 1959 adopted the Samoan Citizenship Ordinance; it was to be hoped that the authorities would give sympathetic consideration to any cases in which persons might have some difficulty in opting for a citizenship. He hoped that the people of the Territory would finally accept, with the assistance of the Administering Authority and the Working Committee, universal suffrage, the abolition of dual domestic status and a more equitable constituency system. He also hoped that the Administering Authority would endeavour to increase the number of trained Samoan civil servants as their number was not adequate at a time when the Territory was on the threshold of independence.

2. The long-term economic development plan which would be launched in 1961 would be based on the results of the land utilization survey. The fifteen-year development plan of the Western Samoa Trust Estates Corporation was proceeding as laid down, and the number of co-operative societies had somewhat increased. The Administering Authority and the Government of Western Samoa should endeavour to give every encouragement to such societies and teach the people the basic principles of the co-operative movement and simple methods of business procedure and accounting.

3. There was still hardly any industry. Primary agricultural products represented about 90 per cent in value of the Territory's exports. Thus the economy was unbalanced and was too dependent upon agriculture. As the Trusteeship Council had recommended at earlier sessions, secondary industries, including commercial fishing, should be established as they would open up interesting possibilities. It should be possible to establish small-scale industries requiring a relatively large amount of labour and some modern equipment for the processing of local agricultural products, particularly copra.

4. The Burmese delegation had noted with satisfaction the work on the land utilization survey and the establishment of agricultural experimental stations, and it hoped that resolute efforts would be made by the Administering Authority and the Samoan Government to diversify agriculture, improve agricultural methods and find new markets.

5. In connexion with education, the Administering Authority should be commended for its scholarship and training programmes. It was to be hoped that those programmes would be continued and further reinforced.

6. The idea of a treaty of friendship between Western Samoa and New Zealand had been launched by the Samoan leaders themselves and such an agreement would be natural in view of the harmonious march towards the goal of independence; if, however, New Zealand was to take the responsibility for defence and external affairs after the termination of the Trusteeship Agreement, Western Samoa would not be an independent country, as it should be under the United Nations Charter and the Trusteeship Agreement; it would enjoy no more than self-government. The question was very delicate and all its aspects should be considered. The Burmese delegation wished simply to reserve its right to return to that question at some appropriate time when more specific information was available.

7. Mr. BAL (Belgium) noted that during the debate stress had been laid on the substantial political advancement of Western Samoa, and more particularly on its institutional aspects. The approach of independence explained why less attention had been paid to the various praiseworthy achievements in the economic, social and educational fields.

8. The co-operation between the Samoan people and the Administering Authority had been strikingly demonstrated in the political advancement of the Territory. In the first place, original and realistic formulae had been used in the establishment of institutions adapted to the needs of a multiracial society. That society, though anxious to assume the heavy responsibilities of independence, remained attached to its traditions. Due respect had been shown for some of the traditional social and economic factors, the elimination of which might have plunged Samoan society into a crisis of transition, and the Samoan people had been provided with an institutional apparatus which should enable them to achieve a sound and practical form of government when they attained independence. Secondly, there was the initiative taken by the Samoans of proposing the conclusion after independence of a treaty of friendship with New Zealand. That step was proof of the good work accomplished in the past. It also gave reason to hope that the aims of the Charter would continue to be served after termination of trusteeship by two free and independent States, both of which were aware of the implications of independence.
9. Mr. MONTERO DE VARGAS (Paraguay) expressed the Council's satisfaction that Western Samoa was shortly to attain independence. Particularly important progress had been made in the political field, including the establishment of a cabinet government, the appointment of a Prime Minister, and the enactment of the Citizenship Ordinance. In that connexion, stress should be laid on the significant efforts made by the Samoans themselves and by the Administering Authority, which deserved warm commendation.
10. As far as the matai system was concerned, the Administering Authority should make further efforts to liberalize the system of land tenure. While he recognized that it was a difficult undertaking, he hoped that the present system could be improved before the Territory attained independence. It was encouraging to know that the attitude of the matai leaders was changing, but a modern system of land distribution and registration would surely be desirable. Apparently, it should not be impossible for the matai leaders and the Administering Authority to reach agreement on that point.
11. With regard to the proposed treaty of friendship between New Zealand and Western Samoa, it should be noted that it was the Samoans themselves who wished to open negotiations on the matter before independence was attained. The bonds of friendship and understanding uniting Samoa and New Zealand were the best safeguards in that connexion. However, even though the treaty was not to be signed until after the Territory attained independence, his delegation would have preferred the exchanges of views or the negotiations to take place after independence.
12. Another important problem was that of higher education. Before it became independent, Samoa should undertake at least a modest programme of action in that field, for cultural progress should keep pace with political development. It was encouraging to note the existence of a school of agriculture, but the institution in question was able to provide only secondary education. While higher education in the Territory must be supplemented by opportunities for study abroad, such opportunities could not provide a permanent solution. His delegation therefore hoped that the problem would be examined with the Samoan Government and that it would be taken into account in the Administering Authority's programme for the future.
13. Mr. KIANG (China) was pleased to note that the time-table for the Territory's development towards independence, which had been established by the New Zealand Government and the Samoan authorities and had been endorsed in its broad terms by the Trusteeship Council, was being complied with and that all the important steps envisaged for 1959 had been carried out. There now existed a smoothly functioning cabinet government, and a Citizenship Ordinance had been enacted. There was every reason to believe that the remaining part of the programme would go forward smoothly.
14. The Working Committee on Self-Government had made great progress in the drafting of the Constitution and in the examination of other problems. He was particularly pleased that the Committee had recommended the inclusion in the Constitution of provisions guaranteeing the fundamental freedoms set forth in the Universal Declaration of Human Rights. Furthermore, the question of the future Head of State had been resolved. There were still difficulties to be overcome, but he was happy to note that the main features of the Constitution would have been publicized by the time the non-Samoans were called upon to choose their citizenship.
15. In deference to the wishes of the Samoan leaders, the Constitutional Convention was to be held before the elections to the Legislative Assembly, and not afterwards as originally planned. He was certain that the present Assembly was fully representative and hoped that the Constitutional Convention would help to work out a solution satisfactory to those Samoans who were not covered by the matai system.
16. The question had been raised, with some justification, whether it was proper that the treaty of friendship defining the future relationship between New Zealand and independent Samoa should be negotiated before Samoa attained independence. However, it was the Samoans who had requested the treaty, which was not to be signed until after independence. It seemed natural, in view of the friendly relations uniting them with New Zealand, that the Samoans should wish to entrust the latter with the responsibility for their external affairs and defence. In any event, the granting of independence was not contingent upon the conclusion of such an agreement. The question of the future relationship between Samoa and New Zealand would unquestionably occupy an important place in the deliberations of the fifteenth session of the General Assembly, and the New Zealand Government would probably be in a position to provide more information about the treaty at that time.
17. With regard to the public service, Samoa could not continue to rely on expatriate personnel for an indefinite period after independence without harmful effects on its status as an independent State. He was glad to note that a Public Service Commission had been established under the exclusive authority of the Samoan Government. The training programme under which fifteen Samoan administrative officials were currently receiving training in New Zealand was certainly a most welcome step. It was to be hoped that the Administering Authority and the Samoan Government would continue their effort to train Samoan personnel in the different fields of government administration.

18. The Samoans themselves must recognize that properly constituted organs of local government were essential to a self-governing country. It was therefore to be hoped that the Samoan Government would seek to promote the establishment of such organs, beginning with the district centres.

19. Although it exercised a stabilizing influence in Samoan society, the matai system had certain drawbacks. Nevertheless, it was encouraging that, however slowly, the system was evolving. In 1959, the matai had agreed that the forthcoming plebiscite should be based on the principle of universal adult suffrage, and it was to be hoped that in due course that principle would be applied in all elections. The traditional matai system of land tenure was largely responsible for the fact that farmers felt little incentive to increase production. The land problem was by no means at a critical stage as yet, but, as the level of education rose, the younger generation would broaden its horizons and the desire for liberalization of the land system might make it wish to make a violent break with tradition. Fortunately, there were signs that the traditional system might undergo some modification, and he hoped it would be possible to introduce a usehold system which would give landholders and their descendants some security of tenure.

20. The Territory's economy had been particularly prosperous in 1959 because of the increase in cocoa and copra production and the rise in prices. That served to demonstrate the urgent need for an intensified effort to diversify the Territorial economy. Every means should be employed to promote export crops. It was interesting to note in that connexion the work done by the extension services of the Department of Agriculture. The short-term development plan adopted in 1958 had been vigorously carried out. Finally, the building of new roads had resulted in the opening up of new areas.

21. Turning to the social field, he expressed satisfaction at the success achieved in wiping out yaws. An anti-tuberculosis campaign was also to be carried out with the assistance of WHO. The Inspector-General of the South Pacific Health Service had made a study of public health services in the Territory and had reported to the Samoan Government on methods for improving them. The Samoan Government would surely take into account also the observations submitted by WHO at the present session of the Council (T/1523).

22. It was imperative to accelerate the development of educational facilities, and he was pleased to note in that regard the generous assistance which the New Zealand Government was offering to Samoa. Although efforts to establish compulsory primary education must be continued, it was even more important to develop secondary education and vocational training with a view to training qualified administrative officials and technicians.

23. Mr. ATTOLICO (Italy) noted that the efforts of the Administering Authority and the Samoans to prepare the Territory for independence had so far met with full success. The constitutional changes of the past three years represented substantial progress towards independence; what was even more important, however, was the fact that the development had proceeded smoothly, a good indication of Samoa's political stability. The salient event in that field had been the establishment of cabinet government in October 1959. The Administering Authority was to be commended for

having been able to take that step more than a year in advance of the date originally scheduled.

24. It seemed that a proper balance had been reached in reconciling the traditional structure of Samoan society with the requirements of the new order that had emerged as a result of contact with the outside world. The present solution was the establishment of a dual domestic status for future Samoan citizens and a dual electoral system. There were two different social patterns: one was the traditional matai system, the other had been introduced from outside and represented an element of progress. Such a situation might contain the seeds of dissension if it was not essentially transitional and if the machinery that had been devised did not really reflect the wishes of the people. The Samoans should, however, bear in mind the need for a gradual change in the present system until all differences of status would eventually disappear. The Administering Authority would not fail to press that point; such an evolutionary process should not, however, be artificial but should correspond to a change in attitude.

25. In short, the problem of establishing the organs of government and drafting a Constitution had been satisfactorily solved. All the evidence indicated that the time-table and the programmes which had been prepared were being respected. It was important, too, that progress should be as thorough as possible. In that respect the outlook for the future was very encouraging and the Administering Authority and the Samoan leaders should be given full credit for their achievements.

26. Many problems would remain to be solved, particularly in connexion with economic development, which must run parallel to social development and take into account the probable increase in population. The Samoan Government was now responsible for the management of the Samoan economy and was carrying out its responsibilities satisfactorily. Agricultural development should continue to be the main objective. The difficulties in that respect were mainly due to the traditional system of land tenure and cultivation. The need to diversify agriculture in particular and the economy in general, possibly by developing fisheries and livestock breeding, was quite apparent. In that respect, he welcomed the progress which had been made with the development scheme. Notwithstanding those efforts, however, it was clear that Samoa would still need outside aid after it attained independence. He had been pleased to hear the New Zealand representative confirm that his country was willing to continue to assist Samoa while respecting its sovereignty and independence.

27. In the view of the Italian delegation, the proposed treaty of friendship between Samoa and New Zealand would be the natural outcome of the good relations between the two countries and would be concluded after Samoa's achievement of independence. It was natural that the Samoan Government should have expressed the desire to conclude such a treaty and the Italian delegation welcomed the assurance given by New Zealand that Samoan independence and sovereignty were in no way dependent on the signing of the treaty. The Italian delegation had also noted the intention of the New Zealand Government to inform the General Assembly at its fifteenth session of the main points to be included in the treaty.

28. The Italian delegation felt that the progress so far achieved in all fields in the Territory was such as

to inspire confidence in the future of independent Samoa and that both the Samoans and the Administering Authority were to be congratulated on that account.

*Mr. McEwen, special representative of the Administering Authority for the Trust Territory of Western Samoa, withdrew.*

**Examination of conditions in the Trust Territory of New Guinea: annual report of the Administering Authority for the year ended 30 June 1959 (T/1514, T/L.967)**

[Agenda item 3 (d)]

*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.*

#### OPENING STATEMENTS

29. Mr. JONES (Special Representative) said that the Administering Authority had carefully studied the views expressed by the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959, in its report (T/1451), and that, in part X of the annual report,<sup>1/</sup> it had made some observations on the recommendations adopted by the Trusteeship Council after an examination of the annual report for 1957-1958.<sup>2/</sup>

30. One of the most important events which had taken place since the twenty-fourth session of the Council had been the introduction of income tax, on 1 August 1959.

31. Various proposals for changes in the Legislative Council of Papua and New Guinea had been under consideration for some time but on account of the controversies over taxation which had culminated in a challenge in the courts to the validity of the Legislative Council it had not yet been possible to take any final decision about the Council's future.

32. The Administering Authority had continued to co-operate with the organs of the United Nations, the specialized agencies and Territorial Administrations. It was participating in the increasing exchange of knowledge and experience resulting from the work of the South Pacific Commission and from direct contact between the Territorial Administrations concerned. In the administrative field, co-operation had continued between the Territorial Administration of Papua and New Guinea and the Administration of Netherlands New Guinea in dealing with problems common to both Territories.

33. Of the Territory's 93,000 square miles, 78,745 square miles had been brought under full Administration control by 30 June 1959, an increase of 550 square miles over the area under control on 30 June 1958. In addition, 6,640 square miles had been under Administration influence, 2,595 under partial Adminis-

tration influence and 5,020 classified as "penetrated by patrols". The greater part of the latter areas was thinly populated by nomads. Those areas were densely forested and mountainous, making them difficult of access. The map on page 167 of the annual report showed the areas of the Territory still to be brought under Administration influence as of 30 June 1959.

34. In the political field, good progress had continued to be made at the local government level. Three new local government councils, representing 148 villages with a total population of 21,609, had been established during the year under consideration, bringing the number of councils proclaimed by 30 June 1959 up to eighteen, representing 697 villages with a total population of 119,532. Since that date another council had been established in the Bougainville District and surveys were being made with a view to the establishment of other councils in a number of districts.

35. Expenditure on public services by those councils for the year ended 31 December 1958 had amounted to £69,847. The estimates of revenue and expenditure for 1959 were given in tables B and C on pages 34 and 35 of the annual report.

36. Those local government councils were making a substantial contribution to the provision of their own public services and were playing a very active part in the administration of their own affairs. The Trusteeship Council would doubtless recognize that their numerical increase and development demonstrated that the Administering Authority's policy with regard to political advancement, as set forth in part V, chapter 1, of the annual report, was continuing to meet with success.

37. A conference of Native Local Government Councils had been held at Madang from 1 to 5 June 1959. Each of the eighteen councils had sent two delegates whom they themselves had selected and whose transport and accommodation expenses had been covered by the Administration. The conference had had on its agenda thirty-three items covering a wide range of subjects: health, education, land tenure, road maintenance, council administration, public order and questions relating to marriage.

38. The reorganization and general consolidation of the Territorial Administration had continued. Major changes during the year had included the reorganization of the Departments of Education, Public Works and Lands Surveys and Mines, and the establishment of a Taxation Branch in the Department of the Treasury.

39. Recruitment for the Public Service had proceeded satisfactorily and the total number of its employees had increased by 307 during the year. The number of permanent appointments to the Auxiliary Division had reached 248 by 30 June 1959, fifty-four of them held by people from the Trust Territory. An additional 192 officers and 113 cadets had been appointed between 1 July 1959 and 31 March 1960. Nineteen officers had attended a linguistics school at Kainantu, in the Eastern Highlands District, from 7 March to 14 April 1960. Upon completion of the course each officer had been given a tape recorder to assist him in learning the language of the area to which he was to be posted.

40. During the year under review expenditure on health services had totalled £2,308,245, an increase of 7.4 per cent over the preceding year. Expenditure on education had totalled £1,167,656, an increase of

<sup>1/</sup> Commonwealth of Australia, Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1958, to 30th June, 1959 (Canberra, A.J. Arthur, Commonwealth Government Printer). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1514).

<sup>2/</sup> Commonwealth of Australia, Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1957, to 30th June, 1958 (Canberra, A.J. Arthur, Commonwealth Government Printer). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1464 and Add.1).

20.8 per cent. A total of £578,087 had been spent on agriculture. Those figures did not include maintenance costs or, in the case of agriculture, capital works expenditure. The local government councils had spent over £12,000 from their own funds on health and educational services. The missions had spent £105,486 on health services and £432,534 on education.

41. The Trust Territory's internal revenue had risen from £2,926,026 in 1957-1958 to £3,555,373 in 1958-1959, while the grant to the Territorial budget by the Commonwealth of Australia had been increased from £6,188,121 to £6,706,313. Particulars of the grants made by the Australian Government for special purposes were given on page 44 of the annual report. Furthermore, the various Departments of the Commonwealth of Australia had spent more than £1,900,000 in the Territory. Internal revenue for the period 30 June to 31 December 1959 had totalled £1,691,313 and Administration expenditure had totalled £3,802,953, exclusive of Administration headquarters expenditure on behalf of the Territory and certain expenses of the Commonwealth Department of Works.

42. The primary purpose of the income tax introduced on 1 August 1959 was not to increase the total burden of taxation but to redistribute it in a more equitable manner among individual taxpayers and industries and to provide inducements for the development of the mining and agricultural industries. The Territory could not rely indefinitely for its revenue on a tax levied on primary producers' exports or upon imports, which had the effect of increasing production costs and the cost of living. The new income tax took into account the domestic responsibilities and the income of the taxpayers and permitted commercial enterprises to deduct certain legitimate management expenses in order to encourage the investment of new capital. Moreover, it was necessary to build a sounder economic foundation in order to provide employment for the rapidly increasing population of the Territory and to enable the Territory to meet more and more of its needs from its own resources. Furthermore, the burden of import duties, which in the past had constituted the Territory's main source of revenue, was borne primarily by the consumer, the distributive industry making little contribution to the Territory's resources. The partial replacement of import duties by income tax would permit of a reduction of the tax on capital goods and commodities needed for economic development. All export duties were to be abolished; in fact, the export duty on copra, cocoa, rubber and marine shell had already been abolished.

43. The majority of the indigenous inhabitants would not have to pay income tax, owing to the statutory exemption from taxation of incomes of less than £105 and to other concessions. The personal tax, which was being retained, would be allowed as an offset against any income tax liability. That tax, which varied from ten shillings to £2, was levied only in areas where economic activity had reached a certain level and provided the indigenous inhabitants with a cash income. Co-operatives, rural progress societies and other indigenous organizations would be exempt from payment of tax for five years.

44. In accordance with the legislation adopted in February 1960 concerning loans, a first public loan of £100,000 had been opened on 12 April 1960 to finance the development of electric power. Other loans would be raised for public works projects. Repayment of

such loans was guaranteed by the Australian Government.

45. Economic conditions had continued to improve steadily. Exports during the year under review had totalled £12,691,877, an increase of nearly 32 per cent compared with 1957-1958, while imports had totalled £11,818,592, an increase of 3.2 per cent. The steep rise in the value of exports was the result of higher prices and an increase in the quantity of the major primary products exported: coffee, cocoa beans and passionfruit juice and pulp. Despite a drop in copra exports the total value of coco-nut products exported had risen from £5,323,190 to £7,384,258.

46. Following the references in the report of the 1956 United Nations Visiting Mission to Trust Territories in the Pacific, 1956 (T/1260, para. 248) to its discussions in Canberra on the question of land tenure, he had outlined to the Council at its twenty-fourth session some of the complexities of the customary systems of indigenous land holding and of the problems involved in their reform. As a result of a close study made of those problems a number of broad principles had now been laid down as a basis of policy. It should be noted that respect for indigenous land ownership had been a principle in Papua for more than eighty years and that principle was also observed in the Trust Territory. In 1952 the Administration had established a Native Lands Commission to make a survey, establish who was the owner of each tract of land, and register land titles. In practice, however, it had been found that, owing to the complexity of the local systems of land ownership, occupancy and use, it would be impossible to carry out that task in that form. The Administering Authority had subsequently laid down the principle that the ultimate objective was the introduction throughout the Territory of a single system of land tenure administered by the Territorial Government and providing for the registration of individual land titles, in accordance with the Australian system. Lands subject to indigenous custom would retain that status either until they were acquired by the Administration or until conversion of the customary land title to an individual land title. In both cases compensation would be provided in respect of the extinction of rights under indigenous custom. Land held under indigenous custom could be acquired only by the Administration and on condition that the indigenous owners were willing to sell and that in the opinion of the Administration they did not need the land. Conversion of a customary title to a registered individual title could take place only if the majority of the indigenous inhabitants concerned gave their consent. The Native Land Commission was to make the necessary inquiries.

47. The Administration would determine the ways in which those principles were to be applied on the basis of detailed proposals which it would study closely to ensure that they served the purposes which the Administering Authority had in mind.

48. In implementing that policy the Administering Authority would continue to respect indigenous ownership of land; its intention was to facilitate better use by the indigenous inhabitants of the available land and the more orderly handling of land transactions, as also a better use of the Territory's natural resources.

49. The Administering Authority had continued to accord high priority to the development of indigenous agriculture, not only to increase food crops but also to expand the output of market crops. In most areas

an administrative framework had been established for that purpose and many of the indigenous inhabitants had improved their methods, with the result that they were now enjoying a higher level of living. A detailed statement of the objectives envisaged and the measures to be adopted was to be found on pages 70 to 72 of the annual report. Since 30 June 1959 the Administration had adopted a plan for the development of agricultural extension activities; the plan, which was to cover a three-year period, provided for the recruitment by the Division of Agricultural Extension of seventy-four additional European officers, an increase of 180 in the number of indigenous agricultural assistants, bringing the total to 300, an increase in the number of farmers trained each year in improved agricultural practices, the establishment of additional agricultural extension stations and an appreciable increase in the number of agricultural inspection patrols.

50. Details of the progress made in the development of certain main crops, including copra and cocoa, had been given by the Administering Authority in part VI of the annual report. Contact had been made with 454,000 farmers by 334 agricultural patrols and, with the expansion of road development throughout the Territory, and increasing number of farmers were in day-to-day contact with agricultural extension centres and stations. The acreage devoted to coco-nut planting had continued to increase, as had the area planted in coffee; copra, coffee and cacao production had also shown a significant rise. Farmers displayed little interest in the commercial production of rice, since other crops yielded more attractive returns, but there had been an increase in the amount of rice grown for family consumption. Approximately one-third of the 1,703 tons of peanuts exported had been produced by indigenous growers; and the production of passionfruit juice, which was entirely in the hands of indigenous farmers, had been 31 per cent greater than that of the previous year.

51. Thus agricultural production had continued to expand and the indigenous population, with the advice and assistance of the Administration, was playing an ever-increasing part in the Territory's economic development. In September 1960 the Australian and Territorial Bureaux of Statistics and the Department of Agriculture would initiate a Territory-wide survey of indigenous subsistence agriculture, which would form part of the world-wide agricultural census sponsored by FAO. In the field of agricultural training, it was proposed to enlist the co-operation of the local government councils in establishing schools for agricultural and other technical training at the village level. The Councils would provide the buildings and the Department of Education the teachers. Full particulars on the development of co-operative societies and associations up to 30 June 1959 could be found in appendix XIV of the annual report. The Tolai cocoa project had continued to develop and the Administration had guaranteed an additional loan of £51,050 to the local government councils for the building of fermentaries.

52. The production of timber and timber products had continued to increase; they now not merely met local demands, but had been exported to a value of over £1,347,000. Since July 1959 the Department of Forests had begun to train forestry field workers for districts where no forestry stations existed. On the completion of three months' training in a forestry station, such workers would return to their own areas, where they would establish forest nurseries and supervise the

transplanting of seedlings. Higher-level forestry training would be provided at a forest school to be established early in 1961 at Bulolo, in the Morobe District.

53. The over-all production of gold had decreased by 9 per cent in comparison with the preceding year, but production by indigenous miners had risen by 27 per cent. Plans to stimulate mineral production included the progressive extension, to the whole Territory, of a regional geological survey carried out by the Australian Bureau of Mineral Resources; detailed local geological surveys; the initiation and promotion of exploratory drillings by the granting of loans; and the extension of assistance to indigenous mining enterprises.

54. For the six months ending 31 December 1959, expenditure on new works and capital purchases (construction of roads, bridges, hospitals, schools, etc.) had amounted to £896,453.

55. The new labour legislation was to enter into force within the next few months. The Native Employment Board Ordinance had been brought into effect on 14 July 1959; the Board's first assignment had been the conducting of an inquiry into the existing wage scale for indigenous workers. The Social Development Branch of the Department of Native Affairs was in charge of social development. No particular department was responsible for welfare services, but there were very few activities of the Administration which were not directly or indirectly concerned with the social welfare of the inhabitants. With regard to the advancement of women, fifty women's clubs had been established in the Territory.

56. Progress in the field of public health had included the opening of several general hospitals, including one 316-bed and one 450-bed hospital and two district hospitals. It was expected that two other hospitals would be completed in 1960. Since July 1959, the non-indigenous medical staff employed by the Administration had increased by three medical officers, fourteen medical assistants and twenty-three nurses; the number of indigenous staff had risen by 126. The Division of Medical Research was to carry out research specifically directed at reducing infant mortality; it would also study nutritional diseases, medical anthropology, and demography. The Maternity and Child Health Service had continued to expand. With regard to the control of malaria, which was still the disease most widespread in the Territory, the plan for a Territory-wide eradication campaign had been slightly modified, so that it could better be explained to the people how essential their co-operation was. Because of the large area involved, the eradication campaign would necessarily last for a number of years, but it was expected that malaria would be eradicated from the Territory by 1972. As for tuberculosis, 73,000 persons had been examined by two case-finding and vaccination teams. Within the Department of Public Health, a preventive dental treatment service had been established which would ultimately provide free preventive treatment for all school children up to the age of fourteen. A Division of Mental Health had also been set up. The training of assistant medical practitioners had begun at the Papuan Medical College at Port Moresby, where one female and seven male students from the Territory had commenced their first year of study. At 31 December 1959, 200 first-aid station orderlies had been undergoing training in schools in the Territory.



57. The Corrective Institutions Ordinance 1957-1959 and Regulations had entered into force on 31 March 1960; they marked the formal establishment of the policy of transferring the control of prisons to specially trained officers and warders, and of re-educating persons under detention.

58. Expenditure on education (excluding the maintenance of buildings) had during the year under review amounted to £1,167,656, including £133,890 in financial aid to mission schools. Expenditures by missions from their own funds had totalled £432,544. The Technical Training Centre at Rabaul, the Madang Primary School and the first stage of the Rabaul Secondary School had been completed.

59. In accordance with the new educational development plan, additional inspectors had been appointed, and the duties of certain education officers had been varied so as to enable them to take over supervisory functions in their respective areas, as well as to provide in-service training for indigenous teachers. In each area a public school under the direction of an indigenous teacher would be available as a model and demonstration school for short courses organized for mission teachers. District education officers were responsible for directing and co-ordinating the work of education officers in improving the efficiency of district primary schools, and were in turn subject to the control of regional inspectors. The regional inspectors set standards and personally inspected all teacher-training institutions, intermediate and second-

dary schools, and European primary schools. Between 30 June and 31 December 1959, twenty additional teachers in mission schools had been granted full registration and ninety more mission schools had been granted registration or recognition. Since 30 June 1959, the subsidy rates for registered A, B and C class teachers had been increased to £50, £70 and £90 a year respectively; the grant for approved teacher trainees had been raised to £30 a year; and a maintenance grant of £20 per caput had been allowed for all students admitted to standard 7 for the year 1960.

60. There were thirty-three local government council schools for which the Department of Education provided the staff, the councils providing and maintaining the buildings and supplying the school furniture and the meals. Each council had appointed an education committee, which maintained close liaison with the Department of Education.

61. The classification of primary schools had been changed from "indigenous" and "non-indigenous" to "Primary (T)" and "Primary (A)" respectively. Although Primary (A) schools followed an Australian syllabus and were attended for the most part by European pupils, they also admitted indigenous children who had a sufficient grasp of English and the ability to take the same studies as non-indigenous children. In view of the circumstances of the Territory, educational integration would be a long and difficult process.

The meeting rose at 5.5 p.m.