



## Eighteenth Session

## VERBATIM RECORD OF THE SEVEN HUNDRED AND TWENTY-FOURTH MEETING

Held at Headquarters, New York,  
on Wednesday, 11 July 1956, at 2 p.m.

President: Mr. ASHA (Syria)  
Later: Mr. GRILLO (Vice-President) (Italy)

1. Examination of conditions in the Trust Territory of Western Samoa (T/L.690) [4f, 77]
2. Examination of conditions in the Trust Territory of New Guinea (T/L.687) [4b, 77] (continued)

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EXAMINATION OF CONDITIONS IN THE TRUST TERRITORY OF WESTERN SAMOA (T/L.690);

(a) ANNUAL REPORT OF THE ADMINISTERING AUTHORITY (T/1243, 1251, 1268)

[Agenda item 4 f]

(b) REPORT OF THE UNITED NATIONS VISITING MISSION TO TRUST TERRITORIES IN THE PACIFIC, 1956 (T/1261) [Agenda item 7]

Sir Leslie MUNRO (New Zealand): Mr. President, I thank you and my colleagues for giving me the opportunity at this juncture to introduce the annual report on the Territory of Western Samoa. It is indeed a welcome duty for me to do so.

I do not need to emphasize that events are moving quickly in Western Samoa. The facts of political and constitutional progress are admirably marshalled in the report of the United Nations Visiting Mission to Trust Territories in the Pacific (T/1261), which left the Territory only two months ago. They speak for themselves.

My Government does not feel that there is any need for it to submit formal or written observations on this report, which in its view shows an admirable grasp of the problems of the Territory. But at this stage my Government would like me to communicate certain views on the report to the Council.

The recommendations of the Mission, with which my Government is in general agreement, are under examination, but there are certain interpretations of policy which I must clarify and some errors of fact upon which we shall take the opportunity of commenting during the course of the Council's consideration of the report. By way of example, on the subject of the secret ballot, to which a reference will be found on page 16, paragraph 31 of the report, my Government has asked me to say that while the Joint Session of the Fono of Faipule and the Legislative Assembly in February 1956 accepted in principle the proposals relating to suffrage made by the New Zealand Government, it should not be assumed that this acceptance extends to the immediate introduction of a compulsory secret ballot, as reported by the Mission. Her Majesty's Government in New Zealand, in its proposals of 26 December 1955, hoped that "a development of this nature would not long be delayed", but said that it was willing to accept, for the time being,

(Sir Leslie Munro,  
New Zealand)

the recommendations of the Constitutional Convention on the method of election in Samoan constituencies. This recommendation was understood to mean that any candidate nominated by an absolute majority of the Matai in any constituency would be declared elected, but that if no candidate were nominated by an absolute majority a secret ballot should be held to decide the election. This is the proposal accepted in principle by the Joint Session.

In discussing the position of Fautua, the Visiting Mission remarks on page 17, paragraph 34, that this position cannot be held by anyone other than one of the four high Chiefs. I should like to point out that there is no legal provision to that effect. In law anyone could be nominated for the position. In fact, of course, the nominees have always held one or other of the four high titles. At the Constitutional Convention the supporters of Tuimalealiifano accepted the recommendation of the Convention about the Head of State. Some of this Chief's family even spoke in favour of the recommendation. The opposition to the recommendation came from some, but not all, of the family of Mata'afa.

When, twelve months ago, I spoke to the Council about Samoa, the New Zealand Government had already made some observations on the recommendations adopted by the Constitutional Convention of 1954. A final reply has since been given to the Samoan people in circumstances which I will leave to the special representative to describe.

By January of this year, therefore, the people of Samoa had had every opportunity to obtain complete understanding of the views of the New Zealand Government on the recommendations of the Convention. These views included proposals as to the constitutional changes which the Administering Authority believed should be introduced.

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New Zealand)

Since that time, agreement has been reached on general principles governing a series of measures which, if they are successfully carried out, will bring the Territory to the verge of self-government.

Western Samoa has reached an interesting point in its political evolution. The final pattern of its institutions was fashioned in continuing consultation between the Samoan people and their representatives on the one hand, and the Administering Authority on the other, and they can now be seen with some clarity. It is at this advanced stage possible to establish with reasonable probability the timing of important steps which remain to be taken before representative government can become responsible government.

As the Mission has recorded, the Samoa Amendment Act, passed in May 1956 -- not very long ago -- provides for the reconstitution of the Executive Council as the principal instrument of policy of the High Commissioner in his administration of the executive government. The unofficial membership has been increased by two members: one Samoan and one European. The responsibilities of the elected members of the Executive Council will be considerably increased. I think that the Council will recognize that this "member" system is a major step forward in the development of a cabinet system.

It is proposed that the next stage should be reached in the period following the election of the new Legislature in 1957. It will then be possible for the High Commissioner and the Fautua to withdraw from the Legislature, although they, of course, will continue as members of the Executive Council. All Executive Councillors will assume ministerial functions in the Assembly, although it is contemplated that an official member will continue as leader of government business.

When sufficient progress has been achieved as a result of the effective functioning of these reformed institutions, it will be possible to proceed to the penultimate stage before it may be said that self-government has been achieved. The aim of my Government, in which the representatives of the Samoan people clearly concur, is that eventually there should be a premier leading the business of the Legislature and presiding over a cabinet of ministers.

(Sir Leslie Munro,  
New Zealand)

It is hoped that the new Government which has been proposed for the post-1957 period will measure up to its responsibilities sufficiently to enable this third step to be taken in 1960.

This is the timetable which is referred to in paragraph 41 of the Visiting Mission's report. With regard to the Mission's observation that the introduction of the timetable should enable the Territory to achieve self-government in 1960, Her Majesty's Government in New Zealand shares the hope that this will prove to be the case. However, my Government has asked me to remind the Council that the timetable cannot be regarded as a rigid one. To avoid any misunderstanding over the Mission's reference to "self-government in 1960", I should like to make it clear to the Council that my Government places the emphasis not on dates but on the demonstrated readiness of the Samoan leaders and people to accept the additional responsibilities at each stage. While it is hoped to establish full self-government by 1960, the New Zealand Government, it is expected, will still retain certain residual powers and responsibilities which may be transferred at a later stage to the Samoan Government.

The Visiting Mission has, it states, taken into consideration that responsibility for the conduct of their own affairs is rapidly passing into the hands of the Samoans and that where, by way of example, recommendations are to be made concerning long-term development plans, it is the Samoan Government which will be increasingly concerned with measures to fulfil such plans. This is very true. It is the hope of the Administering Authority of the Government of New Zealand that the Samoan leaders and people will act in the realization that political progress depends largely on a sound and adequate economy.

It is by their achievements in economic development and in meeting the administrative problems of the Territory, as well as maintaining proper control of their new political institutions, that the capacity of the people of this Trust Territory to accept further responsibility will be judged. The extent to which these duties are successfully performed must have, obviously, a considerable effect on the progress of Samoa toward the final stage of self-government.

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New Zealand)

The Council will have realized that when cabinet government has been successfully established only one more significant step will be necessary before it can be said that self-government has been achieved. The status of the New Zealand representative must be changed and the Head of State will assume the proper powers and functions of this office. When this should be done will necessarily be the subject of discussions between the new responsible Government of Western Samoa and the Government of New Zealand.

Mr. President, at this stage I ask you to be good enough to call upon the special representative, Mr. T.R. Smith, who is Secretary to the Government of Western Samoa and Deputy High Commissioner. By reason of his office, I do not think I need to enlarge on his qualifications to appear before the Council. Mr. Smith will be pleased to give the Council all possible assistance in its examination of the reports before it.

At the invitation of the President, Mr. T.R. Smith, special representative for Western Samoa under New Zealand administration, took a place at the Trusteeship Council table.

The PRESIDENT: I am sure that the Council would wish me to welcome Mr. Smith who is appearing before us for the first time. Mr. Smith is the Secretary of the Government of Western Samoa and Deputy High Commissioner of that Territory. Before being appointed to these high functions, he had occupied a number of positions of responsibility in the New Zealand Service, such as Inspector of the Public Service Commission and Secretary of the Internal Marketing Department. He had also been a senior lecturer in Public Administration in Victoria University College in Wellington, and Special Assistant to the New Zealand Director of Education. In 1953 and 1954, he was seconded to the Indonesian National Planning Bureau as Adviser on Public Administration and acted as guest professor of Public Administration at the University of Indonesia. In 1954, he was appointed Secretary of the Government of Western Samoa and Deputy High Commissioner, and since that date has resided in the Territory in that capacity. Mr. Smith's presence will doubtless be of great assistance to the Council in its examination of conditions in the Trust Territory of Western Samoa.

Mr. SMITH (Special representative): First allow me to thank you, Mr. President, for your gracious words of welcome. I need hardly say that I feel privileged to be here, and I trust that my presence will be useful to the Council in its consideration of the reports on Western Samoa.

The Council has at present before it the annual report on the Administration of the Trust Territory of Western Samoa for the year ended 31 December 1955 and also the report of the Visiting Mission which visited the Territory during May of this year.

From the Visiting Mission's report, members of the Council will have been brought almost completely up to date on events in the Territory, but I hope that I may be excused if, so that I may gather the threads together and try to give a coherent account, I go further back and try to summarize developments since the Council discussion on the Territory last year.

Last July the Council considered reports made on the Constitutional Convention at the end of 1954 and on the immediately following events. Members will remember that when Mr. Powles came here as special representative he explained that the New Zealand Government had made an interim reply to the resolutions passed at the Constitutional Convention and that the Minister of Island Territories, the Honourable Mr. Macdonald, had just visited Western Samoa and had met members of the Legislative Assembly and of the Fono of Faipule in joint session. Mr. Macdonald took back with him to New Zealand the resolutions of that joint session, and he also had the opportunity in September 1955 for further personal discussions with some members of the Legislature when they visited Wellington. After Mr. Powles returned to the Territory he visited Wellington in December and had further discussions on Samoa with Mr. Macdonald and other members of the New Zealand Cabinet.

Subsequently, on 26 December, Mr. Macdonald forwarded to Samoa the final reply of the New Zealand Government to the resolutions of the Constitutional Convention. The full text of that reply has been supplied to the Council in document T/1243 of 25 April, and it appears also, for convenience, on pages 214 to 220 in the appendix to the annual report, but I should like here to mention briefly the main points in it so that they may be fresh in the minds of members during the discussion. I do not propose to discuss these points in the order in which they were given in the reply, but to mention first the matters on which more immediate action is needed.

(Mr. Smith,  
Special representative)

On some matters, while agreement has been reached between the New Zealand and the Samoan authorities, no legislative or administrative action will be needed for one or more years.

The most urgent questions are those which I propose to mention first -- those relating to the growth and development of executive government. Members of the Trusteeship Council know already of the Associate Member System which was introduced in 1954. This was seen as the first step in the process which would lead to a full system of cabinet government. In the view of the New Zealand Government this result should be reached in three more stages. The first stage, which is being introduced in 1956, is that the Executive Council should be enlarged by the appointment of two more members. Then the elected members of the Executive Council, as well as the official members, are to be charged, at the discretion of the High Commissioner, with responsibility for particular departments or subjects. The members are to be responsible to the High Commissioner as the head of the Administration, but they are, of course, as members of the Legislature, to take their part in handling government business in the Assembly. The second stage is proposed to be taken in 1957 after the election of the new Legislature. In this stage the High Commissioner and the Fautua will cease to be members of the Legislature but will continue as members of the Executive Council. The other members of the Council will then act as Ministers in the Assembly, but it is expected that the leader of government business will still for a time be an official member.

It is not yet possible to see clearly when the first step will be taken, but it is hoped that that will be possible in 1960. At that stage we expect to have a complete system of cabinet government with a Prime Minister or Premier leading the Legislature and presiding over a Cabinet of Ministers. At that stage neither the High Commissioner nor the Fautua will be in the Executive Council.

It is expected that the Legislature will choose the Premier from its own members and that the Premier in turn will choose the members of his Cabinet from among the members of the Legislature. It is expected also that for some time after that it will be necessary for two official members to continue as Attorney-General and Minister of Finance.



(Mr. Smith,  
special representative)

Although the question of the public service is not treated in the New Zealand Government's memorandum as the second matter, I propose to mention it next today because it is a matter on which further legislation this year was necessary. The public service in Western Samoa has been under the merit system during the whole period of New Zealand administration, but it was not until 1949 that a resident Public Service Commissioner was appointed. That officer was, and still is, appointed by the Minister of Island Territories in New Zealand, and in certain respects was made answerable to the Minister. During the Constitutional Convention of 1954 the necessity for the Public Service Commissioner to be independent of politics was fully recognized, but some members advocated the handing over of control of the public service to the Samoan Government, which would appoint its own Public Service Commissioner.

The New Zealand Government agrees, of course, that the day by day control of the administrative departments should be handled in Samoa, but it is very concerned that there should be an independent Public Service Commissioner to safeguard the merit system. Certain amendments to the legislation were, therefore, proposed both to remove confusion by defining more closely the duties of the Public Service Commissioner and to remove as far as possible the elements of control from New Zealand. It was proposed that the regulations made by the Public Service Commissioner for the internal control of the public service should in future be made subject to the approval not of the Minister of Island Territories as in the past but of the High Commissioner in Samoa.

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Special representative)

The Public Service Commissioner is required by law to publish annually a list of persons employed in the public service, and it was to be provided that this list should in future be placed before the Legislative Assembly for the information of members. The Amendment Act of 1949 also provided that, while the Public Service Commissioner determined the amount of salary to be paid to all officers, the salaries paid to the most senior officers required also the sanction of the Minister. It was proposed that this power to add the additional sanction should be transferred from the Minister to the High Commissioner. The existing legislation also appeared to give the Public Service Commissioner the power to obstruct Government policy, for he could refuse to make appointments where his view did not coincide with that of the Government. A minor amendment was proposed to strengthen the Government's hand in this respect.

The memorandum discussed the position of the Head of State and expressed the opinion that, while the proposal for a Joint Head of State was one of rather doubtful wisdom, the New Zealand Government would, because of special conditions known to exist in Western Samoa, accept the convention's recommendation that the Fautua should be the Joint Head of State while they both lived. The recommendations concerning the Legislature were discussed and it was agreed that the new Legislature, which will be presided over by its own elected speaker, should consist initially of forty-one Samoan and five European members, with the provision that four additional Samoan members should join the Assembly after the constituencies had been adjusted. That adjustment had to do with the varying population figures in the different constituencies. The provision for a three-year term for the Legislative Assembly was agreed to, but attention was directed to the desirability of providing for the dissolution of the Assembly within the three-year period should special circumstances make that course desirable. The power of the Legislature to amend the constitution was discussed, but a final conclusion on what should be its functions in this field was deferred.

The question of suffrage was discussed and the New Zealand Government again expressed its opinion, which was endorsed at the sixteenth session of the Trusteeship Council, that Samoan leaders should consider a progressive adaptation of their traditional system to more modern democratic methods. While the

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Special representative)

New Zealand Government expresses its opinion on this point, it does not wish to interfere with the freedom of the Samoan people to decide such matters for themselves.

The questions of New Zealand's future relations with Western Samoa and of common domestic status were touched upon, but these are matters which will require further examination before mutually satisfactory conclusions can be reached. I shall refer again to the question of common domestic status.

This reply from the New Zealand Government was circulated widely within the Territory in both languages, and a booklet for distribution to the members of the legislative bodies and to all others interested was prepared by the High Commissioner. This booklet, copies of which have been supplied to members of the Trusteeship Council, contained for ready reference the texts of the resolutions of the Constitutional Convention with subsequent correspondence and resolutions on those subjects. The High Commissioner, Mr. Powles, also personally gave a series of broadcast addresses to explain the constitutional proposals to the people of Samoa. A joint session of the Legislative Assembly and the Fono of Faipule was then called to discuss, and to express the opinion of the Samoan people on, the New Zealand Government's reply. This meeting was not attended by the official members, so that opinions expressed were those only of the representative members of the Assemblies. After this meeting had examined and discussed the proposals, it passed a series of resolutions, which, for the convenience of members of the Trusteeship Council, are set out on pages 220 and 221 of the annual report; these were referred to a full meeting of the Legislative Assembly. At this meeting, official members were present to give any explanations required by the elected members, and a resolution was finally passed which expressed almost complete agreement with the proposals of the New Zealand Government (pages 221 and 222 of the annual report).

Prompt action was then taken in New Zealand, and an Amendment Bill was submitted to the Parliament and was passed early in May of this year. It is not necessary for me to discuss that Act in detail, but I shall mention briefly its main points.

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Special representative)

The Act makes legal provision for the new enlarged Executive Council and requires the High Commissioner to consult with the Council on all except certain reserved matters. Whereas he was formerly not required to accept the advice he received from the Council, he is now required to act on its advice on any matter on which he is legally required to consult it. The Executive Council is to consist as before of the High Commissioner, the two Fautua, three official members and Samoan and European elected members; but, whereas the previous provision was for three Samoan members and one European elected member, these figures have now been increased to four and two, respectively. While, in accordance with the resolution of the Legislative Assembly, provision is made at present for two European elected members, that number is not fixed permanently and may be revised at any time. I explain that because it might be thought that the present proportion of European members is high. As I have said, however, the proportion is not fixed. Section 7 provides for the assignment by the High Commissioner to members of the Executive Council of responsibility for the administration of departments. This is the implementation of the New Zealand Government's proposal of the first step in the transfer of power to the members of the Executive Council.

Part 2 of the Act provides for the new definition of the functions and powers of the Public Service Commissioner to which I have just referred. Although the Act has been passed, it had not at the time I left Samoa been brought into force because the preparation of necessary regulations and other administrative steps had not been completed. Work on these is, however, proceeding rapidly and there will be no delay in bringing the Act into force.

A special meeting of the elected members of the Legislative Assembly -- that is, the Assembly without the official members -- was called at the beginning of June to elect the two new members of the Executive Council. The Samoan members elected the Honourable To'omata Tua and the European members elected the Honourable H.W. Moore. Members of the Visiting Mission will remember both of these gentlemen as their hosts at, respectively, Samata and Ma'alauli. Those members have already taken their places in the Executive Council.

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Special representative)

The Samoan Status Committee met during the year and made some progress in its study of the problem of common status, though it did not conclude its work and has not yet done so. It found that there were two separate problems: those of common citizenship and of common domestic status. The question of Samoan citizenship, of course, does not arise until full self-government is nearer, but the Committee suggested a formula for Samoan citizenship based on birth, descent, naturalization or registration. The attainment of common domestic status could come about by the removal of all legal consequences of the difference between Samoan and European status. Some of these restrictions operate for the protection of Samoans and the Committee was not satisfied to see them all removed, though it has recommended the removal of some differences.

In his opening address last year, Mr. Powles told the Council of the setting up of the New Zealand Reparation Estates Advisory Committee as the first step toward the transfer of the Estates to Samoan control. The Advisory Committee, consisting of the two Fautua and one other Samoan High Chief, one part-Samoan businessman and planter, and the Secretary to the Government, has been working now for more than a year in association with the General Manager. The next big step in transfer of control is planned to take place this year, and draft legislation is being actively considered at the present time in New Zealand.

As has been mentioned before and is again mentioned in the annual report now being examined, there has been criticism of the present system for the control of intoxicating liquor within the Territory. Because of that criticism, a special commissioner was appointed to examine the system and to recommend such changes as were necessary. The report of that special commissioner was discussed fully within the Territory and has now been considered exhaustively by the New Zealand Government, which plans to bring down a bill for the consideration of Parliament in New Zealand this year. This will be followed by a Samoan Ordinance to prescribe the details of the new liquor control scheme.

The economic development of the Territory is a major concern of the Administration and of the Administering Authority and, now that much of the spade-work on the constitutional changes has been done, more effort is being concentrated on economic development. Mosaics built up from the aerial photographs have now been prepared for the island of Upolu, and the Surveyor General is working on the mosaics for Savai'i. Within the Territory, much work has been done on a land use map and several sections of this map are now complete. The map contains a great

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Special representative)

amount of very valuable information on the use now being made of the land and, of course, will be used in the preparation of plans for the better utilization of all of the land.

A Land Use Committee has been set up to oversee this work, to study the use being made of the land and to make recommendations to the Government on a future land use programme.

In connexion with this work, a member of the New Zealand soil survey service recently arrived in the Territory and for several weeks now he has been working on a survey of soil types.

Another problem over which the people of the Territory and the Administration have been very much exercised, and one which the Visiting Mission noted, is that of water supplies. Because very much of the surface soil of the Samoan islands consists of comparatively recent lava flows, which are very porous, there is a great lack of surface water particularly in the inland areas. It is hoped that an expert geological survey of the Territory will disclose sources of underground water, and for that reason the New Zealand Government is sending two geologists to the Territory this month to make a survey of water resources. These officers will also search for possible phosphate deposits.

With the opening during 1955 of the new road across the Mafa Pass to the south-east portion of Upolu, the main road-building programme for that island has been almost completed. Secondary roads and many bridges have yet to be built, but the main road-building effort of the Public Works Department is now being concentrated on Savai'i. Plans have been made for connecting up the isolated sections of road to make one complete road round that island -- and, as members of the Visiting Mission will remember, almost all of the settlements on that island are around the coasts, so that that road will serve all of them. Progress in this work will depend on the availability of engineering and supervisory staff, but it is hoped that within two years there will be one road nearly, if not altogether, round Savai'i. These roads, which open up new areas to cultivation, result very quickly in increased production of food and other crops.

As roads are constructed and improved, the need for minor ports decreases, but it is still very necessary to keep open and to improve a number of small harbours, particularly on Savai'i. Recently the Harbourmaster spent six weeks working to improve reef passages, lagoon channels and harbours in Savai'i. The one port in

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Special representative)

the Territory at present used by overseas vessels is, of course, Apia. The Government of Western Samoa and its Port Advisory Committee have considered different schemes for the improvement of that port and recently invited to the Territory Mr. P. J. Daniel of the firm of Daniel, Mann, Johnson and Mendenhall of Los Angeles, to advise on the improvement of port facilities. At the time I left Western Samoa, information to supplement the data for Mr. Daniel's survey was being gathered, and it is hoped that proposals which will very greatly improve the port facilities will be made before very long.

It has been pointed out many times that one of the greatest needs of the Territory is for a considerable and increasing development of food production to keep pace with the rising population. Agricultural activity in the islands must be expanded and improved so that the output of food will be increased in quantity and improved in quality. For this purpose, a strong and active Agriculture Department is necessary, but over recent years there have been many disappointments in the Territory's efforts to build up such a department. However, early this year the Samoan Government secured the services of Mr. B. E. V. Parham, who was until recently Deputy Director of Agriculture in Fiji. Other necessary staff are now being recruited and the first benefits are already beginning to be seen. Last year and the year before, the New Zealand Government sent to Samoa a mycologist, Dr. Harvey Smith, to study and report on diseases of cocoa in the Territory. On the basis of his report, the Agriculture Department is now beginning a campaign to help and to advise the Territory's planters on improved cocoa culture.

It has frequently been pointed out that an increased output of fish would be of benefit to the diet of Samoans, who lack sufficient protein foods. A small beginning is now being made with the introduction of pond fish culture and the first supplies of tilapia are now being obtained from Fiji. In addition, it is hoped to be able to take advantage of an offer from the South Pacific Commission to send a Samoan fisherman who is now an officer of the Agriculture Department to Noumea in New Caledonia for an intensive course of training in modern methods of catching and preserving fish. It is hoped then to add a Sea Fisheries Advisory Service to the extension activities of the Agriculture Department.

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Special representative)

Bananas have grown within the last two years to be a very important export crop of the Territory, but the bottleneck at the present time is the amount of shipping space available to export bananas. In addition, difficulties arise because ships are available only every two weeks and there is some waste of fruit which ripens between the arrival dates of ships. Unfortunately, we expect that it will be some two years before the shipping companies can provide us with an additional ship. Therefore, negotiations have now been started to obtain the advice of a chemical engineer on the possibilities of using surplus bananas in other ways.



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Special representative)

There are within the Territory some not very large areas planted in rubber, but for some years past it has not been economic to tap these trees because of the low price of rubber. During this year, however, more favourable rubber prices have resulted in the re-opening of the plantations, and rubber is now being exported to New Zealand.

Copra is still the Territory's main export crop, and the value of exports last year again exceeded £1 million. This crop is still, except for a small quantity sent to New Zealand, sold on bulk contract to the British Ministry of Food, but that contract will end next year. The price f.o.b. Apia, which was £70 sterling per ton in 1954, fell to £65 in 1955 and to £58.10.0 in 1956. The rhinoceros beetle -- *Oryctes Rhinoceros* -- is still a major problem. Dr. R.A. Gumber, the entomologist sent to the Territory by the South Pacific Commission, continued his research into methods of control of this pest until he left the Territory recently, and the South Pacific Commission has published his report on his ecological studies. The Government of the Territory is now trying to recruit an entomologist to continue this work.

The trade figures published in the report now being examined show that cocoa exports at 3,041 tons are more than in the previous year but are still below the 1953 figure of 3,743 tons. The drop from the high figure in the dry year of 1953 is due to unfavourable weather during the main growing seasons of the past two years. Cocoa prices which reached £300 per ton in 1954 have since dropped to about £180, and that is adversely affecting the economy of the Territory.

The production of coffee is increasing but, though a market exists in New Zealand, the total output is still absorbed locally.

As members of the Visiting Mission were able to see while they were in the Territory, the health administration has faced many difficulties during the past year. Deaths and resignations have caused acute staffing difficulties, but the outlook has improved in recent months with the appointment of a specialist surgeon, who has already arrived in the Territory, and a new Director of Health, who is expected to arrive shortly. Other appointments which are pending will, I hope, bring our staff of medical officers up to full strength within the next three months.

There are now forty-three Samoan medical practitioners who have qualified as such at the Central Medical School at Suva in Fiji. This body of men performs

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Special representative)

an extremely valuable function in our medical service but, as was noted by the Visiting Mission, there has been dissatisfaction among them during the past year. This dissatisfaction had three aspects, concerned with, first, their conditions of service; secondly, what they feel to be unduly restrictive limitations on their field of work; and thirdly, their natural wish to be accorded a higher status as medical practitioners.

During the past six months, improvements have been made in salary conditions by means of an over-all salary increase and by the establishment of some new senior posts, to which some of the more experienced and skilled men are being appointed, and there have been some improvements in housing.

The limitations on their field of work derive from the power given to the Director of Health by statute to control their work. There have been differences of opinion about the exercise of that power, and it is expected that the matter will be reviewed when the newly-appointed Director of Health assumes his duties in the next few weeks.

The wish for a higher professional status is appreciated sympathetically by the Administration, but it believes that its major responsibility is to ensure that the people of the Territory have the benefit of the services of fully qualified medical officers. The status accorded to those who have less than a full qualification must, in the view of the Administration, reflect that fact. It is possible, of course, that some of the present Samoan medical practitioners will undertake the full course of training leading to a medical degree and, where they are willing and able to do so, they will be encouraged. One of their number, S.M.P. Semisi, has in fact already qualified himself for admission to the Otago Medical School in New Zealand and he began his course of training there last March.

There are at present five Samoan or part-Samoan students undergoing a full medical training in New Zealand, and one of these has completed his university work and is now working through his final year of training at the Auckland Public Hospital; so that, at the end of this year he will be fully qualified as a medical practitioner.

The Administration is seriously concerned over the problem of tuberculosis in the Territory, and last year arranged for Dr. J.C. Thieme of the Samoan Health Department to be given a special course of training in tuberculosis control work.

(Mr. Smith,  
Special representative)

Staff shortages have made it impossible to free him from other medical duties yet, but it is intended that as soon as possible he will be freed to spend most or, we hope, all of his time in tuberculosis control. A request has also been made to the World Health Organization for help with B.C.G. vaccine, and we hope that campaign will be commenced in 1958.

The campaign against yaws which has been carried out with the guidance and help of the World Health Organization has reached the end of the second stage -- that is the mass campaign; the first stage was the pilot programme -- with a total of approximately 78,000 people treated, out of a population of about 94,000. Because, it is believed, of fears of an association between yaws and poliomyelitis, there is still some resistance to being treated among the people of one district -- the district of Aana. It seems that this resistance can best be overcome by methods other than those used during the mass campaign, and those Samoan medical practitioners who have been trained in yaws control work will continue to work quietly among the people who know them. I might add here that in September the WHO specialist, Dr. Tross, will be returning to the Territory to make an evaluation of the progress of the work up to that stage.

At the present time, a seminar on environmental sanitation for assistant medical practitioners is being conducted in the Territory by WHO, with the co-operation of the New Zealand Medical Council and the South Pacific Health Service. Selected practitioners from other Pacific Territories, as well as Samoan medical practitioners, are attending the course, which is of about six weeks' duration.

In the field of education, the present is a time of steady progress after the surmounting of earlier difficulties. The last major objective is the introduction of compulsory education, and the training of teachers and the building of schools is being pushed on as quickly as possible. Additions are at present being built to Samoa College to bring it into full use as a boarding-school where pupils from the outer districts will be able to enjoy the benefits of full secondary education. The number of secondary school scholarships to New Zealand is usually for about ten pupils annually, and it has this year been increased by six, making a total of sixteen, and six of the boys have been sent to technical schools in New Zealand for training in trades. Eight students from Samoa are now at university in New Zealand, seven are at teachers' training colleges and four are training as nurses.

Another major objective now at last in sight of realization is the establishment of a public library. When I left the Territory, final arrangements to appoint a librarian were in hand and temporary premises had been found to house the books for which financial provision has been made by the Legislative Assembly.

In April of this year the Methodist Mission opened a bookshop, which is a general bookshop as well as a Mission bookshop, and that is filling a long felt need in the Territory.

A project on which considerable progress has been made during the year is the preparation of a new dictionary and grammar of the Samoan language. Mr. George Milner of the London School of Oriental and African Languages spent a year in the two territories of Western and Eastern Samoa and, assisted by a team of Samoan helpers, gathered the basic material on which he will continue to work in London until the dictionary is finished. His assistant, Dr. Buse, also from the same school, has been studying the structure of the Samoan language in preparation for the compilation of the grammar. The Government of American Samoa collaborates in providing facilities and finance for this work.

A Samoan Language and Literature Committee has been established in connexion with this project and its functions, as well as that of helping in the collection and assessment of data for the dictionary, include the collection of material on Samoan history and culture for publication in the Samoan language. That is a very necessary function, to provide additional reading matter for the Samoan people in their own language.

While, as I have just said, six boys have been sent to New Zealand for training in trades, the necessity for undertaking systematic trades training within Samoa is recognized. An Advisory Committee on Trades Training has been established and has done much preliminary work in organizing training in the motor and building trades in which an apprenticeship system is planned. A suitable full-time organizer is now being sought so as to speed up the establishment of full trades training.

(Mr. Smith,  
Special representative)

The Administering Authority and the Territorial Government have always recognized the need for an efficient administrative organization if the governing system is to be handed over with the best prospects of success in the future. New arrangements are being made for the training in New Zealand of selected local officials and a staff training officer has now at last been appointed by the Public Service Commissioner. Certain organizational changes are proposed to fit in with the new responsibilities being given to members of the Executive Council, but these are still in the formative stage. There have been many difficulties due to staff shortages during the past year but these are now being overcome.

During the past year the Territory has sent two important delegations overseas. In September a party of members of the Legislature visited New Zealand at the invitation of the Prime Minister of New Zealand and observed the New Zealand Parliament in action. In April of this year, an all-Samoan party of five attended the South Pacific Conference in Suva, Fiji, and as its contribution read a paper on the relationship between customs and social development.

The Inter-Samoan Consultative Committee, which was mentioned by Mr. Powles last year, has continued to meet at intervals for the discussion of problems common to the two Territories of Western Samoa and American Samoa and for the promotion of co-operation between their inhabitants. Matters dealt with have included co-operation in public health and education, customs administration and rules to ensure the safety of life at sea.

This concludes the more systematic and formal part of what I have to say. I shall be very happy to be available to answer such questions as I am able. I hope that I shall be able to help the Council in its further consideration of these reports.

EXAMINATION OF CONDITIONS IN THE TRUST TERRITORY OF NEW GUINEA (T/L.687):

- (a) ANNUAL REPORT OF THE ADMINISTERING AUTHORITY (T/1249, 1262) [Agenda item 4 b]
- (b) REPORT OF THE UNITED NATIONS VISITING MISSION TO TRUST TERRITORIES IN THE PACIFIC, 1956 (T/1260) [Agenda item 7]

At the invitation of the President, Mr. J.H. Jones, special representative for the Trust Territory of New Guinea under Australian administration, took a place at the Trusteeship Council table.

General debate (continued)

Mr. DORSINVILLE (Haiti) (interpretation from French): One of the best provisions of the Charter and one of the most useful is that contained in Article 87, paragraph (c), that sets forth the question of Visiting Missions to Trust Territories. The reports that come from these Missions are a very important contribution to the study of conditions in these Territories. They permit us to know what is going on, to correct mistakes and to cast light on the subject from all directions. My delegation has gathered much information from reading the report of the Visiting Mission to New Guinea.

Last year I had gathered a somewhat depressing impression from the statements that had been made to the effect that the population of New Guinea refused to leave the Stone Age. This led me to say:

"We are all sufficiently up to date as far as the so-called primitive societies are concerned to realize that any form of life that turns within itself will vegetate, that such a type of society is condemned to disappear. Therefore we can only have the most legitimate concern for the future of such a disinherited population."

This year once again the Stone Age has been mentioned, but this time we have been told that the end of that Stone Age is approaching, that a movement of development is being felt all over. The special representative told us in his opening remarks that this is a remarkable contrast when compared to the period when the previous Visiting Mission went to the Trust Territory.

(Mr. Dorsinville, Haiti)

Personally, I should like to add that I believe that the Administering Authority has reassessed some of its opinions, that it was astounded at the enthusiastic reception of the population to the recent Visiting Mission. The report of this Visiting Mission is full of statements of this nature. There are many claims and many requests from the population. The population all over asks for greater advances to be made in the diversification of the economy, in increases in education, intellectual growth, more schools to be set up, education to be improved, and so on. We must really be proud of the statements made by the special representative on this matter. He said:

(Continued in English)

"This has not simply happened. It has been made to happen. It is not merely coincidental with the expanding development of this Territory, but should be regarded as a product of the efforts which we have been making -- and are continuing to make -- to produce just this result."

(Continued in French)

My delegation can only support part of these statements of the special representative, and I quote him:

(Continued in English)

"The requests for more rapid material development, of which the Visiting Mission received so many, were presented in a well-considered manner and reflected no dissatisfaction or impatience with our Administration."

(continued in French)

If we interpret these remarks correctly, if dissatisfaction has to be faced and assessed at its true value, then we cannot overlook this impatience on the part of the population. The Visiting Mission's report certainly contains echoes in this regard, and I shall merely cite one of them. It is obvious, the report states, that if the great hopes of the inhabitants are not taken into account the situation will remain where it is. But the task ahead of the Administering Authority is very great. No one can doubt the desire of the Administering Authority or the capacity of its officials. And my delegation, if it expresses any concern about this matter, does so merely because there are great difficulties ahead of the Administering Authority.

The Administration must lead the Territory as soon as possible towards the goals set forth in the Charter. The zones of influence are strengthened. We need merely to take into account the attacks against the patrols in the course of the year covered by this report to realize that the road ahead is still very long before the Territory as a whole can be placed under effective control. My delegation wishes to express its sympathy both to the relatives of the victims and to the Administering Authority, and to deplore the occurrence of such incidents.

There can be no doubt whatever that the presence of the Administering Authority's officials in the Territory must be maintained permanently in order to achieve more rapid results. According to the report of the Administering Authority, the majority of the villages under control are visited only twice a year by the officials of the Department of District Services and Native Affairs. Periodic visits are also made by other departments such as the Departments of Hygiene, Agriculture, Fisheries and so on. The problem of trained personnel therefore arises. Because of the expansion of the zones of influence, the number of personnel is insufficient. Perhaps this is due to the . . .-renewal of contracts and other reasons. For a number of years there may not be a sufficient number of trained indigenous people to serve as officials of the Administering Authority and Australian officials and officials of the Commonwealth will have to serve. Exceptional conditions will therefore have to be offered to professionals



of all nationalities to attract them to the Territory. The Visiting Mission has stated that the Administering Authority feels that it is extremely difficult to do more than it is doing to make these positions more attractive and to retain the present officials. I feel that much has to be done and the Administering Authority should use its power to attract such persons. The climate is certainly not to blame. The temperature seldom goes above 80 degrees or under 70 degrees.

Apparently we should think of the environmental conditions. It might be interesting, for example, to know the number of established European families amongst the population. In Appendix I, Table 2, the Administering Authority gives the figure of 8,950 individuals. Appendix I, Table 4, gives the immigration and emigration of the non-indigenous population during the year ended 30 June 1955. We see that during this period 108 females immigrated to the Territory and 77 emigrated from it; 2,304 British women immigrated to the Territory and 2,094 emigrated from it; 32 American women immigrated to the Territory and 25 emigrated from it; and so on and so forth. The number of women seems to be less than half the number of men who went to the Territory.

These remarks do not mean that my delegation is asking for greater European settlement of the Territory. We are trying to stress a social aspect that cannot be overlooked. When you take into account the situation of the officials in the Territory and the difficulties faced by the Administration in keeping them there, it is obvious that for a certain number of years it is imperative to keep them in the Territory.

While on the subject of public affairs, my delegation would like to refer to the recruitment of supplementary personnel and their auxiliary cadres. We entirely understand the concern of the Administering Authority to prepare its staff as quickly as possible. We agree that the equipment of this personnel is not the same as that required in the Commonwealth itself. They do not receive territorial indemnities and their leave is not as long as required elsewhere. There are obvious reasons for these conditions. But why are these auxiliary personnel not given the same advantages in public service at the corresponding grade? It appears that the conditions imposed do not permit them to be promoted except in rare instances, which may discourage many of them from

joining this service. Greater opportunities should be given to them in the Territory. At the same time the indigenous population should be given a greater chance to acquire knowledge with respect to the positions and the positions themselves.

The political institutions have not changed in structure. The Legislative Council for Papua and New Guinea still has an overwhelming European majority. Three indigenous inhabitants are named to the Council, two of them from New Guinea. It is unnecessary to stress here that this representation, in the opinion of my delegation, is inadequate. We were happy to note that one of the indigenous representatives of the Territory was aware of this because he stated so to the Visiting Mission. My delegation hopes that, in studying the recommendations of the Special Committee of the Legislative Council, the Administering Authority will reject the idea of reducing by one the non-functional members if this in any way goes counter to the will of the indigenous inhabitants. We should like to know the recommendations of that Committee with a view to making the Legislative Council more representative and more democratic.

My delegation is not convinced of the wisdom of the suggestion made by the Visiting Mission that the Administering Authority appeal to its officials and to the Legislative Council itself. We are against such representations; they do not leave sufficient freedom of action.

My delegation noted that the local administrative councils have not been increased in number as we had expected. We were surprised at the attitude of the Raluanas who refused to set up a council. Whatever might have been the reason for this refusal, the Administering Authority should have been able to circumvent it. It is perfectly understandable that certain tribes of the region who have imposed certain charges on themselves, would object to the Raluanas benefiting without contributing to the expense from the establishments created by their councils.

This entire question requires redress and correction. The position adopted by the Raluanas is certainly no encouragement to the other tribes or to us who are looking at this matter from the outside. We feel that the Administering Authority should give this matter the attention it warrants and should also consider paragraph 205 of the report of the Visiting Mission, which states that

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the Administration was over-cautious at times and took the view that these councils should be established only in areas where considerable preparation was made and extremely favourable conditions existed. The case of the Raluanas is one of the examples of this excess of prudence. We feel that this was not a very felicitous position to take.

Who then is to solve this deplorable situation? The Visiting Mission heard certain rumours to the effect that the non-indigenous elements were trying to sabotage the work of the Administering Authority. In paragraph 41 of the Visiting Mission's report we read the following:

"The Mission also was informed that some Tolais, Europeans, Chinese and 'half-castes' had attempted to obstruct the work of Councils to condemning them, and alleging that the tax money was merely going to the Administration and would be lost. This, it was said, was not done by Officers of the Administration, but by planters and other private persons and by missions. It was felt that this attempt to discredit Local Government Councils by some was due to the fear that they might lose their influence among the people where Councils were established."

Paragraph 208 of the Visiting Mission's report cites an Ordinance that would protect these Councils. It says the following:

"The existing Ordinance concerning them provides in article 16 that: 'a Native shall not conspire against a Native Village Council, or, by force, threats, fraud, misrepresentation, undue influence or in any other manner, attempt to prejudice the free and effective exercise of the lawful power and authority of a Native Village Council.'"

The Visiting Mission sees no reason why this protection should apply only to New Guineans. The Mission had no way of determining whether the allegations made in Rabaul concerning interference with councils by indigenous persons were true or not. The Visiting Mission also felt that this Ordinance should not extend only to New Guineans. The non-New Guineans definitely cannot plead ignorance of the law and therefore if found guilty of this type of misrepresentation, should be deported.

Last year my delegation stressed the fact that the indigenous inhabitants do not live primarily in the villages. The Visiting Mission refers to this when it mentions the municipal councils and the district councils. The indigenous inhabitants are not represented thereon because they still lead a type of marginal existence.

With regard to the economic field, the Haitian delegation noted with satisfaction the efforts taken by the Administering Authority to diversify the agricultural setup. The population is doing well, especially that of the Gazelle Peninsula where the optimum conditions have been met.

I should like to stress the matter of the cultivation of cocoa. Although the volume of export of cocoa is still low, nevertheless it is growing rapidly and it will continue to do so in the next few years because of the efforts of the indigenous inhabitants and their intelligence in applying cultivation to this plant. We feel that indigenous inhabitants will soon be growing more cocoa than the Europeans.

My delegation was pleased to note the policy followed by the Administering Authority with respect to prices. If I have correctly understood the mechanism of prices, the indigenous inhabitants are apparently receiving all benefits, having deducted, of course, the difference between the prices paid and the price on the world market. We feel that the system which is applied is good. The Administering Authority should be congratulated for its action in this respect as well as for its action in the promotion of the growth of cocoa, the regeneration of the industry of copra, and so on.

We would like to be as pleased with regard to the plywood industry and the Commonwealth Timber Industry Company, which is the largest in that area of the world. It is obvious that this Company does contribute to the development of the Territory. In that sense it gives immediate employment to several hundred people and it will permit the indigenous inhabitants to acquire new knowhow. The roads are now open. The essential question which was asked by the Visiting Mission, a question which is certainly not limited to the previous period covered by our report has however, not been replied to: what profit accrues to the Territory as a result of the setting up of this Commonwealth timber business there? During the question and answer period we tried to elucidate certain facts. One thing was made clear. The indigenous inhabitants do not only have the rights of exploitation, as previously, but they have also ceded the land. It is true, as the special representative said, that this land was sold to the Administration and not to private individuals and that one day the land will be returned to the indigenous inhabitants with full deed

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of right. This land then becomes a type of trust. But since the potential wealth of this land is represented by the trees and is being utilized at the moment, we should like to know the price paid by the Administration for the land, the estimated value of the forest of the land, the details of the contracts for exploitation, the facilities given to the indigenous inhabitants to acquire the knowhow etc.

My delegation trusts that in its next report the Administering Authority will give us the most complete information possible with regard to this question. Perhaps it is not too late to make a suggestion, and the suggestion may be useful for the future. My delegation is of the opinion that in such an enterprise as this, 51 per cent of the capital invested on behalf of the Commonwealth should rather be in the name of the Territory itself so as to associate it directly with any benefits and profits. This capital can be obtained through loans, and the best securities are the trees. We cannot support the idea, which has very often been expressed with regard to a number of Trust Territories, that the indigenous inhabitants were not utilizing the natural resources of the Territory and that therefore they should be appreciative of the way in which this exploitation is ultimately carried out by the Administering Authority.

It is true that foreign capital is useful and we know that foreign techniques must be paid for. But what we have in mind is that the profit should be divided as equitably as possible between the indigenous inhabitants and the Administering Authority.

The social life of the indigenous inhabitants is not as good as it could be. We have gone through the different restrictions imposed on the indigenous inhabitants by means of ordinances which restrict the natives. They cannot move; they cannot be found on public thoroughfares after 11 o'clock at night and before 5 o'clock in the morning unless they have a written permit to be there. During that period the natives are also prohibited from entering property other than that of their employers unless they have a written permit. We have been told that this type of restriction was requested by the populations themselves. Rather than comment on it, I should like to mention the opinion of one of the indigenous members of the Legislative Council. He stated that he felt that the

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curfew was not a good thing and that its suppression would not in any way upset public order. He said that the police were able to defend public order and that the curfew was an unjustified offence to the people. This was stated to the Visiting Mission.

My delegation feels that the difficulties faced by the population of the area of Buin, with regard to their relationship with the population of the Shortlands with which they are so closely linked, should be given attention by both Governments concerned. The round trip to the Isle of Laumond to obtain a permit to visit the other Territory and the requirement to obtain permission to take food in and out seem to us to be excessive red tape and restriction.

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The question of salaries has always occupied my delegation's attention. The Administering Authority has more than once explained the reasons for which only part of the salary is paid in cash while the rest takes the form of rations of foodstuff, clothing, lodging and so on. The fact is, however, that there are growing complaints about this system of remuneration, and the Visiting Mission itself considers that the actual payment in cash is still very low and that it should be increased in order to ensure to the population the standard of living which it desires.

In the field of public health there is no doubt that the services provided by the Administering Authority are being accepted more and more by the population, although it still happens, in certain regions, that the indigenous inhabitants do not wish to take advantage of the treatment which is made available. This is less surprising when one remembers that the influence of the Administration is still limited.

In this service too, as in all the other Administration services, there is a problem of lack of personnel. The Visiting Mission has reported that in many places the situation leaves much to be desired, despite the admirable devotion of those engaged in this work. I shall not insist unduly on the need to improve certain of the hospitals. The Administering Authority is better informed than is my delegation on the needs of the Territory and will certainly have established some system of priority to meet the most urgent needs in this connexion.

In the field of education it appears that a serious effort must be made. The system must be reorganized and supervised by the Administering Authority from top to bottom. There is a certain confusion in the matter of the nomenclature of the schools and, what is worse, there is no uniformity in the school programmes.

Despite all the respect I have for missionary work, I could not but be surprised at certain attitudes reported upon by the Visiting Mission -- attitudes which betrayed a somewhat obscurantist state of mind. For example, to maintain that English cannot be taught to the New Guineans leads one to wonder whether the



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teachers are up to their job. Now that the clamour from all parts of the Territory is increasing to condemn, in particular, Melanesian pidgin, my delegation hopes that there will be a change of heart and that in the future one will not come across such comments as the following, which I quote from the Visiting Mission's report:

"The Mission got the impression that the people themselves, through their demand for English have been forcing the hand of the Administration and particularly that of the missions. It is well known that amongst the missions in the Territory there was some lack of enthusiasm for the Administration's new policy concerning the use of English as a language of instruction; a few administrative officers also may have had their doubts and a good many Europeans have opposed it." (T/1260, paragraph 297)

Since everything else must necessarily depend on the extension of the teaching of English, my delegation will content itself for the moment with these simple observations. Nevertheless, I could not leave this chapter without saying that my delegation read with great interest the paragraphs which the Visiting Mission's report devoted to the school at Lac. We congratulate the Administering Authority and trust that other establishments of the same standard will be created little by little. The relevant observations of UNESCO stressed the technical details, and I am sure that the Administering Authority will give them its most serious attention.

I take this opportunity to thank the special representative, Mr. Jones, once again for the kindness and patience with which he has replied to the numerous questions put to him.

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

Mr. ROLZ BENNETT (Guatemala) (interpretation from Spanish): Before making my delegation's contribution to the general debate on the Trust Territory of New Guinea, I should like, both personally and as a member of the Visiting Mission which recently visited the Territory, to express gratitude and thanks to the officials of the Australian Government and the Administration of New Guinea for the immense facilities which they afforded us in the fulfilment of our task, and for the constant concern they showed for the welfare of our group. Their solicitous attention greatly alleviated the rigours of our group.

The remarks contained under general observations in the chapter dealing with political advancement in part II of the Visiting Mission's report constitute the framework within which we wish to place our comments on the Territory of New Guinea. In that chapter we find roughly stated the challenge which New Guinea presents and, at the same time, the opportunities which it affords to the Trusteeship System. We also find stressed the fact that the Administering Authority is faced with this same challenge and that it too can take advantage of the same opportunities. The different groups of the population, their contacts with the outside world, their increasing movement towards progress and the heavy burden that all these elements impose upon the Administering Authority, both materially and humanly speaking, would be a challenge even for the wealthiest and most advanced nation from the technical point of view.

The Visiting Mission concludes its general observations in this connexion by mentioning the responsibility incumbent upon the international community of nations to help the Administering Authority in all possible ways to go ahead with the work of integrating and absorbing the primitive societies of New Guinea into the modern world, and by suggesting to the Administering Authority that it should not hesitate to call for the assistance of the international community in the fulfilment of its tasks.

The first aspect in connexion with which mention is made of the pressure placed upon the Administering Authority is that relating to personnel and trained staff. There is an appreciable dearth of personnel to fill the vacancies not only in the regular administrative services but also in the quasi-totality of the technical departments. Administrative officials are lacking, as are doctors and agricultural technicians. Officials for the agricultural extension service, teachers,

(Mr. Rolz Bennett, Guatemala)

professors, educational inspectors, co-operative technicians, patrol officials and experts in many other fields -- all of these are lacking. The number of posts available exceeds by far the number filled annually. The list of urgent priorities prepared yearly comprised 600 posts, but it had to be reduced by one-half for three fundamental reasons: first, a lack of candidates; second, a limitation of resources; and, third, lack of living accommodation for those who were recruited. The fact that this list of 600 posts, the filling of which was considered urgent, had to be cut by 50 per cent to 300, proves in itself the magnitude of the problem. But even the reduced number of posts has not been filled because of changed circumstances that have arisen. In paragraphs 184, 185 and 186 of its report the Visiting Mission attempts to clarify the reasons for this.

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Furthermore, it must be borne in mind that additional posts should be created to satisfy the Territory's increasing requirements.

The establishment of an auxiliary division of the public service will, we feel, greatly facilitate the recruitment of personnel. Regulations are at present being drawn up to provide the machinery for the entry into force of the auxiliary division. The special representative told the Trusteeship Council that the first stage of the training of twenty-two New Guineans had already begun. These New Guineans were selected in the entire Territory and will enter the auxiliary division as soon as they have completed their training.

The creation of the auxiliary division and the provision for the entry into that division of New Guineans represent steps forward. My delegation, however, still does not think that there are sufficient reasons to justify the establishment of a separate division of the public service for New Guineans. If it is felt that different grades in the administration must be created because New Guineans still lack adequate preparation for public service, that difficulty could, we feel, be met by widening the classification of posts in the public service, rather than by setting up an auxiliary division, which, in addition to other disadvantages, has psychological and social defects not the least of which are the following: it tends to establish a division between New Guineans and non-New Guineans, to freeze the position of those entering the administration, and to make it more difficult in future for New Guineans to enter the public service proper. We feel that, in accordance with his capacity and his preparation, any indigenous person should be able to enter the public service proper. The Administering Authority should assume the responsibility of preparing the indigenous inhabitants for public service, if such preparation is now lacking; it should give those inhabitants who are already serving in the administration further training courses. We do not think that it would be either justifiable or appropriate to take any provisions to delay the entry of New Guineans into the public service.

The Administration has taken certain measures to recruit part of the required personnel. In the field of public health, it has established a system of subsidies and scholarships for medical students who will contract to work in the Territory for a period of five years. The Administration has also recruited

certain specialists in the United Kingdom, the Netherlands and Belgium. The Administering Authority is to be congratulated for having taken those measures, but the measures have proved to be insufficient. That being so, we feel that recruitment should be carried out in other countries, and that the Administering Authority should turn to the technical services of the United Nations and the specialized agencies, as the Visiting Mission recommended. In that way, the Administering Authority would have the benefit of certain facilities which it has not as yet sufficiently exploited.

I should now like to make a special reference to one problem that has received favourable attention during the present session of the Trusteeship Council. I refer to the name to be given to the population of the Trust Territory of New Guinea. At the beginning of any colonial relationship, the local groups -- lacking a nationality or citizenship which is recognized anywhere else -- are usually called "natives", "indigenous inhabitants", "aborigines", and so forth, in order to distinguish them from the colonists. Strictly speaking, those names do not have a derogatory connotation, but the circumstances in which they are used make them acquire such a connotation. The "native", the "aborigine", the "indigenous inhabitant" becomes a lesser man, a political and economic dependent. He lives in more precarious economic and social conditions. He enjoys no rights. He fills no public positions. He does not enjoy the privileges of the colonists.

Hence, among the measures to be adopted in order to enhance the dignity of a dependent population, particular importance must be attached to the national name to be given to such a population. This is all the more important under the Trusteeship System, which, according to Chapters XII and XIII of the United Nations Charter, is something entirely different from colonialism. It follows from what I have said that giving a national name to a dependent population constitutes a very important step in that population's political development.

The national name to which I have referred is usually based upon the name of the territory or the largest part of the territory. Sometimes, the name is based on a more or less arbitrary selection. However it may be chosen, the name gives a national character to the people. It gives the people a basic, initial element of its political development.

My delegation feels that the designation required for the indigenous population of New Guinea is to be found in the very name of that Territory. Since the Territory's name is New Guinea, the inhabitants should be called "New Guineans". In the report which it submitted to the Trusteeship Council, the Visiting Mission generally used the words "New Guineans" when referring to the inhabitants of New Guinea. As I have said, our implicit suggestion has been favourably received by the Trusteeship Council. In observations which they have made during the last few days, members of the Council have seemed to prefer the term "New Guineans" when speaking of the inhabitants of the Trust Territory. I think that the time has now come to become more explicit on this point, going so far as to recommend to the Administering Authority that official recognition should be given to the name "New Guineans" for the population of New Guinea.

I do not think that any serious objections can be raised to that suggestion. The principal objection that may be raised is that the Territory is composed of a number of islands, each of which has its own name. It is well known, however, that in a number of countries the inhabitants have taken their national name from the name of one of the parts of those countries, and, after a number of years, that national name has become accepted without any difficulty or friction. I shall not take up the Council's time in dealing with other objections, which do not seem to have great importance.

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Very briefly, I should now like to refer to some of the aspects of the political development of the Territory.

The only political body of a Territorial character in which New Guineans take part is the Legislative Council of Papua and New Guinea, which is guided by the laws of 1949 and 1954. Of its 29 members, 17 are officials of the Administration and 12 are non-official members -- and, of these, only three are representatives of the local population of Papua and New Guinea. The increase in the New Guinean representation, as stated to us by the Administering Authority, has been hampered by the difficulty of finding among the population of the Territory persons who speak English well enough and who have acquired a certain cultural level. Were such persons to be found, we are told by the Administering Authority that there would be no difficulty in increasing the indigenous representation on the Council. This being the case, the Visiting Mission recommended, in paragraph 199 of its report, that, in the particular circumstances of the Territory, persons employed by the Administration could be nominated to the Council. When commenting on this suggestion of the Visiting Mission, and also in reply to questions asked by my delegation, the special representative and the representative of Australia expressed themselves as being against the suggestion. But the representative of Australia added that careful consideration would nevertheless be given to the proposal of the Visiting Mission in order to determine whether it could be accepted.

My delegation, I must say, is extremely happy at the position voiced by the representative of Australia and, as far as this entire matter is concerned, we want to reiterate the two main arguments with which we supported the suggestion of the Visiting Mission. With those same arguments, we tried to dissipate some of the fears expressed by the representatives of the Administering Authority on the Trusteeship Council. First of all, the Legislative Council is far from being a parliament, and therefore the norms applied in a parliament are hardly applicable there; they could hardly be applied in a consultative body such as the Legislative Council of Papua and New Guinea. Secondly, New Guineans could be nominated to the Legislative Council who, although they are employed by the Administration, do not have jurisdiction or discretionary powers -- persons such as teachers and other members of technical departments.

(Mr. Rolz Bennett, Guatemala)

We must also stress here that only if more New Guineans are brought into the Council can the latter evolve sufficiently and become what a representative political body should be. It is only thus that it can become an efficient body of self-government. In the meantime, it does not have those characteristics although, from the administrative point of view, it may be a useful body.

We now have to consider the representation of New Guineans in some of the political bodies of the Territory. As far as the District Advisory Councils are concerned, we feel that, both in one and the other, there should be more New Guineans, not only because they should be represented in all bodies occupied with matters bearing on the welfare of the New Guinean population, but also because their participation would give these bodies the necessary experience for a broader understanding of the problems of the Territory and also for a better understanding of governmental procedures. We believe that the possibilities will be studied of including members in the Councils.

With regard to the Municipal Councils, we feel that the participation of New Guineans would give them most valuable experience. Furthermore, we feel that it is not entirely accurate to adduce the argument that the matters of municipalities do not interest the New Guineans themselves since, as we are told, they do not live in the cities. But the truth of the matter is that there are groups of New Guineans in the cities; they are employed in different activities. As the number of graduates from the schools of the Territory is increased, and as the possibilities for employment in the cities increase, a greater number of New Guineans will move to the populated centres, seeking the more or less remunerative employment offered by the businesses and enterprises set up in the cities.

With regard to the local councils and local government, we should like to supplement the remarks we made during the questioning period. The Administering Authority agrees that there are numerous areas of the Territory that fulfil the necessary conditions for having councils of local government set up in them. We share the view expressed by the special representative that the population cannot be forced to accept the setting up of local councils of government, but nevertheless we feel that we ought not to wait until the population formally requests the setting up of these bodies of self-government. With sufficient



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personnel, the Administering Authority could encourage the groups that are already prepared to set up these councils, so that the councils might be established. Too long a delay might prejudice, and hamper the development of this type of social and political organization. They have proved themselves successful in the Gazelle Peninsula of New Britain.

The subject of native courts has been dealt with a number of times in this Council. Observations have been made by the Visiting Missions that have gone to the Territory. The petitions heard on this matter by the last Visiting Mission seemed to place the matter in a new light. In effect, the groups that request the setting up of these native courts, which might rather be called local courts, seem to be in agreement that they be given competence only to deal with civil matters of a lesser importance or matters bearing on New Guinean customs which they know better than anyone else. They could, then, start their activities in that way. This being the case, we do not feel that there can be any valid argument for refusing to set up such local courts. It could be done in those parts of the Territory that are considered most advanced, and then it could be gradually extended to other sections of the population. The supervision of the function of these local courts would be exercised by the judges and magistrates of the normal branches of the judicial system. The right of appeal that would be given would provide sufficient guarantees to the population so that the system could function from the very beginning without undue difficulty.

The meeting was suspended at 4 p.m. and resumed at 4.20 p.m.

Mr. ROLZ BENNETT (Guatemala) (interpretation from Spanish): With your permission, Mr. President, I shall resume my observations.

Some aspects of the economic advancement of the Territory have given rise to certain comments and have been considered specifically by my delegation. Exports from New Guinea during the five years ending 30 June 1955 increased by approximately 80 per cent. From £5.4 million in 1951 they increased to £9.4 million. During that same period imports increased by approximately 70 per cent -- from £6.2 million to £10.5 million. Except for the fiscal period 1952-1953, when there was a favourable balance, the balance of payment has been unfavourable during the other years, including the one covered by the annual report now before the Council. During that same five-year period the number of business enterprises in the Territory almost doubled. Instead of the 111 registered in 1951, there were 244 in 1955.

According to table 9 of Appendix VII in the report of the Administering Authority the great majority of these firms are to a greater or lesser extent linked to the importation of merchandise consumed in the Territory or to the exportation of products that New Guinea sends to foreign markets. Two of these firms are banking institutions and twenty-one are insurance companies. The capital of the companies registered increases as follows: in 1951, sixty-four local companies had a capital of £4.2 million sterling. In 1955 165 local companies were handling a capital of £12,422,000 sterling. The registered foreign companies increased as follows: in 1951 there were fifty-seven with a working capital of £56 million sterling. In 1955 there were seventy-nine with a capital of more than £137 million sterling. This means that the capital of local companies increased three times in the period and the capital of foreign companies rose to more than double, without counting an insurance company in Hong Kong whose capital is \$10 million.

Page 43 of the annual report states:

"Although the indigenous inhabitants are taking an increasing part in commercial activities, the bulk of the commerce and trade in the Territory is conducted by European, and to a smaller extent by Asian, enterprise." From this information and from other information and tables given in the annual report and in the report of the Visiting Mission I think we can quite safely draw certain conclusions. The first would be that economic activity has grown considerably in the Territory. The second is that that economic activity primarily redounds to the benefit of the European population, to a lesser degree to the Asian population and as regards the New Guineans only a very small part of the profits of such commercial enterprises seeps down. The third is that the majority of the New Guinea population is still outside the economic activities of the Territory, living on a subsistence economy that is greatly inferior to that of many other under-developed areas. The fourth is that the benefits accruing from the development of commercial companies and enterprises and their use of the facilities of the Territory and of those of the Administering Authority and those that the Administering Authority has constructed entirely justify the setting up of taxes commensurate with the profits obtained by these companies. However, it is encouraging to note that great efforts are being expended to increase the production of cocoa and coffee among the New Guinea population. Although the

results of these efforts will not be felt until a number of years have elapsed. The steps being taken are firm, and everything leads us to believe that the cocoa and coffee plantations of the New Guineans will be in constant growth in the course of the next few years.

It is greatly to be hoped that the agricultural departments and the other administrative branches that have to concern themselves with the development of these programmes will obtain the necessary personnel and sufficient funds so that the rhythm of expansion of such crops will not be slowed down.

Mining activities offer a rather curious contrast. While the production of silver and gold, which are the main mineral products of the Territory, has decreased during the year 1953-54 and the exploitation of these products has also been reduced, the number of natives who devote their time to small-scale exploitation of silver and gold has increased. My delegation hopes that when the exploration of the resources of the Territory has increased, the mineral deposits will be exploited by the New Guinea population in such a way as to ensure them a fair share of the profits directly, thus benefiting the local population.

On page 37 of the report of the Administering Authority, there is one line of very great importance with regard to the economic resources of the Territory. It occurs at the end of the fourth paragraph of the second column, and reads as follows:

(continued in English)

"There was considerable activity in relation to oil search."

(continued in Spanish)

That was an extremely important line. My delegation believes that these activities in relation to oil search are of such significance as to warrant further information by the Administering Authority. We therefore suggest that in the next report the Administering Authority supply further information with regard both to the explorations that have been carried out or are being carried out and the legislation applied in matters of exploration and exploitation of oil in the Territory.

From all the information received, it is obvious that the local population has co-operated enthusiastically and most actively in the building of roads, airports and other public works. Many of these were constructed with the voluntary and free aid of the New Guineans and with the help given by the Administering Authority in the way of equipment. During the question and answer period, the special representative pointed out that the Administering Authority would increase the supplies of equipment and heavy machinery for the building of roads and would also endeavour to satisfy the requests to build bridges. The delegation of Guatemala has noted with satisfaction these assurances by the special representative. We are firmly convinced that the Trusteeship Council should express its satisfaction at the efforts made by the New Guineans to build roads in the Territory. Because of the topography, many of these roads are difficult to construct, and, therefore, the fact that they have been built warrants two-fold recognition.

The policy of the Administration with regard to the utilization of land was stated by the Minister of Territories of Australia in October 1954 in an address to the Highlands Farmers and Settlers Association of New Guinea. That part which bore upon the purchase of land from the New Guineans reaffirmed the idea

that had already been applied for a number of years; to respect the property rights of the New Guineans and to ensure the reservation of sufficient land to satisfy the growing needs of the population. The Department of Land of the Administration is primarily concerned with all matters in the Territory bearing on this question, and its staff is being increased so that more rapid and efficient work will be done.

The delegation of Guatemala, which unreservedly supports the principles with regard to land tenure stated by the Minister of Territories of Australia, nevertheless feels that they are as yet only principles and that they have not become concrete practical proposals. In each district, the idea is not respected that land has to be reserved for the future needs of the population. So far, only the present needs of the population are being considered. In many parts of the Territory, satisfactory solutions have not been found to some of the present requests for land of some groups, for example, around Lae in the Morobe District.

The replies given by the special representative to questions asked by my delegation strengthened our impression that at present the renting and leasing of land to other than New Guineans is usually solved as the case occurs. Yet in the Territory reservations of land have not been carried out on the basis of recognition, registration and exploration of the land in view of the agrarian needs of the Territory in the future. My delegation feels that this recognition and studies of the land should be made without delay and, on the basis of such studies, the agrarian reserves of each district should be decided upon. The leasing of land to non-New Guineans would therefore be granted only in areas that would in no way interfere with those that have been set aside for the local population, and reasonable assurances would be given that the interest of the New Guineans was being safeguarded for the future.

My delegation has no reason whatever to doubt that the Administration is endeavouring to solve each case of the leasing of land to non-New Guineans within the strictest possible spirit of the policy outlined by the Minister of Territories of Australia. But we fear that these decisions are being taken empirically and not on the basis of the recognition of land previously limiting

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the zones that will be reserved to the New Guinean population for the future. May I take the liberty of recommending that such recognition of land be made, that such agrarian reservations be made so that the present and future needs of each Territory will be safeguarded.

With regard to social questions, I should like first of all to refer to one matter about which we do not have sufficient information. It came to our attention after the question and answer period had ended. We were so struck by this question that we felt it incumbent to refer to it, primarily to give the Administering Authority, through its special representative, a chance to explain it in its final statement. In appendix III, table 3, on page 134 of the report of the Administering Authority, it appears that in the period between 1953 and 1954, 356 New Guineans were tried and 349 were convicted of being in employees' quarters during prohibited hours without permission of the employer. From the description of the crime, it appears that the employees are forbidden to go to their quarters without the permission of the employer. We do not feel that this is the case or that this restriction would be applied, a restriction which is absolutely incompatible with universally accepted principles. But since the offence is described in this somewhat ambiguous way, we should like to know exactly to what these convictions referred.

(Mr. Rolz Bennett, Guatemala)

With regard to the restriction of movements of the population, we feel that it is unjustified to let such restrictions stand. These restrictions ought not to exist. We are not convinced by the arguments of the Administering Authority because all the reports indicate that there is an organized police force and surely such police would be sufficient to maintain order in the cities. The restriction of movement, according to the law of 1955, provided no unfavourable results. Thus we feel that the Administering Authority should revise this provision and ultimately do away with it altogether.

With regard to public health, I should like to draw the attention of the Administering Authority to four aspects which my delegation feels require urgent consideration: first of all, the speeding up of the programme of building hospitals; secondly, the recruitment of sufficient doctors to satisfy the minimum requirements of the Territory; thirdly, more efficient training of medical assistants working in the village health posts, as well as of hospital assistants, nurses and auxiliary personnel required by hospitals; and fourthly, the sending of a greater number of students to the medical school at Suva.

Six years ago, in 1950, a plan was approved which provided for an investment of £4,500,000 in the construction of hospitals in New Guinea. Of that amount only £779,889 have thus far been pledged, which will be used for the building of hospitals for Europeans in Lae and Wau. It was only during the fiscal period in 1956/57 that about £1,000,000 was to be pledged for the building of hospitals in Madang and Wewok. We trust that during that same period the building of those hospitals will have begun. Taking into account the extremely penurious situation and the dearth of hospitals for New Guineans in the Territory, we believe that the Administering Authority should endeavour to speed up the fulfilment of these programmes in accordance with the hospital building programme which was set up.

The change of nomenclature in the educational system seems at times, and might appear to some people, to be merely a formal question. But it may have very favourable and substantive results. The simplifying of denomination must obviously be accompanied by a basic standardization in the level of the schools



of the Territory and thus contribute to the raising of the educational level. Much, of course, will depend on the facilities that are placed at the disposal of the Department of Education, especially in so far as inspection of schools is concerned at the primary level, the majority of which are operated by missions. A greater utilization of audio-visual material and equipment could, we are sure, give very satisfactory results. The utilization of wireless, with the double purpose of giving constant training to the teachers in the new educational techniques that are developed, similar to the air school that was used in Western Samoa, and also the broadcasting of general culture to the adult population, all of this might constitute an important contribution to the educational movement of New Guinea. We feel that it would, to a large extent, fill the gaps in the educational field caused by the dearth of sufficiently trained personnel.

I must say that we are very happy to note that the Administering Authority is actively considering the possibility of setting up in the very near future certain other secondary schools in New Guinea. May I take the liberty of suggesting that such plans and programmes should include the setting up of complete secondary schools, because thus far there is none which offers what is generally understood to be an integral course of secondary schooling. The sending of youths and adolescents to Australia or to other overseas lands to complete their secondary education, although advantageous from some points of view, nevertheless, has certain disadvantages which by far outweigh the previously mentioned advantages.

It is well known that the adolescents and youths from under-developed areas who are sent to complete their secondary education in a territory other than their own, very quickly acclimatize themselves to a new land, become foreign to their own land, and later on meet with a great shock when they have to reacclimatize themselves to their original social milieu.

That is why we insist that the primary and secondary schools should exist in the Territory itself. However, the higher studies could be carried out without too much difficulty outside the native land, because by then the adolescent has become a human being who is more crystalized and there is less danger of his losing touch with his own national culture. My delegation

attributes great importance to this point. We consider that the Administering Authority would be extremely correct if it could increase the number of secondary schools in the Territory and extend the syllabus so that it would cover the entire cycle of secondary education.

In conclusion, my delegation would like to make some brief remarks with regard to Melanesian Pidgin. My delegation shares the points of view expressed in paragraphs 291 to 299 of the Visiting Mission's report. That is why we listened with a certain concern to the programme and plans which the Administering Authority has undertaken, namely to publish certain primers and books in Pidgin, standardizing the spelling and picking out one of the regional types of Pidgin English and standardizing its use, as well as publishing a grammar and a dictionary in that language.

Although the Administering Authority, through its special representative to the Trusteeship Council, has emphatically confirmed the fact that these are but temporary measures that may be helpful and will not in any way interfere with the teaching of English, so that ultimately the latter will become the lingua franca of the Territory, my delegation fears nevertheless that the measures that are being implemented may ultimately give a result which is contrary to that required. To formalize Melanesian Pidgin might strengthen its use in the Territory and make it more and more difficult for English to penetrate. Furthermore, I must say that it is somewhat doubtful whether Pidgin is an adequate vehicle for learning English. It would appear to me that anyone adopting Pidgin would later on be faced with serious difficulties in trying to achieve even a half-way competent use of the English language.

My delegation therefore wishes to express its doubts regarding the appropriateness of the measures which the Administering Authority intends to take with regard to Melanesian Pidgin. We feel that the measures which have been envisaged may turn out to be impracticable. If such measures were to be applied, we feel that when the texts are published, namely the grammar and the dictionary, a very careful study of the vocabulary will have to be made, so that at least all those words that have an offensive or discriminatory meaning will be eliminated. I recommended this to the special representative in the course of the question and answer period, and I am very happy to hear from his replies that our suggestions fell on eager ears.

My delegation recognizes the gigantic task that the Administering Authority has taken upon itself in New Guinea. That is why we preferred to make known our views with every intention that they should be helpful and constructive.

I would not wish to conclude my statement without thanking the special representative and the representative of Australia once again for the valuable contribution they have made to the Council's study of conditions in New Guinea.

Mr. JAIPAL (India): Last year when my delegation made its statement on New Guinea it laid considerable emphasis on the general lack of development in relation to the total period during which this Territory had been under the administration of the Australian Government. It seems that we were not very wrong, for I see from the records of the Fourth Committee of 1946 that Mr. Bailey, of the Australian delegation, after surveying the achievements of the Administration, had then said that the people of New Guinea were Melanesian and were at a stone-age level of civilization, that the terrain had not been completely explored, that communications were difficult and that the people were just emerging from a savage state. That was ten years ago, and we seem now to be entering a new phase altogether.

It is not our intention this year to establish again an historical perspective for our examination of conditions in New Guinea, for fortunately the Visiting Mission has done this job extremely well. Perhaps the most important document before this Council during its consideration of the present item is the report of the 1956 Visiting Mission. Its contribution to the collective thinking of the Council on the subject of New Guinea may well prove to be a turning point in the international supervision of this Territory's administration. And may I, at the outset, congratulate the members of the Visiting Mission on a fine job of work done under the able chairmanship of Sir John Macpherson, whose long experience of administration bids us to pay the utmost attention to the recommendations of the Visiting Mission.

The Mission frankly acknowledges that the bulk of the population on the mainland -- between half a million and three quarters of a million -- has had its first encounter with the outer world quite recently. Some made this encounter less than ten years ago, and some have yet to make it, but the Mission regards the future as a challenge and an opportunity without parallel -- in short, with the confidence and optimism that twentieth century man may justifiably display in the face of a stone-age civilization.

It is only right that I should mention here what the Australian representative said in 1946 when this Territory was being placed under the Trusteeship System. Mr. Bailey, again, said that the guiding light of the Australian administration was the principle that the well-being of the people of the Territory was a sacred

trust of civilization. All this portends well for the future. Now the international context into which the people of New Guinea are being brought is perhaps quite unprecedented. They will have no history of colonial domination or exploitation; they will have no legacy of colonial strife or bitterness; there will not be the apathy born of political frustration. Their freedom is assured and held in reserve by the international community.

To emerge from a primitive society suddenly into the bright world of international society must be a shattering experience even for the most stouthearted of communities: but is it really a very difficult adjustment? The Visiting Mission says that, above all, the most favourable feature is the people themselves. They suffer from no sense of inferiority. They are full of enthusiasm and confidence about the new ways opening up for them. They are vigorous and willing to work hard at all sorts of things, and they are clamouring for what we of the modern world can offer. Their confidence is so impressive that we must take special note of it. The Visiting Mission says that the people are confident that the bridging of the gap between the old and the new world is a matter of a few years -- not even a generation.

It is important to observe that the Visiting Mission, far from dismissing this attitude as the intoxication of a few persons, suggests that this flood tide of enthusiasm runs the risk of drying up if development is not sufficiently rapid. We are told that Australian administrators in the field, apparently reading the writing on the wall correctly, are clamouring for more personnel, technicians, equipment and money. Will they get them all, and in time? That is the major question posed by the Visiting Mission. We cannot fail to be impressed by the repeated notes of warning in the Visiting Mission's report to the effect that if the present high hopes of the people are seriously disappointed conditions may change radically. That, I think, is the keynote of the report.

It is against this demand for progress that we shall examine the situation in the Territory. What are the institutions, the services and the resources in the Territory, and will they be able to keep place with the demands likely to be made on them in the future? We see that at the lowest level the intention of the Administration is to develop village councils, which is surely an admirable policy and one which has been tried out successfully elsewhere. The few councils that

(Mr. Jaipal, India)

have been established so far are said to be functioning very well, and yet the rate of development of this local government system is slow and somewhat out of tune with the general clamour that the Visiting Mission speaks of. The main practical obstacle seems to be that few communities can afford to pay the high tax of £4. per head. Another obstacle is that village councils seem to follow the establishment of co-operatives which bring some income to the people. While a sound economy is, of course, essential to the operation of a village council, it would be a pity in our opinion to defer such experiments in democracy for want of local finance. Voting on a budget is surely not the first lesson in democracy.

We are informed that in every village there is a group of influential elders which advises the village officials on all matters pertaining to village life. It is doubtless around this nucleus of social authority that the broader institutions of the future will have to be built. Common endeavour, community participation and co-operation, rather than finance, are often the real backbone of democratic institutions, and this is even more true of under-developed societies. May we suggest, then, that an exhaustive review of the situation be undertaken without delay, so that, in the words of the Visiting Mission, "Any failure to accelerate" the development of village councils "at this critical stage would be a threat to the whole programme of advancement". (T/1260, para.207)

The risks involved in pursuing a bold policy are few. What seems to be needed is trained personnel which can devote its time to the spade-work involved in creating and nursing village councils through the difficult early stages.

We have often had occasion in this Organization in the past to refer to community development methods and to the success achieved by them in many parts of the world. It is not only we who speak of them, but many other authorities who have witnessed these development projects in operation have paid high tribute to their value. Perhaps this method of community development, in which the technical assistance and guidance come from outside and the initiative and the effort from within, may be of some value in New Guinea.

(Mr. Jaipal, India)

It is, it seems to me, particularly suited to areas where the people are vigorous, willing to work and full of enthusiasm, and where the entire resources of a community can be easily mobilized for the common good.

We are sure that the Administering Authority has no objection in principle to experimenting with community development methods; and we make this suggestion once again, for it is our belief that community development methods will soon exert great influence on rural development generally in the under-developed parts of the world.

At the level higher than the village council, we find that there are town and district advisory councils, none of which, unfortunately, has any New Guinean members as yet. We see that the law provides for the establishment of advisory councils for native affairs, but -- again unfortunately -- no such councils have as yet been established. The intention seems to be eventually to set up area councils and regional councils and ultimately, possibly, a territorial council; but no plan seems to have as yet been made for them.

There are only two New Guineans on the Legislative Council. This situation cannot but cause concern to my delegation, especially in the light of the Visiting Mission's repeated warning that there is a great awakening among the people and a great desire to participate in modern processes. It seems rather odd to us to set up all the paraphernalia of local government machinery for the training of the people in self-government and then to find that there is an insufficient number of New Guineans qualified, educationally or otherwise, to fill positions in these various bodies. There are no doubt New Guineans with some academic education who now occupy subordinate positions in the Territory: clerks, policemen, medical assistants, teachers and other skilled personnel. We see, however, that convention forbids them to undertake representational functions. The result of this is that many years must pass before New Guineans can match the high standards now required for representational purposes, standards which are somewhat arbitrary, which bear little relation to the indigenous community and which, in any case, will be altered sooner or later -- as they have been altered in other territories formerly under colonial rule. It is the experience of most countries under foreign rule that the first products of the educational system invariably fill the subordinate positions. It would be wise, in our opinion, to utilize this reservoir in the interests of the Territory, particularly in the early stages of its development.

(Mr. Jaipal, India)

Conventions are born out of the needs of a society, and it is only in the context of that society that they have purpose and meaning. The attitude of "what's good for General Motors is good for all" is seldom seriously advanced nowadays. We should like to see a certain flexibility in the Administering Authority's approach to this problem, a spirit of experimentation which alone will lead to the discovery of what is best for New Guinean society.

The institutional structure and the representation on it appear to be quite conventional in their aspects. But the following fundamental question arises: Are they best suited for the society? I should like to clarify this question a little further. Is it the Administering Authority's intention to wait until New Guineans develop and become ready to take the place of others who now represent them? Is it not better to set up indigenous councils at all levels and develop them, their functions and powers, until they can replace the present institutions? In the former case a premium is placed on individual development, whereas in the latter case institutional and individual development go hand in hand. Both systems of development are now at work in other territories, and the lessons of their experience may be of some value to New Guinea. Whatever the answer, the present representation of New Guineans in the Legislative Council clearly requires an increase, as recommended by the Visiting Mission -- and the reasons are even stronger for New Guinean representation on the town and district advisory councils.

It is interesting to observe that the New Guinean who has shown the most promise and initiative in the Legislative Council does not, according to the special representative, speak a word of English. Language, then, is apparently not a great barrier to the New Guinean's ability to serve usefully on the Legislative Council or other bodies.

The Visiting Mission has dealt at some length with the position of the Department of Native Affairs. It does seem extraordinary to us that a district commissioner should have no responsibility for native affairs in his district. There is a special officer in each district who looks after native affairs and reports directly to his head of department. This prompts the question: What is "native affairs"? A list of functions connected with the Department of Native



(Mr. Jaipal, India)

Affairs is to be found on pages 72 and 73 of the Visiting Mission's report. Two of those functions are the following: "the advancement of native political development and welfare" and "the promotion of native economic and social development and welfare". These words might have been taken out of the Charter or the Trusteeship Agreement. They embody the basic objectives of trusteeship. And we find that the high responsibility for these objectives is vested in the functionaries of the Department of Native Affairs. That is the main responsibility of the trusteeship administration, and indeed the whole purpose of trusteeship. And we see that it is treated as the responsibility of a technical department of government requiring specialized attention. We would not suggest that the administration of native affairs is being neglected simply because it is in the hands of a special department. We have no doubt that the interests of the indigenous persons are being extremely well looked after by the Administering Authority. But the curious organizational arrangement for this purpose conveys the implication that responsibility for native affairs is something apart from the normal administrative responsibilities, something which can be administered as a separate and distinct entity. The situation is not without parallel in Asia, Africa and even the United States. Naturally, I do not propose to compare and draw conclusions, but, whatever the reasons may be for this arrangement, we are sure that the basic philosophy leaves nothing to be desired. We should like to see this division of administrative responsibility ended, for native affairs concern every department of administration. We hope that the Administering Authority will give this matter its most serious consideration.

Another important matter commented on by the Visiting Mission is the public service of the Territory. The large deficit of unfilled posts and the expanding need for additional posts cause concern to my delegation. We would endorse the Visiting Mission's suggestion that wider foreign recruitment should be attempted, particularly in the professional and technical fields. This is doubtless a matter that is engaging the Administering Authority's serious attention.

(Mr. Jaipal, India)

We had not realized until now that there were no New Guineans in the public service enjoying security of tenure, prospects of promotion, pension, and so forth. Those New Guineans in subordinate positions, such as clerks, teachers, medical attendants, and so forth, are now regarded as skilled workers employed under the Labour Ordinance. The only redeeming feature of this extraordinary situation is that action is now being taken to admit them into the auxiliary division, which is said to be a part of the public service proper. The exact purpose of the auxiliary division is not very clear to us. It seems to be regarded as providing the means of entry into the public service for New Guineans. Are we to take it that the auxiliary service is a sort of stepping stone to the regular public service, a sort of preliminary probationary training? Or is the auxiliary division a permanent part of the public service of the Territory? In other words, is the auxiliary division intended for New Guineans only, and the main public service for the others?

(Mr. Jaipal, India)

Perhaps the special representative would clarify at a subsequent time whether the creation of the auxiliary division would involve, as it were, the separation of the sheep from the goats.

The situation regarding the public service is of great concern to us, and we shall watch developments with close attention. It is most necessary, in our opinion, to incorporate the indigenuous public servants into a proper unified service with a proper status and conditions of employment such as pensions, security of tenure, etc.

On the question of the administrative union between New Guinea and Papua, my delegation would recall that before the last war both territories had separate administrations and that the present union was the result of the common war effort and the common military administration. When the draft Trusteeship Agreement was under examination in the Fourth Committee in 1946, my delegation felt that the provision for the constitution of an administrative union might bring New Guinea into the sphere of colonial rule and consequently might not be in the interests of its people. In another place and at another time, in the Standing Committee on Administrative Unions, my delegation will offer its detailed observations on the operation of this administrative union. But we would say here that, while we are not opposed in principle to such unions, and indeed see great advantages in the current trend toward closer association, we are nevertheless anxious to ensure that the practical operation of the union does not result in any loss of identity of the Trust Territory. In 1952, the Trusteeship Council expressed the opinion that the Administering Authority should provide adequate formal protection of the interests of the Trust Territory and that a complete integration of institutions might hinder the development of the Territory as a separate entity. We should like to stress the need for caution in the development of the administrative union, particularly at the present stage, when the indigenuous people are not yet ready to express themselves with regard to their future. It must be borne in mind that New Guinea is the bigger partner in this association, with greater resources and a larger population, and one might therefore expect New Guinea to have a larger share in the association, which, incidentally, should be influenced more and more by the principles of trusteeship rather than by any other principles of administration.

(Mr. Jaipal, India)

Turning now to the economic position in the Territory, we share the views of the Visiting Mission that, in the preparation of long-term plans, it is necessary to take fully into account matters such as geological, forest and soil resources. We note with interest that surveys of resources are being undertaken by the Commonwealth Scientific and Industrial Resources Organization, and that the results of those surveys will serve as a basis for economic planning and development. We hope that it will be possible for the Administering Authority to inform the Council in due course of the results of these surveys and the comprehensive plans for long-term development which it may draw up. We attach the utmost importance to long-term planning on the basis of known resources. It is quite likely that the handsome contributions now made by the Australian Government will have to be substantially increased to undertake long-term development plans, and the question of any international assistance in this connexion assumes some importance. The Visiting Mission has clearly indicated that the international community has a special responsibility to help the Administering Authority meet the challenging task in New Guinea.

Perhaps the most important aspect of economic development is that which relates directly to the welfare of the indigenous people. There is ample evidence in the Visiting Mission's report regarding the extraordinary contribution the indigenous people are making in road construction and other forms of development in the interior. The striking thing about this is the number of requests from indigenous persons for equipment and other assistance in building more roads and opening up the interior. This enthusiasm for roads is clearly an indication of the demand of the indigenous people for improvement of their conditions, and one cannot help feeling that there is in this enthusiasm a hidden wealth of effort which could be tapped profitably by the Administering Authority. We should like to acknowledge the excellent progress the Administering Authority is making in implementing its road development programme, and we have every hope that the contributions which the people themselves wish to offer will be taken advantage of.

It is interesting to see that, in the opinion of the Visiting Mission, the major industry in the Territory is indigenous agriculture, and that the development programme which has been established for it is being implemented successfully.

(Mr. Jaipal, India)

We are very glad indeed to note the existence of such a development programme and, while we would not like to comment on its detailed aspects, we feel bound to express the hope that development will not be confined to the raising of cash crops, establishment of co-operative societies, exploitation of forest reserves, etc., but will have a more direct impact on rural communities. One often finds in similar Territories that the rural areas are in a state of neglect because the traditional policy of the Administration has been not to wage a direct frontal attack on rural problems but to effect improvements indirectly through the gradual introduction of a cash economy, the growing of crops for export, the exploitation of the mines and the forests, etc. The results of such a policy have not often been very happy, for it has brought in its train a number of social and economic problems which newly independent countries have inherited. One finds nowadays an enormous awareness of the importance of developing communities through their own efforts, and we feel sure that such a method would have a more direct impact on rural development. We should like to express the hope that the long-term economic development plans of the Administration will have a place for such methods also.

The central task in New Guinea appears to be to replace the shifting system of agriculture by one which is continuous and which would increase productivity. To achieve this aim, the indigenous peoples need to be taught crop rotation, soil improvement, irrigation, contour farming, animal husbandry, cultivation of new crops, improved diet, and also the cultivation of crops which can be stored. All this is being done in greater or smaller measure by the Administration, and we do realize that this constitutes practically a revolution in indigenous life which would be difficult to carry out even if the Administration had the resources in men and material for doing so.

I should now like to deal briefly with the question of land alienation in New Guinea. In this Territory, as elsewhere in the world, the material attractions which the highlands hold out to European settlers are considerable. Some of these highland valleys appear to be suited to plantation crops such as coffee and tea, and also other crops such as peanuts and passion fruit. It is necessary, in our opinion, to ensure that the growing of certain crops is not monopolized by the European settlers. We have no doubt that the Administration

(Mr. Jaipal, India)

is alive to the dangers in the development of such a situation. We are glad to note in this connexion that the Administration in the Eastern Highlands district has tried in fact to draw the indigenous people into partnership with Europeans in economic development, and, according to the Visiting Mission, the indigenous people have accepted the challenge of European settlement and are willing to avail themselves of the opportunities offered by it. They are prepared to grow new crops, learn improved techniques, and face all the risks involved in marketing under modern conditions. We hope that this experiment in partnership will be widely extended.

(Mr. Jaipal, India)

As regards land alienation itself, the past reports of the Administering Authority indicate that in June 1951 the total area of land leased to Europeans was about 3,500 acres. During the next year a further 1,300 acres were leased; but during 1952-1953 the area of land leased rose suddenly to 4,500 acres. There was a still sharper rise in the lease of land during the following year when about 8,000 acres were leased. Fortunately, by the end of 1954, the Australian Government appears to have reached the conclusion that leasing of land has been haphazard and too rapid and too extensive. We are glad to note that the present policy is strictly to control the leasing of land to non-indigenous people.

There appear to be two principles which govern the leasing of land to Europeans on which we should like to offer our observations. Firstly, the consent of the indigenous owner has to be obtained. We understand that the willingness of the indigenous person to sell land is not often a good test unless his right to sell the land is first established. And this is often difficult to determine because of the complicated customary tenure, and the further complication introduced by tribal fighting.

Another condition for the leasing of land is that the land offered for sale should be surplus to present and prospective indigenous needs. This second test is obviously of a more technical character, and we do not know whether it will be possible for local officials to determine with any degree of accuracy the future needs of the indigenous community. The example of East Africa should be sufficient warning against any liberal interpretation of the term "surplus land". There is often a too easy assumption that unused land is unowned or wasted. We would, therefore, endorse the Visiting Mission's recommendation that extreme caution in this respect may ultimately prove to be a virtue.

I should like now to make one small observation in connexion with the implementation of the present land policy. We observe that before land is leased, the District Commissioner has to certify that alienation would not be detrimental to the indigenous people in the present or the foreseeable future, and that a committee considers all aspects of this question. We should like to suggest, for the consideration of the Administering Authority, that, as a general principle, no land should be leased to Europeans without the collective consent of the local community, for we feel that it is not enough to secure the consent only of the immediate owner of the land.

(Mr. Jaipal, India)

In offering our comments on this particular question of land alienation and land settlement as they relate to the Highlands, we should not like the Administering Authority to think that we want the Highlands to be kept undisturbed as an anthropological zoo. We cannot, however, ignore the history of European contacts in certain other parts of the world. We hope that the Administering Authority, whose difficulties we full appreciate, will be able to resist the considerable pressures which are undoubtedly brought to bear upon it to open the Highlands to rapid and extensive European settlement. Policy is not formed, as it were, in a vacuum, and the pressures to which the Australian Government are subjected are proof that it is not enough to frame principles which seem to meet obligations; but it is necessary to balance the conflicting forces. Another corollary of European settlement is its impact on labour recruitment. We understand that there is a shortage of labour in the coastal areas and that there has, in the past, been great pressure for the opening up of the Highlands for labour recruitment. It is not necessary for us to speak at length on the adverse effects of labour recruitment on indigenous communities and, generally, on relations between the Europeans and the indigenous people. One often hears that too many males are taken away from a community to work in the mines or elsewhere, with the result that indigenous institutions begin to decay.

There is also the problem posed by the repatriated laborers, who cannot easily be absorbed back into their own communities. We have no doubt that the Administering Authority is fully aware of the difficulties involved in the situation, and it will no doubt readily agree that present methods can be improved upon, and perhaps, with experience, they will indeed be improved. We felt bound, however, to draw attention to this aspect of the situation as it has a direct bearing on the future of the indigenous communities.

I come now to the social sphere. A good deal of my comments on rural development have direct application to social problems, and I shall therefore refrain from repeating myself. There is, however, one important matter which has been before the Council year after year, and that is the restrictions on movement in the towns. My delegation's views on this pernicious practice are fairly well known, and whatever administrative advantages there may be in these restrictions, we have no doubt that in the long run they will have a degrading effect on society generally.



(Mr. Jaipal, India)

The Visiting Mission has expressed itself strongly in favour of the immediate revocation of these restrictions and, furthermore, it has expressed the view that there is no justification for them. We should like to appeal to the Administering Authority to take these views seriously and to implement the Council's recommendation, at least on an experimental basis, without flatly rejecting it.

With regard to educational matters, we are generally in agreement with the Mission's recommendations that the chief emphasis should be not only on primary education and the training of teachers, but that the time has come for the provision of facilities for secondary education within the Territory. Generally speaking, secondary education within the Territory has far more advantages than secondary education in Australia or elsewhere. We share the opinion of the Visiting Mission that education must be the responsibility of the Administration and should be increasingly shouldered by it.

On the question of the use of Melanesian pidgin, we are entirely in agreement with the Visiting Mission's observation that pidgin reflects outmoded concepts of relationship between the indigenous inhabitants and the immigrant groups and is scarcely the right basis for developing a people towards the goal of self-government. We observe, however, that the intention of the Administering Authority is to use this hybrid language merely as a medium for the introduction of the English language. The practical advantages of this are rather obvious, but the need for this initial introductory step is not altogether clear to us. It would be a pity to regard this as anything but a temporary, transitory phase, and we hope that, gradually, English will be introduced more directly. During the period when Melanesian pidgin is regrettably necessary, it is to be hoped that, as suggested by the representative of Guatemala, pidgin will be purged of words and ideas which are the objectionable relics of what I might call plantocracy.

Before closing I should like to say that we are not oblivious to the achievements of the Administering Authority. We acknowledge the excellent pioneering work done and the peaceful penetration of unknown areas, often at tremendous hazards. The Administering Authority is also to be commended for the

(Mr. Jaipal, India)

rise in internal revenue, the increased expenditure on health and education, the sharp rise in the expenditure on capital work, the expansion in agricultural production and the extension of the co-operative movement. The Administering Authority also deserves our appreciation for stimulating the awakening need of the people for rapid progress, which has made such a deep impression on the Visiting Mission.

We have no doubts about the capacity of the Administering Authority to meet the situation and to keep pace with the peoples' aspirations, but it should be recognized, and I have no doubt that it is, that the situation calls not for complacency but for quick and accurate assessment of the growing and different demands in the Territory and for the formulation of plans of development in all fields of activity which would satisfy, in the words of the Visiting Mission, "the clamant and almost disturbing demand for immediate and spectacular material progress". In our opinion, this is a suitable opportunity for the Administering Authority to give some serious consideration to the implementation of the General Assembly resolutions on the question of the attainment of self-government or independence by this Territory. It may not be possible just now to estimate accurately the number of years required to develop this Territory to attain its final political goal, but it seems to me that there is sufficient material available on which to draw up short-term plans with targets and dates for the attainment of intermediate goals in the political and other fields, goals which will often differ from one District to another.

Lastly, we should like to thank Mr. Jones, the special representative, for his very valuable contribution to our consideration of this difficult Territory. Mr. Jones' experience and intimate knowledge of the Trust Territory have been of great use to us, and we should like to apologize to him if we have been too hard on him during the question period.

Mr. RIFAÏ (Syria): It is not unlikely that probably within twenty to thirty years from this day the United Nations, together with the Government of Australia, might proclaim to the world one of the greatest achievements, namely, the attainment by the people of New Guinea, who, up to the Second World War, had led a Stone Age existence, of the objectives of the Trusteeship System, thus setting a record in human progress by shortening the time which it took other societies to evolve from the Stone Age to this era, to the span of a few decades shorn of the anguished patience and often tragedy which marked the rise of people inhabiting other parts of this world. This is no dream. It is a well-founded hope. We should realize, however, that while the opportunity is promising the challenge is great and perhaps, as the Visiting Mission put it, without parallel in the history of under-developed, dependent areas.

Yet we feel confident that great as the challenge is, the combined efforts of the world community, the Administering Authority and the people themselves, will prove more than equal to the task, that eventually we shall all find with great satisfaction that our efforts have not been in vain and that these efforts are yielding encouraging results.

The most important phenomenon in the Territory today is the fact that the New Guineans are awakening to their destiny. They are all clamouring for assistance to advance in every field. This might not be so impressive a phenomenon in areas with past civilizations since it would appear to be the normal reaction to presence of opportunity to improve one's lot, but among people who have just emerged from the Stone Age, it is a thing to marvel at and to be nourished with similar enthusiasm on our part. Otherwise, and here again I wish to quote from the wise words of the Visiting Mission, this enormous wealth of enthusiasm and good will, which could make the rapid transition from the Stone Age to modern conditions painless as well as unprecedented, runs the risk of drying up if development is not sufficiently rapid.

The Administering Authority seems to be well aware of this situation, but while it is deploying worthy efforts to further progress in the Territory, its efforts still fall short of the requirements of its stupendous task. The Visiting Mission draws our attention to the greatest handicap in this respect, the shortage in trained personnel. Obviously, the Administering Authority can never make progress in the Territory at a rate which would satisfy the insistent demands of the New Guineans without an adequate number of trained people. This is quite clear and needs no elaboration. Consequently, every effort must be made to increase their number in the Territory. I feel sure that if the Administering Authority tackled this problem by way of improving conditions in the service, and thus rendering the jobs more attractive, particularly from the point of view of remuneration, the Territory would soon acquire the necessary experts for its development. In this connexion, I should like to associate my delegation with the other view of the Visiting Mission as to how this problem of personnel could be solved. I need hardly stress the value of training indigenous people not simply to help alleviate the existing problems, but in order also to take over gradually from foreign experts and officials who cannot be considered to be serving except in a temporary way in the Territory.

A few days ago I inquired of the special representative about the meaning of a passage in his opening statement concerning the Administering Authority's policy on public service in the Territory, merely to draw attention to this very important point. My delegation was much perturbed by that passage which stated:

"One of the long-term objectives of the Administration's policy is to build up in the Territory a competent and efficient Public Service,".

And with this I have no quarrel, but would commend the Administering Authority. But here is the most important point to take into consideration which says:

"in which there will be an ever-increasing proportion of officers who regard the Territory as their home." (T/PV.719, p. 22)

Our concern was confirmed by the clarification which was given by the special representative in response to my inquiry. I do not want to say more on this point than I have already said in my comment during the questioning period. We feel that such a policy might prove to be detrimental to the harmonious and rapid evolution of the Territory towards the objectives of the Trusteeship System. For if we plant in New Guinea a corps of foreign officers who regard the Territory as their home, these officers will naturally acquire vested interests in the Territory and, quite conceivably, may one day in the future find their interests in conflict with those of the indigenous people. Certain parts of Africa may teach us excellent lessons in this regard.

In concluding my remarks on the question of public service in the Territory, I wish to register our satisfaction at the creation of the Auxiliary Division of the public service. We hope that it will not be long before it starts to work, and we want to associate ourselves with the Visiting Mission regarding the advisability of opening it to the police force in the area.

I turn now to the political advancement of the indigenous people. The only statutory forms of government in the Territory are the Legislative Assembly and the Local Government Councils, which are still at the village level. It cannot be said that the people are really participating in the conduct of their affairs in so far as the Legislative Assembly is concerned. In the first place, the Assembly is an organ of government for both New Guinea and Papua. Secondly, its membership is overwhelmingly non-indigenous. In this connexion, we recognize that there are many difficulties which still stand in the way of an adequate increase in the indigenous representation in this body, but we feel that some increase can be expected under present conditions.

The Administering Authority claims that failure to increase the indigenous representation is due solely to the lack of qualified persons. The Visiting Mission, on the other hand, has examined the question and found that a possibility for increase does exist provided certain persons presently employed by the Administration are appointed. The answer of the Administering Authority to this suggestion of the Visiting Mission is that in accordance with the well-established convention, which applies not only in Australia but in many lands with a parliamentary system of government, persons who are in the service of the administrative branch of government cannot serve in the legislative branch. No one, I am sure, can easily dispute the validity of this convention, which is well known and well enshrined in many democratic institutions. But one must immediately ask the questions whether the Legislative Assembly of Papua and New Guinea is a legislative body in the full sense of the term and whether, in the case of a Territory like New Guinea, which probably still has to wait a decade or more before it is vested with a real legislative institution, a slight departure from the aforementioned convention is not permissible? Finally, I believe that the Mission has pertinently remarked that

"it should be remembered in this connexion that out of the present total membership of twenty-nine, sixteen are officials." (T/1260, para. 199)

In view of these considerations, my delegation cannot see how the appointment of New Guinean indigenous officials at the present time to the Legislative Assembly can be viewed as harmful to the democratic political evolution of the Territory. I wish to remind the special representative that in Nauru one of the magistrates is at the same time a member of the Local Government Council; and in

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Nauru the Local Government Council performs practically the same functions as the Legislative Assembly of Papua and New Guinea. Moreover it is an organ exclusively for the Nauruans and not shared by Papuans and the people of New Guinea, as is the case with the Legislative Assembly. For all of these reasons, my delegation expresses the hope that the Administering Authority will act soon to appoint additional New Guinean members to the Legislative Assembly. As I remarked earlier, we must do our best to match the enthusiasm of the people for their progress and to spare no effort in meeting their reasonable demands.

While I am dealing with the Legislative Assembly, I should also like to express the hope that the Administering Authority will soon examine the possibility of establishing a Legislative Assembly for the Territory of New Guinea alone, because we believe that the reasons which may have justified one Legislative Assembly for New Guinea and Papua so far are slowly disappearing; and it is advisable that preliminary thought be given soon to this question.

In the field of the Local Government Councils, we are happy to note that the people are making progress and showing great interest in their work. However, we are disappointed to learn that certain sections of the population have so far resisted the establishment of such Councils for their communities. I refer in this connexion to the Raluana people who, paradoxically enough, are more sophisticated than most of those who are already operating their Government Councils. This phenomenon calls for urgent and most serious consideration of the problem by the Administering Authority, and we feel confident that it will not find this problem beyond its capacity to solve. If tackled with vigour and circumspection, it should easily yield to an appropriate solution.

While the behaviour of the Raluana people may have engendered similar resistance to the establishment of a Local Government Council in a neighbouring area, it should be regretted that the establishment of such Councils in other districts has been retarded primarily because of the conservative approach of the Administering Authority. When I was in the Territory as a member of the 1953 Visiting Mission, I was told that the Administering Authority was planning to establish several Councils in the near future. Those plans of the Administering Authority have so far failed to materialize. Two basic reasons were adduced to justify this situation: first that the people did not have sufficient income for the purpose; and secondly that in certain areas they showed reluctance to accept the responsibility.

(Mr. Rifai, Syria)

The present Mission which has investigated the situation seems to disagree with the Administering Authority on this point. It indicates clearly in its report that many areas where Local Government Councils still have to be established are ripe for that development. We hope that the Administering Authority will give urgent consideration to the recommendations of the Visiting Mission in this regard, and that before long Local Government Councils will come into being in increasing numbers wherever the conditions permit. Certainly one cannot over-emphasize the importance of the development of this institution to the general advancement of the Territory.

Before terminating my remarks on the political field, I wish briefly to refer to the questions of the Town and District Advisory Councils and to Native Courts. With regard to the first, I should like to endorse the recommendation of the Mission that New Guineans should be represented on these Councils. The representation of indigenous people on both the District and the Town Advisory Councils would not only foster good relations between them and the foreign elements living in New Guinea but would also contribute considerably to their enlightenment. In addition, they would be afforded the opportunity to increase their participation in the conduct of their own affairs. I was happy to note that the Administering Authority is not averse to this suggestion of the Visiting Mission. Consequently we might soon expect some action in this regard.

As far as Native Courts are concerned, one must not overlook the difficulties involved in their immediate establishment. Nevertheless we might express the hope that the Administering Authority would give sympathetic consideration to the establishment of such courts in those parts where the people have evinced a strong desire to have their own courts, provided there is reasonable prospect that they could work effectively.



(Mr. Rifai, Syria)

The Visiting Mission, in commenting on this question, stated that it sees no reason why they, the native courts, should not be established now provided the arrangements can be made for simple court records to be kept and provided that provision is made for review by administrative officers and appeal to existing courts as may be necessary or desirable.

Let me turn now to the economic field. The main problems confronting the Territory in this respect still appear to us to be the lack of sufficient funds for economic development, the lack of any comprehensive long-term plans and the problem of the shortage of technical experts, of which the Territory is in dire need. As long as these three requirements are not sufficiently met, the economic development of New Guinea is bound to be slow. The efforts of the Administering Authority in surveying the economic potential of the Territory deserve our praise. We hope that when this survey is completed, the Administering Authority will draw up a long-term plan for the economic development of the Territory and do its utmost to secure the necessary funds. We hope also that the Administering Authority will not stand unaided in this economic endeavour. In paragraph 183 of its report, the Visiting Mission stated:

"The Mission feels that at this time in history when the Charter of the United Nations and the Trusteeship System have introduced new ideas and new ideals, the international community has a special responsibility to help the Administering Authority in all possible ways to meet this challenging task of absorbing the primitive societies of New Guinea into the modern world without hardship and without unhappiness, and the Administering Authority should not hesitate to invoke the assistance of the international community."

Having made this general observation, I wish now to refer briefly to certain aspects of the economic development in New Guinea. My delegation wishes to associate itself with the Visiting Mission in commending the Administering Authority for its road development programme in the Territory and for the excellent progress it is making in implementing that programme. Particularly in New Guinea it is almost impossible to conceive of any real progress without a good road system appropriate to the evolving needs of its people.

(Mr. Rifai, Syria)

Another aspect which gives us satisfaction is the development in the agricultural field. We are happy to note the progress that is being made in the cocoa and coffee production and we are also pleased to learn of the efforts of the Administering Authority in training indigenous people at agricultural extension stations. These trainees, however, must not be lost to the community as a whole once they finish their training. My delegation is in full sympathy with those trainees who expressed their disappointment at the fact that in many instances they were left to go back to their homes at the end of the training period instead of putting their gained experience at the service of their community as a whole. We hope that the Administering Authority will soon try to rectify the situation, particularly in view of the great need of the Territory for experienced agricultural workers.

It remains for me to touch briefly on the land problem before I turn to the social and educational fields. It has not escaped our attention in the past that a few foreigners were purchasing land in New Guinea. We must admit that at a certain time we entertained some misgivings in this connexion. It is for this reason that my delegation welcomes heartily that part of the new land policy of the Administration which is concerned with the acquisition of land from the indigenous people. But I should like to add that while this step which the Administering Authority has taken to safeguard the rights of the indigenous inhabitants is a commendable one, it does not constitute in our opinion a sufficient discouragement for the future acquisition of land from the people of New Guinea.

We believe that land which still is in the hands of New Guineans must in the future be subject, at most, to being leased on short term, but never to be completely alienated. I do not think it is necessary for me to dwell at length on this aspect of the question because I am sure that members of this Council, as well as the Administering Authority, are well aware of the potential danger inherent in such a policy if it is pursued in the Trust Territories.

(Mr. Rifai, Syria)

In the social field we regret to say that the Territory is moving very slowly indeed. Curfew regulations, which have been criticized on several occasions in the past by this Council, continue to exist. Health services are also far from being satisfactory, and wages and other matters relating to labour have still to be revised. With regard to the last point, I am happy to note that the Administering Authority has just finished a comprehensive labour code, but with regard to the health field there is no indication that present conditions will change to any satisfactory degree in the near future. There is great need for funds to mark substantial progress in this connexion. But, unfortunately, even funds that have been earmarked for development in this field have not been expended, and unless they are, and unless even more funds are made available, there is little hope of improving the health services in the Territory to any considerable extent. But when funds become available and are expended there will be better and more hospitals, and fewer obstacles will face the Administering Authority in attracting qualified medical personnel to the Territory. We are inclined to believe that the best way of overcoming the shortage of medical personnel is to make the remuneration more attractive. It is true that there is always a limit to what can be paid to a doctor in these areas, but has the Administering Authority really reached that limit? In short, this problem has to be faced if the Territory is to have a better health service, and I feel sure that the Administering Authority will not want to leave any stone unturned to improve conditions in this field. The impending construction of a new hospital at Rabaul, although very belated, is nevertheless a step which we welcome in this connexion and one which we consider as a step in the right direction.

As I said earlier, the continuance of the curfew regulations is also a sign of slow progress in the social field. The only thing I wish to say in this connexion is that my delegation fully agrees with the recommendations of the Visiting Mission that these regulations should be revoked immediately.

I come now to the educational field. My delegation draws great satisfaction from the fact that almost all the people are anxious to discard Pidgin English in favour of the English language proper. This development should be encouraged by the Administering Authority through the provision of

(Mr. Rifai, Syria)

additional schools teaching English and also by requiring the religious missions in the Territory to include English invariably in their curricula. My delegation feels also that primary education should not remain the exclusive concern of mission schools and that the Administering Authority should begin to consider whether it could not assume part of the burden in this field. At the present stage, however, we wish in the first place to urge the Administering Authority to pay special attention to secondary education. A full programme of secondary education should no longer be delayed.

That brings me to the end of my remarks. I would not wish to conclude, however, without availing myself of this opportunity to thank the special representative for his valuable contribution and assistance in our consideration of conditions in this difficult Trust Territory.

The PRESIDENT: That concludes the general debate on the Trust Territory of New Guinea, except for the statement of the special representative and the representative of Australia. The Council will meet again at 2 p.m. tomorrow.

The meeting rose at 6 p.m.

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