

TRUSTEESHIP  
COUNCILCONSEIL  
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Fifth session

Item 4 ( ) of the Agenda

## EXAMINATION OF THE ANNUAL REPORTS:

NEW GUINEA: YEAR ENDED 30 JUNE 1948

Replies of the Special Representative of the Administering  
Authority to written questions of members of the  
Trusteeship Council

Note by the Secretariat: In accordance with the procedure for the examination of annual reports which was adopted by the Trusteeship Council at the second meeting of its fourth session on 25 January 1949, written questions relating to the annual report on New Guinea for the year ended 30 June 1948 were submitted by members of the Council. The Secretariat classified these questions according to the main functional fields and transmitted them to the special representative of the Government of Australia for New Guinea. The replies of the special representative are transmitted herewith to members of the Council, together with questions to which they refer. In each case the name of the member submitting the question is given in parenthesis.

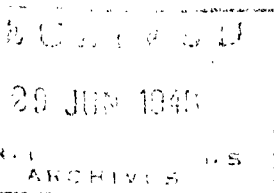
## I. GENERAL

Question 1: The Report of the Trusteeship Council concerning the Annual Report on the Administration of New Guinea for the year 1 July 1946 to 31 June 1947 (A/603, pp.18-19) states, among other things:

"The Council requests the Administering Authority to provide in the next Annual Report, in addition to detailed answers to the Provisional Questionnaire and information arising from the foregoing conclusions and recommendations:

- (a) An official map showing the distribution of population, natural resources, etc.;
- (b) Photographs illustrating the country, its peoples, etc.;
- (c) Information on the following subjects in particular:

/(1) The provisions



- (i) The provisions of the law relating to the punishment of various criminal offences, indicating whether there is any discrimination in the administration of justice;
- (ii) The net profits of the gold-mining companies for the year in review;
- (iii) The average annual income of the indigenous inhabitants;
- (iv) The number of savings-bank accounts in the names of indigenous inhabitants and, if possible, the total value of such accounts, and the amount of an average account;
- (v) The proportional part played by the Government and Missions respectively in the task of education;
- (vi) Details of accidents occurring in industry as a whole and in particular industries."

Most of the additional information requested by the Trusteeship Council is not found in the Annual Report on the Administration of New Guinea for the year 1 July 1947 to 30 June 1948; while some is incomplete. Please supply the necessary additional information. (Philippines)

Answer: The requests by the Trusteeship Council in document A/603 for additional information to be supplied on a number of subjects was not received by the Administering Authority in sufficient time to enable all the required data to be assembled for inclusion in the Annual Report 1947-1948. I should be pleased to furnish orally such further information as is now available, pending the inclusion in the next annual report of full details on the various subjects that are covered by the Council's requests. Certain requests relate to statistical data only and the following information is furnished in those cases:

(a) Savings Bank Account:

The number of savings bank accounts taken out by indigenous inhabitants - 12,445. The total value of such accounts - L.A.236,655. The amount of an average account - L.A.19.

(b) Accidents occurring in Industry:

There were 39 fatal accidents in industry in the period under review and one other serious accident. Details are as follows:

	<u>Fatal</u>	<u>Non-Fatal</u>
Plantation	1	Electrocuted. While working on house repairs, fell and grasped live wire.
Marine	1	Burnt to death in launch fire.
	2	Struck on head whilst unloading ship.

/Administration

	<u>Fatal</u>	<u>Non-Fatal</u>	
Administration	1		Struck on head by plank whilst constructing house.
		1	Hand cut off by "thickmesser" in saw mill
	3		Truck accident on way to work.
Mining	29		Air crash. While being transported to work the plane crashed.
Domestic	<u>2</u>	<u>    </u>	Truck accident on way to work.
	39	1	

Question 2: Please furnish further information on the observation made by the Trusteeship Council during the examination of last year's Annual Report for the territory that approximately one-third of the indigenous population remains outside the Government's control, and in particular, the request of the Trusteeship Council that in the Annual Report for 1948, the Administering Authority furnish additional details of the principles and practice of the policy of peaceful penetration. (A/603, p.17). (Philippines)

Answer: The policy in relation to exploration of the territory has always been by a process of gradual extension of Government influence and control over areas of the territory which have not been visited by people other than indigenous inhabitants. For the purpose of this process the territory was classified in the following categories:

<u>Classification</u>	<u>Square Miles</u>
Area under control	38,790
Area under influence	11,070
Area under partial influence	9,220
Area in each district penetrated by patrols	<u>6,060</u>
	Total <u>65,140</u>
Total area of the territory	93,000

The figures opposite each item show the position immediately prior to World War II. At that time the indigenous population in the areas under control numbered 668,871 and it was estimated then that there were approximately a further 300,000 people in the territory. During the war many areas not under Administration control were visited by patrols of the allied forces and since the resumption of civil administration, a staff of the Administration has continued the work of consolidation of Administration in all areas and of extending the Government's influence in areas not under control. A census of the indigenous inhabitants is in progress but it is not known at present when the results will be available. The activities of the Administration have made it possible for areas to be removed from the operation of the Uncontrolled Areas Ordinance. That approximately 1/3 of the indigenous population remains outside the Government's control can be accepted as an assumption only, as the number /of people

of people in areas not under Government influence and control is an estimation only. The census will show the enumerated population of areas under control and progressively other areas will be brought under control until the stage is reached at which it will be possible to give a reasonably accurate figure of the total number of indigenous inhabitants of the territory. The principle of peaceful penetration is based upon the extension of Government influence and control without injury to the life, health or property of the inhabitants of the area or to the people going into those areas. The method of carrying out the policy was explained at some length during the examination of the Report for 1946-1947, and I shall be pleased to furnish orally any further information that members of the Council may desire.

Question 3: Could the Administering Authority provide in the next report a map showing:

- (a) areas under complete administrative control;
- (b) areas under partial administrative control;
- (c) uncontrolled areas. (Iraq)

Answer: Arrangements will be made for a map to be included in the next report showing areas under the varying degrees of Government control.

Question 4: Could the Special Representative give information on the addition of new areas in the past year to that under effective administrative control? (Iraq)

Answer: The part of the territory previously declared to be an uncontrolled area was amended by a proclamation made by the Administrator under the Uncontrolled Areas Ordinance, 1925-1938, on 26 June 1948, and published in the Government Gazette of the Territory of Papua-New Guinea, No. 15 of 7 July 1948.

The map which is available for inspection by members of the Council shows the areas of the territory now classed as uncontrolled areas.

Question 4a: Reply to Question 20, page 10 of the report: Do the uncontrolled areas hold only organized tribes, or do they also serve as a refuge for individuals who, for one reason or another, would prefer to live outside the controlled areas? (France)

Answer: Only tribes indigenous to uncontrolled areas live in those areas which do not serve as a refuge for inhabitants indigenous to other parts of the territory.

/Question 4b:

Question 4b: What is the nature of the consolidation and extension of the administration by the patrol **system** (reply to Q.27, p.13)? Does it envisage the creation of new administrative posts in the areas still insufficiently controlled, or rather the strengthening of the authority and effectiveness of the existing posts? (France)

Answer: The term "Consolidation and extension of Administration" means the gaining of the confidence of the indigenous inhabitants, the introduction of methods of hygiene, the taking of census and the recognition of all other forms of government. It means both the expansion of existing posts and the establishment of additional ones as the circumstances require.

Question 4c: Approximately how long will it be, in the opinion of the administration, until its authority can be recognized by all of the tribes? (France)

Answer: (See answer to Question 5.)

Question 5: How long is it estimated before all of New Guinea will be "under control?" (Mexico)

Answer: It is not possible to forecast when the remaining parts of the territory will reach the stage where it will be possible to remove them from the provisions of the Uncontrolled Areas Ordinance. It will be seen from the answer to No. 4 above, the extent of the area that at present remains as an uncontrolled area.

Question 6: Has the Administering Authority reviewed the matter of the proposed administrative union of New Guinea and Papua in the light of last year's recommendation of the Trusteeship Council? If so, please give the results of such review. (A/603, p.17). (Philippines)

Answer: The views of the Trusteeship Council in regard to the proposed administrative union of Papua-New Guinea were fully considered by the Administering Authority and the decisions in regard thereto were reflected in the Papua and New Guinea Act 1949, which was passed by the Australian Parliament in March, 1949.

/ Question 7:

Question 7: Has the Administering Authority formulated any general, long-range plan for political, economic, social and educational advancement of the Territory in accordance with last year's recommendation of the Trusteeship Council? If so, please give details. (A/603, p.16). (Philippines)

Answer: The basis of the policy that the Administering Authority has adopted for the territory is to further to the utmost the advancement of the inhabitants. The administering Authority considers this can be achieved only by providing facilities for better health, better education, and for a greater participation by the natives in the wealth of their country and eventually in its Government. The efforts of the Administration in its various aspects have been directed with those objectives in mind and a long-range plan is being developed for each department of the Administration. A co-ordinated detailed plan over a long period has not yet been completed, but it will be made available for information of the Trusteeship Council as soon as is practicable.

Question 8: Could the Special Representative indicate whether the Administering Authority has any plans in mind for the utilization of the services of the South Pacific Commission in regard to political, economic and social advancement in the Territory? (New Zealand)

Answer: The Administering Authority has taken a prominent part in the establishment of the South Pacific Commission and is most anxious to further the aims and objectives of the Commission, not only in the areas under control of the Australian Government, but throughout the areas of the South Pacific which come within the scope of the Commission's activities. The Administering Authority considers that the Commission will be a valuable adjunct to its own organizations in furthering the political, economic and social advancement of the Trust Territory. The Secretary of the Australian Department of External Territories is the senior Australian commissioner to the South Pacific Commission. The Directors of Public Health and Education of the Administration of the Territory of Papua and New Guinea are members of the Research Council of the Commission.

## II. POLITICAL ADVANCEMENT

Question 1: We note in the annual report (p.128) that the Administrator received E.1,348 in the past year. In view of the fact that he is the Administrator of both Papua and the Territory, does this constitute his total salary or is it that portion which comes from the revenue of New Guinea? In the latter case, what portion of his salary is contributed by the Territory of Papua? (Costa Rica)

Answer: Salary and allowances of the Administrator of the Territory of Papua-New Guinea total E.A.2,500. The amount of E.A.1,348 for the year 1947-1948 has been debited against the funds available to the Territory of New Guinea, and the balance against the funds available to the Territory of Papua.

Question 2: The annual report notes (p.15) 1,022 officers on duty 30 June 1948 in all Departments of the Administration in both Papua and the Territory. Would the Special Representative indicate the number of positions and personnel of each of the Departments of the Administration which apply to the Territory of New Guinea? (Mexico)

Answer: I have not readily available the precise number of officers stationed permanently in the Territory of New Guinea, but this information will be included in future reports. As some indication I would say there are approximately 600. A fact to be remembered, of course, is that in addition to the officers actually located permanently in the Territory, the headquarters staffs of the departments of the Administrative Union are at Port Moresby in the Territory of Papua and the officers of those staffs deal with New Guinea affairs.

Question 3: Structure of administration: in the table on page 14 of the Report it is noted that in nearly every department the number of European staff actually on duty at 30 June 1948 is considerably lower than the number of classified positions (in some cases, e.g., agriculture, education, the number is less than half). Is the reason for this that suitable officers are not available? When is it expected that the situation will become more or less normal? (New Zealand)

Answer: The number of classified positions indicates the number of officers the Administering Authority considers necessary to carry out the functions of the various departments. The fact that many of these positions have not been filled is due to the unavailability of suitable officers. In a number of cases, e.g. patrol officers, education officers, etc., it has been found necessary to secure personnel and train them for the positions they are to occupy. Every effort is being made to obtain the officers deemed to be necessary but experience so far has shown that the building up of an adequate staff will take a considerable time. It cannot, therefore, be stated when sufficient officers will be available for all positions.

/Question 4:

Question 4: Question 27 in the provisional questionnaire concerns the requirements of knowledge and conditions of training of the personnel of the Department of District Services and Native Affairs. Could the Special Representative supply this information? (Iraq)

Answer: Information regarding the training of personnel for the Department of District Services and Native Affairs and other departments was given on page 16 of the Annual Report for 1946-1947. Further information is furnished in Sections 22 and 231 of the Report for 1947-1948.

Question 5: In its last Report, the Trusteeship Council recommended the Administering Authority to review the constitutions and powers of the proposed indigenous advisory and village councils with a view to granting them greater initiative in the conduct of their own affairs, and preparing the inhabitants for a progressively increasing part in the legislative and higher administrative organs of the territory. In what way has the Administering Authority implemented this recommendation of the Trusteeship Council, if at all? (A/603, p.17). (Philippines)

Answer: The Papua and New Guinea Act 1949 contains provisions (Sections 25 to 29) for the establishment, by ordinance, of advisory councils for native matters and native village councils. An ordinance has been prepared and it is expected that it will be enacted soon after the Papua and New Guinea Act 1949 comes into operation.

Question 6: Administrative organization, Village Councils: it is noted from pages 18-19 of the Report that in the Madang district and in New Ireland advisory councils have been operated during the year on an experimental basis, while in New Britain these councils have been particularly active. Could the Special Representative give some information regarding the existing councils, e.g., what are their functions, how are they chosen, do they possess treasuries, etc.? (New Zealand)

Answer: (See answer to Question 7).

Question 7:



Question 7: The United States Delegation wishes to express its interest in the informative answer given to Question 27. Could the Special Representative supply further information concerning the organization and operation of the experimental advisory village councils which have been set up in the Madang, New Britain and New Ireland districts and the promise which they hold for development in the future? (U.S.A.)

Answer: Provision has been made in the Papua and New Guinea Act 1949 for the establishment of village councils and advisory councils for native matters. This step has been taken as a result of experiments and trials over some years of the functioning of village councils. Since 1936, village councils have been operating to a limited extent in New Guinea, mainly around Rabaul, and they have been watched very closely by the Administration officers who attend meetings of the council and help guide deliberations. As a result of that experience, the Administration considers that the time has arrived when provision can be made to vest such councils with some statutory authority and this will be done by ordinance when the Papua and New Guinea Act 1949 comes into operation. The existing village councils are chosen from members of the community by the people themselves. The activities of the councils are confined to civic matters and relate principally to questions of village improvement. Meetings are held in public and the essential parts of the discussions and the decisions, which are made in the presence of the Administration officer, are recorded in the vernacular by the council clerk. Experience has shown that the work of the councils is of valuable assistance to the Administration. The village councils do not possess treasuries.

Question 8: Judicial organization: would the Special Representative explain the criminal code in force and the relation between the Queensland Criminal Code and the various ordinances mentioned in Appendix 4: (It is noted, for instance, that indigenous inhabitants were tried for the offense of stealing in some cases under the Police Offences Ordinance and in others under the Queensland Criminal Code). (New Zealand)

Answer: The basis of the Criminal Code of the territory is the Criminal Code of the State of Queensland, Australia, which has been adopted as a law of the territory. It is supplemented by territory ordinances, such as the Police Offences Ordinance and the Native Administration Ordinances and Regulations. The prosecuting officer would determine the section of the law under which a charge would be laid, having regard to the nature of the offence. Cases of stealing to the value of £.5 or more would normally be dealt with under the Queensland Criminal Code. Minor cases would be dealt with under the Police Offences Ordinance or the Native Administration Regulations.

/Question 9:

Question 9: Is there any written code in the native languages embodying the local customs which may be applied in the native courts? (Philippines)

Answer: No.

Question 10: Do the indigenous inhabitants have the right to be heard in their native language before the courts of justice? (Philippines)

Answer: When the indigenous inhabitants are concerned, proceedings are conducted in a native language. Court interpreters are employed to assist the presiding judge or magistrate. As the official language of all courts is English, all records are in that language.

Question 11: What are the legal qualifications for practitioners in court? Information is requested as to the number of legal practitioners and in particular, how many are indigenous inhabitants? (Philippines)

Answer: The Barristers and Solicitors Admission Ordinance 1946-1948, provides that any person who is entitled to practice as a barrister or solicitor, or barrister and solicitor, in High Court of Australia or in the Supreme Court of any state or territory of the Commonwealth, shall be deemed to be qualified for admission to practice as a barrister and solicitor of the Supreme Court of the territory. Apart from the Crown Officer and his staff, three legal practitioners operate in the territory. No indigenous inhabitant has qualified for admission to practice.

Question 12: In answer to Question 30, it is stated that legislation is being prepared which will establish native courts composed exclusively of indigenous inhabitants. Is this intended to take the place of all the courts or merely the courts for native affairs? (Philippines)

Answer: The proposed native courts, which are to be composed exclusively of indigenous inhabitants, will not replace any of the existing courts of the territory, but will supplement them. Section 63 of the Papua and New Guinea Act 1949 will authorize the establishment, by ordinance, of such native courts. An ordinance is now in the course of preparation and it will be brought into operation after the Papua and New Guinea Act 1949 has been promulgated.

Question 12a: Since all the laws mentioned in Section 30 are in force in the territory, which of these is applied when there is a difference between them and what is the basis of the choice? (China)

Answer: The laws mentioned, taken in combination, constitute the legal code of the territory. There is no question of overlapping or choice as the various sets of laws would not cover the same subject.

/Question 13:

Question 13: The reply in the annual report (p.20) that "certain legal qualifications are required for the right to practice as Counsel in the Courts" does not fully answer Question 32 in the provisional questionnaire. What are the qualifications required by law? Are all duly qualified elements of the population entitled to officiate in the courts and tribunals; for example, as judges, assessors, counsels, or members of the jury? (Mexico)

Answer: See answer to Question 11 as to the qualifications necessary for admission to practice as barristers and solicitors. The qualifications necessary for the appointment of judge are described in the Papua-New Guinea Provisional Administration Act, 1945-1946, and provision of a like nature has been made in the Papua and New Guinea Act 1949. There is no trial by jury in the territory.

### III. ECONOMIC ADVANCEMENT

Question 1: In view of the statement that "economic equality is enjoyed by all inhabitants of the territory" (Q.40, p.21), could the Special Representative indicate the specific steps which have been taken by the Administering Authority to give effect to the economic equality provisions of Article 76 (d) of the Charter which provides for equal treatment in economic and commercial matters for all Members of the United Nations and their nationals? (U.S.A.)

Answer: Economic equality is enjoyed by all inhabitants of the territory and it was not deemed necessary to take any specific steps during the year to give effect to the provisions of Article 76 (d) of the Charter.

Question 2: What is the average annual income of the indigenous inhabitants? (Philippines)

Answer: The indigenous inhabitants of the territory consist of people in the following categories: (a) those who do not use money of any kind and conduct a system of barter; (b) those who use shell currency; (c) those in employment for a money wage; and (d) those who produce cash crops such as copra, vegetables, etc., on their own account. It will be seen, therefore, that it is not possible to calculate an "average annual income for the indigenous inhabitants". However, it can be said that most of the indigenous inhabitants have no monetary income. Some have a little money amounting to a few shillings and a few in relation to the total population a comparatively large monetary income. The possession of the legal currency of the territory is of course not the only criterion of wealth amongst the indigenous inhabitants.

Question 3: When will national income estimates be available? (Q.46) (Philippines)

Answer: The loss of Administration records during the war is a serious obstacle to the collection of the statistical data necessary to prepare national income estimates. Statistical information is, however, being collected but I am unable at this stage to say when sufficient information will be available for national income estimates to be prepared. The matter will, however, be pursued and the desired information will be supplied to the Council as soon as it is practicable to do so.

/Question 4:

Question 4: Is it correct to assume that all of the figures given in this Appendix concerning public finance relate only to the Trust Territory of New Guinea? (Appendix IV, pp.124-133). If so, the total expenditure for education in 1947-1948 (£.52,256) represents a considerable increase over the expenditure for education listed in the report for 1946-1947 (£.36,695) which applied to both New Guinea and Papua. What is the estimated expenditure for education in New Guinea for the next fiscal year? (U.S.A.)

Answer: The figures in the statistics concerning public finance which are included in the Report, relate only to the Trust Territory of New Guinea. The estimated expenditure on education in New Guinea for the year 1948-1949 is £.A.70,000.

Question 5: In answer to Questions 48 and 51 it has been noted that the sum of £.1,109,494 was made available by the Government of the Commonwealth of Australia to the Territory of New Guinea. Information is requested as to the nature of this grant; whether it is repayable by the Trust Territory, and if so, how and when it is to be repaid. (Philippines)

Answer: The amount of £.A.1,109,494, made available by the Australian Government to the Territory of New Guinea during the year 1947-1948 was a grant and is not repayable.

Question 5a: What is the share of New Guinea in the receipts referred to in paragraph 54 of the report? (Belgium)

Answer: The Currency Coinage and Tokens Ordinance 1922-1928 applied only to the territory and prior to the war, territorial coinage circulated only in the territory. During and subsequent to the war, the New Guinea territorial coins have circulated also in the Territory of Papua. The proportion of the funds that accrue from the circulation of the coins in the Territory of Papua has not yet been calculated.

Question 5b: Could the Special Representative supply the information requested in Question 36 of the provisional questionnaire, concerning the proportion of private and public capital available for investment in major programmes of economic development, and also the extent and source of State purchases of capital goods for development? (China)

Answer: I am not in a position to give a complete answer to this inquiry but will endeavour to have the information supplied in the next report. The expenditure by the Administration is shown in the financial statement in Appendix IV of the Report.

Question 6:

Question 6: Could the Special Representative explain why information on the capital position of the territory is not available? Will it be possible in the future to submit to the Trusteeship Council information concerning the loans, debts and reserves of the territory? (U.S.A.)

Answer: The financial records of the territory were lost owing to the Japanese invasion in 1942 and it is, therefore, not possible to furnish information of the nature desired by this Question for the years before the resumption of civil administration in 1945-1946. Since that date, the Commonwealth Government has provided considerable sums of money as grants to supplement the revenues of the territory. Since the re-establishment of civil administration in 1945-1946, no loans have been raised by or on behalf of the territory, and no debts or reserves have been created.

Question 7: Please explain the policy behind the non-imposition of income or business taxes, considered against the background of insufficiency of revenue to meet public expenditures. (Q.59). (Philippines)

Answer: (See answer to Question 9).

Question 8: We note that in the Territory there is no system of direct taxation and that government revenue is exclusively based on various forms of indirect taxation. In view of the fact that last year the Trusteeship Council recommended that the Administering Authority should examine the whole fiscal system of the Territory for the purpose of alleviating the burden of indirect taxation and the introduction of direct taxation based upon the individual's capacity to pay, will the Special Representative give the Australian Government's intentions regarding (a) the Trusteeship Council's recommendation (b) the development of a direct system of taxation? (Costa Rica)

Answer: (See answer to Question 9).

Question 9: Taxation: does the Administering Authority intend to establish a system of income or salary tax in the territory? (New Zealand)

Answer: The recommendations of the Trusteeship Council are receiving the attention of the Administering Authority but I am not at present in a position to indicate any intentions the Government may have in the matter.

Question 9a: In Appendix IV, it is stated that import duties produce a revenue of £.335,276, while export duties amount to only £.16,455. What are the reasons for this policy of deriving almost all customs revenue from import duties? (Belgium)

Answer: Appendix 5 (p.XXVII) shows the class of goods exported from the territory. The total value of exports was £.A.1,927,075, of which gold amounted to £.A.851,570 and copra to £.A.625,662. The royalty on gold is shown under the heading of "Mining Receipts" in the financial statements. An export duty is payable on copra. Included in the exports are items of a temporary nature, e.g., automobiles and parts, £.A.71,031,

etc. These are special items resulting from the disposal of surplus war material. The normal exports from the territory do not allow of any considerable revenue being obtained from exports.

Question 10: In answer to Question 61 it is stated that penalty for non-payment of the Native Head Tax is imprisonment with hard labour for a period not exceeding six months, though in answer to Question 60 it is stated that the Native Head Tax has not been collected since the resumption of the Civil Administration in October 1945. Is it intended to abolish this feudal tax for good, or is its collection merely suspended temporarily? (Philippines)

Answer: No decision has been taken in this matter. This inquiry will be brought to the notice of the Administering Authority.

Question 11: Commerce and Trade: would the Special Representative explain the operation of the Australian-New Guinea Production Control Board (mentioned on p.27) in so far as concerns the purchase and marketing of copra? (New Zealand)

Answer: (See answer to Question 12).

Question 12: Please give fuller details about the Australian-New Guinea Production Control Board mentioned in the answer to Questions 69 and 73. How does it fix the purchase price of copra, for example, and what is the relation of such fixed price to the world market price? (Philippines)

Answer: The Australian-New Guinea Production Control Board was established as a war-time organization with effect from 1 July 1943, for the purpose of securing the greatest possible production of copra and rubber in the Territories of Papua and New Guinea for the allied war needs. In its early stages the Board undertook all commercial activities in the territory but when civil administration was re-established, the Board progressively relinquished its activities except those in relation to the marketing of copra. This activity has been maintained owing to the vital importance of the copra industry to the territory and the need to firmly establish the industry. Consideration is at present being given to the termination of the Board's activity and to alternative arrangement which could be made for the marketing of copra through commercial channels. An important feature in regard to the marketing of copra is to provide fully for the marketing of copra grown by the indigenous inhabitants. The Board operates under regulations administered by the Minister for External Territories who, from time to time, fixes the price of copra having regard to all factors including the costs of marketing and the world price of copra. The price of copra is at present fixed at £.A.60 f.o.b. port of shipment.

/Question 13:

Question 13: Please indicate the reasons for the insufficiency of native labour available for plantation work. (Q.70.) (Philippines)

Answer: There is insufficient labour not only in plantations but in all other activities of the territory. Many factors contribute to this including the need of the natives to remain in the villages to repair damages caused by war, the money that is available to the natives from war damage compensation payments, and the disinclination of the natives to engage in the heavy work necessary to clear plantations overgrown during the war period. The position is progressively improving, however, and the total number of natives in employment at 30 April 1949, was 30,690 as compared with 25,924 at 30 June 1948.

Question 14: Do the indigenous inhabitants dominate the retail trade, or is it under the control of non-indigenous inhabitants? What is the proportion of retail trade in the hands of indigenous inhabitants? (Philippines)

Answer: Practically the whole retail trade is controlled by the non-indigenous inhabitants. This position is, however, changing with the introduction of native co-operative societies and some individuals of the indigenous population conducting trade stores.

Question 15: Please describe more fully the machinery and operation of price control referred to in answer to Questions 43 and 72? (Philippines)

Answer: Australian legislation relating to price control extended to the territory. This legislation is being replaced by an ordinance of the territory, and a price controller with a staff is being appointed to the Administration to operate under the ordinance for the control of prices throughout the territory. There is also the Trading with Natives Ordinance 1946, (No. 4 of 1946) which contains provisions designed especially to protect the indigenous inhabitants in their trading activities.

Question 16: Does the metropolitan country derive any revenue from companies doing business in the territory with respect to their income from the territory; and if so, how much? (Philippines)

Answer: No.

Question 17: Could the Special Representative give further information on the companies incorporated or registered in the Territory: do they pay taxes in the Territory, and are any exempt from the payment of taxes or do they receive any special concession in this respect? (Iraq)

Answer: Before a company can carry on business in the territory it must be incorporated or registered under the laws of the territory. I have not readily available information as to all the companies so registered or incorporated. Information as to some of the companies is given in



Section 74 (p.17) of the Report. Such companies are liable to any taxes imposed under the territorial law. There is no direct taxation on companies.

Question 18: Considering that mining companies pay no income or business taxes, does the Administering Authority consider adequate the royalty on gold which is roughly only 4 per cent (p.98). (Philippines)

Answer: The Mining Ordinance prescribes that a royalty of 5 per cent shall be payable on gold exported from the territory.

Question 18a: With reference to paragraph 93 of the report, on what basis is the royalty of 5 per cent on gold calculated? Is it calculated on the total value of gold mined? The total amount of £.35,581 (Annex XVII) seems small as the contribution of the mining industry to the finances of the Territory. (Belgium)

Answer: The royalty of 5 per cent on gold is calculated on the value of gold as ascertained from mint returns. When the gold is exported an approximate assessment is made and an estimated royalty is collected on that assessment. When the mint returns are received, any adjustments necessary are made. The value of gold exported during the year under review was £.A.851,570. The amount of £.A.35,581 was the actual amount of royalty collected during the year.

Question 19: Does the owner of private land receive any royalty on gold mined from his land? (Philippines)

Answer: No. This subject was dealt with at some length in connexion with the Report for 1946-1947 (vide p.3 of document T/138 of 4 February 1948).

Question 20: Please give more data on the native co-operative societies envisaged in the answers to Questions 36, 39, 69 and 70, particularly their number, location, membership and capitalization. (Philippines)

Answer: (See answer to Question 22).

Question 21: In the annual report the extension of co-operative societies is noted among the indigenous inhabitants, particularly in the Sepik District where two societies have leased small copra plantations from the Administration. The report also states that some plantation owners (European) are interested in operating their plantations on a share basis with a native community. Could further information be supplied concerning this development away from wage labour toward a more direct participation in production on the part of the indigenous inhabitants? Does it reflect a definite policy of encouragement on the part of the Administering Authority? (Mexico)

Answer: (See answer to Question 22).

Question 22:

Question 22: Agriculture: has the Administering Authority formulated any plans for the development of co-operative schemes of crop cultivation by the indigenous inhabitants? (New Zealand)

Answer: The Co-operative Societies Ordinance 1948 (No. 9 of 1948) was passed in October 1948 to regulate the establishment and control of co-operative societies in the Territory of Papua and the Trust Territory of New Guinea. The Ordinance has not yet been brought into operation. A branch of the Administration is being organized to administer the Ordinance and a Registrar of Co-operative Societies has been appointed. The Registrar, accompanied by three native trainee inspectors, recently visited Australia on an educational tour of a number of co-operative Societies there. Two experienced officers of the Co-operative Societies Organization of New South Wales have also proceeded to the territory to assist the Administration in the establishment of a co-operative movement on sound lines. The only information at present available to me regarding co-operative societies in the Territory of New Guinea is that two producer co-operatives have been established in the Sepik District and one in the Madang District. These are producer co-operatives dealing in copra. It is the policy of the Administering Authority to encourage and assist the indigenous inhabitants to be producers on their own account and not merely to be wage earners.

Question 23: It has been observed that bounties payable on certain products of the Territory as prescribed in the Papua and New Guinea Bounties Act were payable until 31 December 1947. (Q.77). Information is requested as to the nature and purpose of said bounties. (Philippines)

Answer: Under the Papua-New Guinea Bounties Act, bounties were payable on certain specified products of the Territory of New Guinea which were imported into Australia for home consumption there. The specified goods included cocoa beans, fibres, sago, vanilla beans, kapok, spices, etc. The bounties were paid to assist and encourage production of those crops in the territories. Practically the only subsidy paid was in respect of the importation into Australia of cocoa beans.

Question 24: In answer to Question 78 it is stated that a stabilization fund (£.137,573 as of 30 June 1948) has been established in respect of the copra industry. Fuller information is requested as to how this fund is raised, how the amount to be contributed by each producer is apportioned, and how it would redound to the benefit of the producers. (Philippines)

Answer: The stabilization fund for the copra industry was established to ensure a reasonable return to the planters over a long period. In fixing the price of copra, allowance is made for a contribution to the stabilization fund. The present rate of contribution is £.5 per ton.

The copra industry is essential to the development of the territory and the returns to growers for many years prior to World War II were not satisfactory. In 1941 the Government guaranteed a price of £.4.10.0, and sales that could be effected then were below that figure.

Question 25: What is the policy behind the preference given certain exports from the territory to Australia? (Q.79).  
(Philippines)

Answer: The Customs Tariff (Papua and New Guinea) Preference Act provides that certain goods specified therein, which were the produce of the Territory of Papua and the Territory of New Guinea, should, on importation into Australia direct from the territory, be free of duty. The goods specified included coffee, dried fruits, fresh fruits, green ginger, grain, pulse, nuts (cocconuts), seeds, kapok, and sesame.

Question 25a: It is stated in the reply to Questions 79 and 80 that no monopoly exists in the Territory; in the reply to Question 73 it is stated that all copra is bought by the Australian-New Guinea Production Control Board. Is this a mere de facto monopoly, or does this body possess exclusive rights? How is the purchase price of copra fixed? (Belgium)

Answer: See answers to Questions 11, 12 and 26 of this section.

Question 26: In view of the statement that no monopoly exists in the territory, will the Special Representative explain the nature of the control exercised by the Production Control Board which, according to the answers given to Questions 69 and 73, purchases all copra for export? (Q.79, p.28). In this connexion, could the Special Representative explain the composition of the Production Control Board and its method of operation? (U.S.A.)

Answer: See answer to Question 11. The Production Control Board consists of a chairman and two members. The chairman is an officer of the Department of External Territories and the two members are officers of the Administration of Papua and New Guinea. The Board purchases copra from growers at certain specified points of concentration for shipment from the territory. The grower is thereupon paid a determined price and the Board arranges the sale and shipment of copra from the territory.

Question 27: The Report speaks of native reserves held in trust by the Director of District Services and Native Affairs as trustee for natives with a total area of 10,769 hectares (pp.29 and 151). Detailed information is requested as to the participation of the natives in the funds derived from this land. (Philippines)

Answer: No funds are derived from the lands in question. These are areas that had formerly been alienated but considered by the Administration in later years to be essential to the natives' requirements.

The areas were, therefore, acquired by the Administration and are held in trust for the use of the natives.

Question 28: In answer to Question 97, the following statements are made: "With regard to robusta coffee some 80 per cent of pre-war plantings have been lost largely through the impact of war. Planters are not being encouraged to develop this crop." Please explain why? Does this policy not run counter to last year's recommendation of the Trusteeship Council "that the Administering Authority should induce the indigenous inhabitants to cultivate marketable and exportable crops so as to enable them to participate in the export trade of the Territory" (A/603, p.18)? (Philippines)

Answer: This statement is not an indication that the Administering Authority does not encourage the indigenous inhabitants to cultivate marketable and exportable crops so as to enable them to participate in the export trade of the territory. It is merely a statement that that particular type of coffee, namely robusta, is not being encouraged. The cultivation of arabica coffee is being encouraged and land has been selected for a native arabica coffee project at Effontera near Kainantu in the Central Highlands.

Question 28a: It is stated in the answer to Question 97 that the Administration does not encourage the cultivation of robusta coffee by planters. In the answer to Question 109 it is stated that it encourages the cultivation of coffee by the natives. In the latter case, is it a question of another variety of coffee, or if it refers to the robusta variety, what is the reason for this difference in the attitude of the Administration? (Belgium)

Answer: See answer to Question 28.

Question 28b: In regard to the "Giant Snail" referred to in the answer to Question 102 can more details be furnished? What is the value of this food resource? Is it a food appreciated by the natives? (Belgium)

Answer: The indigenous inhabitants do not recognize the "giant snail" as a source of food. They are supplied by the Administration with powder for the eradication of the snail. The Japanese introduced the snail as a food for themselves after they occupied the territory.

Question 29: Could the Special Representative explain in detail the steps taken by the Administering Authority to encourage and assist the indigenous inhabitants in copra production and the growing of coffee and other crops? (Q.109, p.41). (U.S.A.)

Answer: The Department of Agriculture, through its technical offices, advises the indigenous inhabitants in regard to the production of copra and other crops. Officers of the District Staff and the Department of Agriculture also pay particular attention to the encouragement of the

/indigenous

indigenous inhabitants in all forms of agriculture.

Question 30: Could the Special Representative supply further information concerning the nature and extent of foreign investments in the territory and the national origin of these investments? (Q.112, p.41). (U.S.A.)

Answer: The further information desired is not at present available but steps will be taken to have it included in the next annual report.

Question 31: A lack of shipping, handicapping the Territory's reconstruction programme, was noted in last year's annual report. Has there been any considerable improvement in shipping facilities in the past year? If this has occurred, what effect has it had on the over-all reconstruction problem in the Territory? (Iraq)

Answer: There has been improvement in regard to shipping both between Australia and the territory and within the territory, but further improvements are necessary, particularly in relation to the service within the territory. Improvement in shipping assists to a very considerable extent the solving of reconstruction problems of the territory.

#### IV. SOCIAL ADVANCEMENT

Question 1: In answer to Question 119 it is stated that the expenditure incurred by the Missions engaged in social welfare work is not available. Future reports might contain such information. (Philippines)

Answer: Every endeavour will be made to meet this request.

Question 2: Please furnish copy of Immigration Ordinance, 1932-1940 (Q. 127). (Philippines)

Answer: A copy of the Immigration Ordinance 1932-1940 will be made available to the Council during its current session if possible.

Question 3: It has been observed that no cost of living survey has been carried out in the territory. When does the Administration contemplate to organize such a survey? Future reports might contain the cost of living index. (Philippines)

Answer: Note has been taken of this inquiry and consideration will be given to the practicability of carrying out a survey of the nature indicated.

Question 4: In answer to Question 136 it is stated that there are a number of provisions in the laws of the territory, which, in a minor way, discriminate against the native people. Furthermore, it is stated that some of these laws are designed in the interest of the natives themselves and some are intended to assist in the control of crimes. Would not these laws contribute more to peace and order if they were made applicable to all - Europeans, Asiatics and natives alike? Does not the Administering Authority consider these discriminatory laws and practices incompatible with the provisions of the Charter and the Universal Declaration of Human Rights? (Philippines)

Answer: In the opinion of the Administering Authority, these laws and practices are in the best interests of the indigenous inhabitants.

Question 5: On page 193 there is a description of unmerciful whipping of initiates among natives of Malu in the Sepik district. Has the Administering Authority considered the abolition of this barbarous practice as inconsistent with the Charter and the Universal Declaration on Human Rights? (Philippines)

Answer: The incidents referred to in Appendix XVI of the Report relate exclusively to native customs. The ceremony that has been described by the Patrol Officer in his report is a deeply rooted one and the Administration has not so far found it necessary to take steps to prohibit it. The native custom requires penalties to be severe "as it is believed that the more an initiate suffers, the stronger he will be in times of stress in later life". There have been no incidents of death or severe injury resulting from the ceremony. Possibly the reporting officer was unduly impressed by the outward sign on initiates who had taken part in the ceremony.

Question 6:

Question 6: For what industries in New Guinea is labour most required?  
(Iraq)

Answer: The number of indigenous inhabitants employed as labourers in the various industries of the territory is shown in Appendix X of the Report. It will be seen that most labourers are employed on plantations and in the mining industry. The numbers of labourers employed in these industries in the last completed year, prior to World War II, were 17,196 and 6,438 respectively.

Question 6a: Regarding the maximum number of recruited workers mentioned in Answer 158, have any decisions of this kind been taken in the year under review? On what basis do the District Officers determine the maximum? (Belgium)

Answer: Surveys have been made and a number of prohibitions of recruiting in various parts of the territory have been published in the Government Gazette, e.g. - (1) Timbunke, Sepik District, recruiting prohibited from 14 May 1948, until further notice, except with the written permission of the District Officer, Morobe; (2) Eleven villages in the Mumeng sub-district, Morobe District. Recruiting prohibited for a period of two years from 14 May 1948, except with the written permission of District Officer, Morobe District; (3) Districts of Kieta and New Ireland. Recruiting prohibited for a period of three years from 14 May 1948, other than for employment in their own district, except with the written permission of the District Officer of the respective districts; (4) Central Highlands. No natives to be recruited from an area of an altitude of 3,500 feet or higher, for employment in any place in the territory having an altitude of less than 3,500 feet, without written permission of Director of Native Labour first having been obtained in that behalf. Prohibition took effect as from 17 October 1947.

The District Officer makes a determination having regard to the requirements of the village and the welfare of its inhabitants.

Question 6b: Could more detailed information be given on the "certain duties" referred to in the answer to Question 159?  
(Belgium)

Answer: The duties required of indigenous inhabitants under the Native Administration Regulations relate principally to the growing of crops by them for their own use.

Question 7: Please explain the following statement found in answer to Question 247 on page 96: "This downward trend in the number employed as indentured workers shows that the people are becoming increasingly aware of the advantages (sic) of the system". (Phillippines)

Answer: This

Answer: This statement was incomplete in the mimeographed copy of the Report. It should read: "This downward trend in the numbers employed as indentured workers shows that the people are becoming increasingly aware of the advantages of the system of employment without indenture".

Question 7a: Is differentiation in the remuneration for labour strictly based on differentiation in classification of work as given in Appendix X? (China)

Answer: The wages shown in the table are assessed on the value of the work of the various types of employment mentioned. In 1947 the Administration established a scale of minima and maxima wages for the various categories of employment within the Administration.

Question 7b: Is there any distinction in the treatment accorded to immigrant and native labour so far as hours of work and rest periods are concerned? (China)

Answer: The hours of work for officers of the public service are 34 per week. Artisans are nominally on a working week of 40 hours although they normally work longer hours. The Native Labour Regulations provide for a working week of 44 hours. This is, however, under review.

Question 7c: Are immigrant employees permitted to take their wives and families into New Guinea? If not, does the Administering Authority contemplate giving permission for their entry in the near future? (China)

Answer: Subject to compliance with the immigration laws of the territory and to the availability of suitable accommodations, immigrant employees may take their wives and families to the territory.

Question 7d: Is racial segregation in housing accommodation practised to any extent? (China)

Answer: Although provision may be made in towns for separate areas to be allotted for the various elements of the community, any inhabitant may choose his place of accommodation provided he complies with any laws in force in relation to such accommodation.

Question 7e: Why is a native who has received war damage reluctant to seek employment? (China)

Answer: The answer, I think, is that the native who is holding money he has received as war damage compensation does not require further money to meet his immediate needs.

/Question 7f:



Question 7f: What surveys are presently being undertaken by the Department of Native Labour? (China)

Answer: The inspections carried out by the Native Labour Department during the year 1947-1948 were as follows:

Central Highlands	10
Kieta	9
Madang	13
Manus	1
Morobe	5
New Ireland	24
New Britain	4
Sepik	4
Total	70

Question 7g: Are natives of areas recently brought under control likely to offer themselves as recruits for labour? (China)

Answer: Many factors would influence the attitude of the natives in the circumstances mentioned in the inquiry. Generally speaking, however, I would say the answer to the inquiry is "yes".

Question 8: What is the Administering Authority's intention regarding the implementation of the International Labour Organisation's recommendation dealing with minimum standards adopted in 1947? (Iraq)

Answer: (See answer to Question 10)

Question 9: In the annual report (page 59) we note that three International Labour Conventions have been applied to the Territory. For what reasons have others not been applied? (Iraq)

Answer: (See answer to Question 10)

Question 10: Is the right to strike recognized in the Territory, and, if so, under what conditions? (Iraq)

Answer: Information as to the position in respect to the International Labour Office Conventions not mentioned in Appendix XV of the Report will be furnished in the next report.

Question 11: The statement in the annual report (page 64) that the minimum prescribed wage for men and women is the same, does not indicate whether or not the policy of equal remuneration for work of equal value by men or women is accepted in the Territory. Could the Special Representative state if the remuneration is equal for men and women when the work is the same? (Costa Rica)

Answer: Although the minimum wage prescribed is the same for men and women, it is the practice to pay male workers a higher rate than females. Very seldom are females required to perform the same work as males.

/Question 11a:

Question 11a: Is the absence of indebtedness, the result of the objection of the workers to contract debt or of regulations prohibiting advances to workers? (Belgium)

Answer: As stated in the answer to Question 167, indebtedness is negligible. There are no regulations dealing with the matter and the need for them has not arisen.

Question 12: What proportion of indentured labourers who have already served a term of indenture has been recruited for a second term? (Mexico)

Answer: Information is not available for the year under review. Figures in relation to the year 1939-1940 may, however, be of interest to the Council. At the close of that year there were 39,344 natives working in industry. During the year, 6,777 natives whose contracts of service expired, immediately signed new contracts.

Question 13: Is any difference noted in the work of an indentured labourer as compared with that of an "employee"? (Mexico)

Answer: I have no information that will enable me to express an opinion on this inquiry. Information in regard to this inquiry will be included in the next report.

Question 14: Please indicate the differences, if any, between the wages of indentured and non-indentured labour in each branch of employment, in particular, in plantations and mines. (Philippines)

Answer: The Native Labour Ordinance 1946 provides that the wages of an employee (non-indentured labourer) shall (a) be payable at not less than the minimum monthly rate prescribed for a labourer and at intervals not greater than one month; and (b) be deemed to accrue from day to day. I have no information as to any differences in the actual wages paid to the indentured and non-indentured labourer.

Question 15: Could the Special Representative provide a more detailed answer to Question 172 (in the provisional questionnaire), particularly on those forms of co-operation in health matters which are most effective? (U.S.A.)

Answer: Co-operation mostly takes the form of the exchange of technical information directly between the Director of Public Health in the territory and similar officials in other areas. The South Pacific Commission will also be an effective means of increasing co-operation in this field.

/Question 16:

Question 16: Public health: would the Special Representative indicate whether the epidemic diseases mentioned on page 68 (other than the pneumonias) present problems of gravity? Has the medical service initiated further preventative measures against these infectious diseases? (New Zealand)

Answer: Although the diseases mentioned can and do, from time to time, cause epidemics in various parts of the territory, it will be noted that during the year under review, no case of any of the diseases is recorded as having been treated in hospitals or medical centres. In an earlier year the statistics show that there were 225 cases of chicken pox in two epidemics at places wide apart in the territory, 4 cases of measles and no case of mumps. Full preventative measures against all infectious diseases are taken by the medical services.

Question 17: In the annual report (page 164) 9 official medical officers and 41 hospitals are noted. Obviously many hospitals do not appear to be serviced by a medical officer and therefore the term, hospital, is used rather loosely. Would the Special Representative explain the categories of medical institutions which this term includes? (Iraq)

Answer: The term "hospital" is used to describe buildings equipped and staffed to give medical treatment. The number of wards and beds in the hospitals, indicated in Part C of Appendix XII, shows that the term "hospital" has not been loosely used. All hospitals are under the supervision of a qualified medical officer or a European medical assistant. The number of medical officers available is far short of the total number required but persistent efforts have not so far been successful in obtaining the full number of qualified medical officers the Administration is prepared to employ.

Question 17a: Does the figure of 45,218 given in Appendix XII represent the total number of out-patients? It seems very small compared with the number of in-patients? (Belgium)

Answer: Yes. In addition to the indigenous inhabitants treated as in-patients and out-patients at hospitals, large numbers receive medical treatment in their villages and are not included in the above categories.

Question 18:

Question 18: We note that much difficulty has been experienced in obtaining qualified medical personnel for service in the Territory and that only three additional medical officers were added to the staff during the year. What is the nature of these difficulties? What are their causes and what is the Administration doing to overcome them? (Mexico)

Answer: Since civil administration was restored in the territory vigorous and continuous efforts have been made in Australia and elsewhere to secure the number of qualified medical officers. Continual advertisements appear in appropriate journals, and all likely points of contact for possible appointees are constantly covered. The Administering Authority is continuing its efforts to obtain the necessary appointees.

Question 18a: Is the engagement of foreign medical personnel being considered? (Belgium)

Answer: Yes.

Question 19: In the listing of classes of prisoners on page 78, second class prisoners are described as "debtors and persons imprisoned for contempt of court or for failing to give security for good behaviour". Information is requested as to the cases in which a person may be imprisoned for debt in the territory. (Philippines)

Answer: The District Courts Ordinance (No. 5 of 1924), Part IX, Division 5, "Imprisonment of Fraudulent Debtor", provides that an order made by a court for

- (a) payment of a civil debt
- (b) payment of damages for an assault, or trespass by cattle
- (c) costs on a conviction
- (d) the delivery of goods detained or for payment of the value of goods

shall not, in default of distress or otherwise, be enforced by imprisonment unless the person making the default

- (1) had means to pay
- (2) is about to leave the territory without paying
- (3) is about to depart elsewhere with intent to evade payment
- (4) has neglected or refused to comply with an order under the Ordinance.

Question 20: In view of the abolition of imprisonment as a penalty for breach of contract by an indentured labourer, have breaches of contract been more or less than before? (Costa Rica)

Answer: I am obtaining further information which would enable me to reply to this inquiry.

/Question 21:

Question 21: In view of the assurance that no sentences of whipping have been imposed since the resumption of civil administration (pp.79,80,82), does not the Administering Authority consider it opportune now to abolish corporal punishment in the territory? (Philippines)

Answer: The suggestion in this inquiry will be brought to the notice of the Administering Authority.

Question 22: In reply to Question 213, the annual report notes penalties of corporal punishment. Do such penalties apply to both indigenous and non-indigenous inhabitants? (Mexico)

Answer: Yes.

Question 23: Does the Administering Authority intend to justify racial segregation in prisons (page 120, Appendix III), and racial discrimination with respect to prisoners' rations (pp.212, id.)? (Philippines)

Answer: The existing practice is considered to be in the best interests of all concerned and is not based on racial discrimination but on differences in social habits, especially in relation to the dietary scales.

Question 24: What seems to be the justification of the removal of European prisoners serving a sentence of more than six months to an Australian prison (page 80)? (Philippines)

Answer: Climatic and other conditions in the territory are not regarded as suitable for a long incarceration of European prisoners.

Question 25: What is embraced within the term "prohibited immigrant" who may be deported from the Territory (page 81)? (Philippines)

Answer: A definition of "prohibited immigrant" is contained in the Immigration Ordinance 1932-1940, a copy of which is being obtained for the information of the Trusteeship Council (vide answer to Question 2).

Question 26: Does not the Administering Authority think that the prison of further incarceration of an habitual criminal after the expiration of the period of his definite sentence, should be laid down by law, or that at least, limits should be set on the discretion of the Administrator to prolong indefinitely the incarceration of an habitual criminal (page 80)? (Philippines)

Answer: I shall bring to the notice of the Administering Authority the point raised in this inquiry.

/Question 27:

Question 27: Please furnish copy of Native Administration Regulations which impose penalties for certain acts of indigenous inhabitants. In particular, please explain what is meant by "absent from quarters between hours of 9 p.m. and 6 p.m." (sic), for which 126 were convicted; "behaving in a threatening manner", for which 50 were convicted; and "riotous behaviour", for which 559 were convicted (page 119, Appendix III). (Philippines)

Answer: A copy of the Native Administration Regulations will be supplied for the information of the Trusteeship Council during its present session if possible. "6 p.m." in Table 3 of Appendix (iii) should read "6 a.m.". The following are comments on the three offences mentioned in the question:

"Absent from quarters" - These convictions were under the provisions of the Native Administration Regulations which restrict the movement of natives within prescribed town boundaries between the hours of 9 p.m. and 6 a.m. without written permission of an employer or District Officer. The majority were for breaches committed in the towns of Rabaul and Lae. Local conditions, such as a marked increase in gambling, often influenced the police to prosecute offenders against this regulation.

"Riotous Behaviour" - In the process of consolidating Administrative influence in the semi-controlled areas of the Central Highlands District, it was often necessary for the Administration to intervene in an endeavour to put down tribal fighting. Practically all of the convictions under this heading were recorded against natives who had been engaged in inter-group combat in areas in which the Administration was extending its influence.

"Behaving in a threatening manner" - These were all cases as between individual natives. Usually some domestic reason is the cause of the threatening behaviour.

Question 28: Appendix X of the Provisional Questionnaire requests the number of industrial accidents in the Territory. In the annual report (page 161) four accidents are listed. Does this cover the total number of industrial accidents? It would appear that these figures are incomplete for all industries. Does the Special Representative have any comment? (Costa Rica)

Answer: No. The full list of accidents is shown in the reply to Question 1, General.

## V. EDUCATIONAL ADVANCEMENT

Question 1: Does the Administering Authority consider satisfactory the situation whereby only one teacher takes care of 60, 68, 80, 86 or 90 pupils (pp.172-173, Appendix XII)? (Philippines)

Answer: No. This situation will not be allowed to continue when it is possible to supply additional teachers. Vigorous steps are being taken to train further teachers but it takes time.

Question 2: The annual report (page 88) states that all teaching and text books are in the vernacular. Could the Special Representative give further information regarding the types of text books which are in the vernacular and the number of vernaculars? (Mexico)

Answer: The reference to teaching and text books being in the vernacular applies only to sub-primary village vernacular schools. I am not in a position to tell the Council the number of vernaculars. Text books are published in pidgin English and in three native languages.

Question 3: Training of indigenous teachers: could the Special Representative supply information regarding the training centre for indigenous teachers which has been established at Sogeri in Papua, but from which New Guinea apparently benefits? (New Zealand)

Answer: A training centre has been established at Sogeri near Port Moresby to train natives as school teachers. At the centre the native teachers are trained to primary standards in a number of subjects which include English, arithmetic, geography and hygiene. Under the supervision of a European staff, natives will be trained at this centre so that they may return to the native villages to take charge of village schools. During 1948 approximately 50 natives completed refresher courses and were sent to native schools. Of those, about 35 were sent to the Territory of New Guinea. Another teacher training school has been established at Keravat, near Rabaul, New Guinea, since the close of the year under review.

Question 4: Radio and cinema: are the broadcast receivers and the mobile cinema provided free of charge by the Administration? Are the radio and cinema employed to instruct the inhabitants in better health and sanitation practices? (New Zealand)

Answer: The mobile cinema is provided free by the Administration. Broadcasting receiving sets are provided free by the Administration at schools and hospitals. A scheme for the provision of receiving sets in villages is in course of development. The radio and cinema are employed for the purpose mentioned in the inquiry.

Question 5:

Question 5: What has the Administering Authority done to implement the recommendation of the Trusteeship Council last year that the Administering Authority devote additional funds and facilities for the purpose of remedying the inadequacy of its teacher-training programme for indigenous schools? (Philippines)

Answer: See answers to questions 1 and 3 above. The financial returns annexed to the Report show the additional funds provided for the Education Department. See also answer to question (4) under Part III, Economic Development.

Question 6: Could the Special Representative explain in more detail the vocational training programmes, which would seem to be of great importance and urgency in view of the statement made in answer to Question 149 (p.59) concerning the shortage of labour? (Q.162, p.64) (U.S.A.)

Answer: (See answer to Question 7)

Question 7: In view of the demand for skilled and semi-skilled workers, what provision is being made to train natives for positions which require skill? (Costa Rica)

Answer: I refer to page 46 of the Report in which information in relation to the inquiry is given under the heading "Secondary Schools - (b) Technical Training Schools." During the year 1947-1948 there were 13 technical training centres in New Guinea - 8 conducted by the Government and 5 auxiliary centres conducted by the Missions. At those centres there were 859 students and 81 instructors. See table on page XI - Appendix XII under the heading "Commonwealth Reconstruction Training Scheme Students." Special funds for this aspect of the educational programme were provided by the Administering Authority and the expenditure thereon is not included in the financial statements attached to the Report. The expenditure from the special funds during the year 1947-1948 amounts to approximately L.A.75,564.

Question 8: We note that expenditure on education, including the grant for mission education, was approximately 3.2% of total expenditures. Are there any plans to expand expenditure on education? (Iraq)

Answer: See answers to (5) and (6) and (7) above.

Question 9: We note that there is no institution of higher learning and particularly no official Teacher Training Schools in the Territory. In view of this and the inadequate number of teachers noted in the annual report (page 89) does not the Administering Authority feel the need to take immediate and energetic steps to establish post-secondary schools including Teacher Training Centres? (Costa Rica)

Answer: See answers to questions (1), (3) and (5).

/Question 10:



Question 10: In the table of Occupations and Wages of Native Labourers, only sixty teachers are listed and their average wage is given as 77/11. (Appendix X, p.154). Does the Administering Authority consider that sixty teachers in the employ of the administration are sufficient for the needs of the territory and that the average wage is high enough to attract the right type of personnel into the teaching field? (U.S.A.)

Answer: The answer to the first part of this question is "No." See answer to question (1). In reply to the second part of the question, the wages mentioned have not so far been found to be inadequate.

Question 11: It is noted that government schools take care of only 1,899 indigenous pupils; while mission schools take care of 50,920 indigenous pupils (pp.172 and 176, Appendix XIII). What has the Administering Authority done to implement last year's recommendation of the Trusteeship Council that the Administering Authority assume an increasing measure of responsibility and initiative in the education of indigenous inhabitants? (Philippines)

Answer: Information as to the former arrangements made for education in New Guinea, the revised policy of the Administering Authority and the part that the Missions took and will take in the educational programme, was given in Part VIII (Education) of the report for 1946-1947, page 27. The Administration is taking an increasing part and responsibility in the field of education, including the actual teaching of students. In regard to the figures quoted in the inquiry, the corresponding figures for 1940 were respectively 491 and 68,773.

Question 12: Does the Administering Authority consider an allocation of £ 52,256, shillings 16/2, for education out of a total expenditure of £ 1,656,928, shillings 12/2 (pp.130 and 133, Appendix IV), or 3.15% of the budget, sufficient to carry out its plans for educational development in the trust territory? (Philippines)

Answer: The Administering Authority considers education a major item in the plans that it has for the future development of the territory and the advancement of its inhabitants. The necessary funds are being made available to meet progressively the cost of those plans as they are developed and the required staff can be obtained or trained to carry out the programme. In regard to the inquiry made as to the actual amount expended on education, I refer to the answers given to questions above, especially questions (5), (6) and (7).

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