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TRUSTEESHIP COUNCIL

Fifth Session

VERBATIM RECORD OF THE ELEVENTH MEETING
(Transcription from sound recording)

Lake Success, New York
Thursday, 30 June 1949, at 2.30 p.m.

President: Mr. Roger GARREAU France

Note: The Official Record of this meeting, i.e. the summary record, will appear in provisional mimeographed form under the symbol T/SR.175 and will be subject to representatives' corrections. It will appear in final form in a printed volume.

The PRESIDENT (Interpretation from French): I declare open the eleventh meeting of the fifth session of the Trusteeship Council.

EXAMINATION OF ANNUAL REPORTS:

NEW GUINEA, YEAR ENDED 30 JUNE 1948 (T/266, T/354).

The PRESIDENT (Interpretation from French): The Trusteeship Council will examine today the report on New Guinea submitted by the Government of Australia, the Administering Authority for the Territory. Members have before them copies of document T/354 which contains the written questions put by members of the Council and the written replies given by the special representative of the Territory of New Guinea. The special representative will be at the disposal of the Council members in order to answer any additional questions which members may ask.

The Council will first take up chapter I, "General", of document T/354. I request members of the Council to begin asking any questions they wish to put to the special representative.

Mr. RYCKMANS (Belgium)(Interpretation from French): I do not propose to ask any questions at this time, but I would like to ask the President whether it would not be better, in the interests of a more orderly discussion and in the interests of the progress of our work, if members who wish to make remarks on the report or on the answers given to the written questions, even if they have no additional questions, could make those remarks at the same time other members are putting questions to the special representative.

We would avoid a double discussion if members could make their remarks and ask for additional information during the oral question period.

The PRESIDENT (Interpretation from French): I recall that when the Council discussed the report on Nauru, a very general discussion was held first and then the report was taken chapter by chapter. After the Council had gone through all the chapters, it was found necessary to have a general discussion. Therefore, I wonder if it is necessary to have two general discussions. Considerable time might be lost thereby.

However, I think it is correct to say that remarks should be made in connexion with the oral questions asked and the answers given. This would guide us in our discussion, using document T/354 as a basis. If we start with chapter I, any member will be able to make any general remarks he sees fit.

/If there are no

If there are no remarks on chapter I, I suggest that the Council take up the next chapter, "Political Advancement."

Mr. SAYRE (United States of America): I should like to revert to a matter of which I spoke in connexion with the report on Nauru. Until very recently, my delegation had available for study only one copy of this report on New Guinea. As I stated before, we have found it extremely difficult to examine the report with the care which it deserves. It has been impossible to carry on an examination both in Washington and here as a result of having only a single copy.

I should like to ask the special representative if he can give the number of copies which were submitted to the Secretary-General and the dates on which they were turned in. I understand that some printed copies have been made available within the last few days. I would like to ask when the mimeographed copies were turned in and how many, and also when the more numerous printed copies were submitted.

Mr. SOLDATOV (Union of Soviet Socialist Republics)(Interpretation from Russian): A point of order. I asked to speak several times before the privilege was given to the representative of the United States. The President probably did not notice me.

I should like to know whether the Council has finished the discussion on chapter I or may I ask a few questions on that chapter? I should like to ask a question on chapter I but if the President does not want to revert to chapter I, I can ask it together with my questions on chapter II.

The PRESIDENT (Interpretation from French): I waited long enough to hear whether any member of the Council wished to ask questions on the first chapter. Since no one asked to speak -- and if the representative of the USSR did so I did not notice it -- I suggested that the Council go on to the second chapter. But, of course, if the representative of the USSR has questions in regard to the first chapter, he shall have the opportunity to ask them as soon as the special representative has answered the question of the representative of the United States.

Mr. HALLIGAN (Special Representative): Thirty mimeographed copies were sent on 4 February, and a further 12 copies on 17 May. One hundred and twenty-four printed copies were sent by air freight on 18 June. The balance of the copies to a total of 400 are forthcoming.

/The PRESIDENT

The PRESIDENT (Interpretation from French): In these circumstances I think the Secretariat might put at the disposal of those members of the Council who wish them, an additional number of copies. From what we have heard just now, the Secretariat has so far received 166 copies. While we are waiting for the rest of the 400 copies, I am sure that a number of additional copies could be made available to those delegations which need them.

/Mr. SOLDATOV

Mr. SOLDATOV (Union of Soviet Socialist Republics)
(Interpretation from Russian): My question is on Political Advancement but it is related to answers given in Chapter I - General. That is why I would like to know whether I might ask this question on Chapter I - General of document T/354.

On the top of page 4, the answer to Question 2 speaks of some new regions where Australian authorities could penetrate. I would like the special representative to give us precise indications as to what are these new immigrants mentioned -- what are these new inhabitants? In the fifth line from the end it says "or to the people going into those areas."

Mr. HALLIGAN (Special Representative): I understand the question to be, could I give further details as to the area that was brought under administrative control during the year.

The quotation reads: "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."

Mr. SOLDATOV (Union of Soviet Socialist Republics)
(Interpretation from Russian): I could repeat my question. I am speaking of the words "the people going into those areas." The answer mentions some new people going into those areas into which there has been peaceful penetration. I would like to know what those new areas and what these new people are that are mentioned in this sentence.

Mr. HALLIGAN (Special Representative): The new areas are shown on the map. We have a fairly big map available showing the new area that was released during the year from the Uncontrolled Areas Ordinance. That area was about 8,000 square miles.

While under the Uncontrolled Areas Ordinance no-one is allowed to go into an uncontrolled area without a special permit. Other areas, not under the Uncontrolled Areas Ordinance, may be entered by anyone.

The phrase "to the people going into those areas" to which reference was made referred to the Administration Officers who would

go, in the course of their duties, into an uncontrolled area. The policy of peaceful penetration is such that it is done gradually, and none but Administration Officers are allowed into those areas until such time as the inhabitants of the areas have been in contact with those parties of the Administration and it is considered by the Administration to be safe for people such as missionaries, miners or any other people who wish to go into the areas for any purpose at all to go there. They would be given permits while the areas remained uncontrolled.

When an area is removed from the category of an "uncontrolled" area it is available for anyone to go into without special permission.

Mr. SOLDATOV (Union of Soviet Socialist Republics)
(Interpretation from Russian); Does this imply that when mention is made here of "the people going into those areas", only government officials, missionaries or other persons that are in contact with the Administration in some way and who therefore go there with the consent of the Administration, are meant? Or does it imply some native inhabitants?.

Mr. HALLIGAN (Special Representative): In those areas the natives rarely move beyond the boundaries of the area of their own tribe. It would be possible for natives to go into those areas although, as a general practice, they would not desire to do so.

What I had in mind when talking of people going into those areas was more in relation to the non-indigenous people whom I described. Natives -- indigenous people -- could also go there if they wished though, as I have said, it is not the custom for them to travel into areas such as those; in fact, in their natural state, to travel beyond the very limited confines of their own tribal area.

Mr. SOLDATOV (Union of Soviet Socialist Republics)
(Interpretation from Russian): I would like to draw the attention of the special representative to Question 4a and the answer thereto on the bottom of page 4 of document T/354. The answer says: "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."

/ Thus it mentions

Thus it mentions directly the fact that these indigenous inhabitants can not go into the regions which are not yet under the control of the Administering Authority before the Administering Authority has declared those regions open for settlement.

How is this control effected? How is the indigenous population controlled?

Mr. HALLIGAN (Special Representative): The reply to Question 4a was to the question: "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."

/ My answer to that

My answer to that question was that those uncontrolled areas contain only the people who have lived there for centuries. People who have not lived in those uncontrolled areas do not go into those areas. They would not be welcomed by the inhabitants there.

In the uncontrolled areas, as the name signifies, the Administration has not full control and the control is with the natives themselves. When, gradually, the Administration -- through its patrol officers -- brings those natives of an uncontrolled area under some measure of Administration control, and eventually under full Administration control, then anyone can go into that area and the indigenous inhabitants from other areas would no doubt go in although, left to themselves, they do not travel to any great extent beyond their own local and adjacent villages.

Mr. SOLDATOV (Union of Soviet Socialist Republics) (Interpretation from Russian): This is part of the answer to my question. My question was the following: There is an indigenous population on territories that are declared under the control of the Administering Authority. Further there is an indigenous population on territories that are not yet declared under the control of the Administering Authority. There is some demarcation line between the two. From the answer of the special representative I gathered the impression that these areas which are not yet under the control of the Administering Authority do not serve as a refuge for persons who prefer to live outside the controlled areas. This flows from the answer we read on the bottom of page 4.

I asked the question: How does the Administering Authority effectuate the control over an indigenous population that already dwells in the territory under control of the Administering Authority and what measures are there to prevent the indigenous population from crossing this demarcation line between territories under control and uncontrolled territories?

Mr. HALLIGAN (Special Representative): The first part of the question was: How does the Administration control natives in controlled areas? In controlled areas the Administration has full administrative control and the natives in those areas are subject to the laws of the Territory just the same as everyone else. They live and act under the laws of the Territory that apply all through the Territory, just the same as in the areas around the coast that

/have been under

have been under administrative control for a long time, as in areas that are further inland which over the last twenty years have gradually been brought under administrative control. The same laws and the same functions of administration operate in those areas, that is, the patrol officer goes through the areas and the natives have learned what the Administration does ^{and} they have confidence in the Administration. Periodically the patrol officer goes through the areas, takes the census and sees the state of the villages. The agricultural officer in the course of his patrol gives advice in regard to agriculture and the medical officer and his medical assistants on patrol also go through those villages.

The life of the village goes on under the supervision of the Administration and with the assistance of the Administration to improve the conditions in the village. That relates to areas that are under control.

Of course certain areas under control cannot be so intensively patrolled as the more accessible areas but that is the work of the Administration, not only to extend the Government's control but to consolidate it.

Another question referred to the consolidation and extension of Government control. Consolidation is that an area generally may be under control but it refers to the degree to which the natives understand and co-operate with the Administration. That generally applies to areas that are under control.

Areas that are not under control are those where the Administration has not made contact with the natives. Those natives do not know the laws of the Territory, they do not yet have confidence in the Administration and, in fact, when people other than the actual indigenous people to those areas venture therein they would be attacked by those natives.

The task of the patrol -- and that is the exploration task -- is to go into those areas and by the method that has been followed over the years gradually obtain the confidence of the natives and extend the Administration's control over those areas. That is instanced by the fact that in the previous year quite a considerable area had reached the stage where the Administration felt it had a fair measure of control over the area and it was possible for people to go into that area without expecting to be attacked by the natives.

/Mr. SOLDATOV

Mr. SOLDATOV (Union of Soviet Socialist Republics)

(Interpretation from Russian): The last clarification which I should like to have is: let us suppose there is a native of New Guinea or a group of natives belonging to some tribe. They decide to cross for some time or just to migrate into an area not under control. In this case who should give them a special authorization to move there, if they must get any authorization at all?

Mr. HALLIGAN (Special Representative): The situation as described just does not arise because there are no natives who prefer to live out of the controlled area, that is, that they want to go into an uncontrolled area.

Natives in their natural state live -- as I mentioned before -- in quite confined areas and a task of the Administration, which is fortunately getting less and less, is to put down inter-tribal fighting between those groups. The fighting could occur between natives in an area no less than ten miles apart. That is to say, if a native ventured out of the area of his own tribe into the next area he would likely be attacked and killed. Therefore there is no question of a native wanting to go into an area, in his natural state, other than his own.

In any case, but it has not occurred and it is not likely, when an area ^{has been} designated as uncontrolled and the stage of control is reached whereby it is possible for persons to go into that area, a native would require the same authorization as anyone else. But I say that it does not happen and it is most unlikely that he would want to go.

Mr. SOLDATOV (Union of Soviet Socialist Republics)

(Interpretation from Russian): The last answer I would like to have with reference to this question: are there any new people from among natives, foreigners and Europeans being settled on some area after it is no longer uncontrolled but becomes under control? If there are such settlements what are the conditions of these settlements?

/Mr. HALLIGAN

Mr. HALLIGAN (Special Representative): When an area is brought out of the category of an uncontrolled area, it is available for settlement by anyone in compliance with the ordinary laws of the Territory relating to the question of taking up land, and all other laws of the Territory would apply. Up to date there has not been ~~XXXX~~ -- and there is none envisaged -- anything to say that when an area is opened up, immediately a settlement is put in there. A few people may wish to go into the area, and in this latest area which was released from the Uncontrolled Areas Ordinance there are a few non-indigenous people who have settled there. In obtaining the land, those people have got to go through the same procedure as in any other part of the Territory.

Any part of the Territory, when released from uncontrolled conditions, is subject in all respects to the laws of the Territory in their full force.

Mr. SAYRE (United States of America): The last reply of the special representative interested me, as well as the question of the representative of the USSR.

Under question 11 in the Provisional Questionnaire it was asked: "What is the status of immigrant communities?" and the answer to that was "There are no immigrant communities as such in the Territory."

I would like to ask the special representative whether or not there are foreigners, particularly Chinese, settled in the Territory and if so what is their status and how are their legal rights and liabilities determined.

Mr. HALLIGAN (Special Representative): The answer given that there were no "immigrant communities" was given with the emphasis on the word "communities", that is, that there are no people there as communities. But that does not mean that there are no non-indigenous people in the Territory. The census of non-indigenous people taken at the end of 1947 shows that there are 6,000 non-indigenous people of whom 2,000 are Chinese. I am just speaking from memory with those figures but I think they are quite close to the number. Those people are scattered through the Territory. In the case of the Chinese the majority of them are in New Britain, with quite a number around Rabaul. All those people
/are subject

are subject in full to the laws of the Territory. They do not acquire British nationality by their residence there but they are citizens of New Guinea and as such are subject to the laws of the Territory.

Mr. SAYRE (United States of America): May I ask, would they have rights and liabilities similar to British-protected persons?

Mr. HALLIGAN (Special Representative): I think that question is asked in relation to the answer given in the case of Nauru, when I used the phrase "British-protected person" in describing a native of Nauru. Is that what the representative of the United States had in mind?

Mr. SAYRE (United States of America): I am trying to get a picture of these Chinese who have settled in New Guinea as to their rights and liabilities and -- if the special representative can give it -- a picture of their living conditions.

Mr. HALLIGAN (Special Representative): Their rights and liabilities can best be described by saying that they are citizens of the Territory and as such they have the rights and liabilities of any other citizens. Each citizen has the same rights and liabilities and is subject to the laws of the Territory. The only difference is that some people are British subjects, having acquired that status elsewhere than in the Territory. Chinese are Chinese nationals, but they are all citizens of New Guinea since they have settled there, and are subject to the laws of New Guinea.

Mr. INGLES (Philippines): In answer to a question propounded by my delegation, that is, question 2 on page 4 of document T/354, the special representative explained the principle of "peaceful penetration" which was referred to by the representative of the Soviet Union in his earlier question. I shall read this again to lay a basis for my question: It says:

"The principle of peaceful penetration is based upon the extension of Government influence and control without injury to the lives, health or property of the inhabitants of the area

/or to the

or to the people going into those areas."

Coming to the practice of that principle -- this was also referred to in question 2 -- I find in section 20 of the report a narrative which illustrates after a fashion this principle of penetration. I shall read pertinent excerpts from this section:

"In early July, 1947, a complaint was made by Geru, the headman of a hamlet of Karap in the remote Kouno tribal area of the Chimbu Sub-District, that two women of his group had been cut to pieces by Dika tribesmen, hereditary enemies, who also challenged Geru's people to meet them in battle. Geru asked the Government official of the area to visit the Dika people, protect his village from further aggression, and have the matter of the killing of the women settled in the native way by compensation."

Reading further into the report, this is how the patrol dealt with the Dika tribesmen. I shall read the last paragraph appearing on page 12 of the mimeographed report.

"Some of the police were sent ahead, others remained in the rear, to watch for attacks. The police called for Mek" -- that is, the headman of the Dika people -- "to appear, as they neared Dika. Finally, as they were climbing a sloping hill, the police in front called out that Mek and a small party were standing on top of the rise. The Patrol Officer told the police to tell Mek to wait until he came up to talk with him. Just as they sighted the European leader Mek and his party rushed into the bush. Some of the police fired at them thinking an ambush had been prepared and that they would now be exposed to an attack with spears and arrows from the cover of the bush. The Patrol Officer ordered his police and others in the party not to follow the Dika people for fear of attack... There were apparently eleven shots fired and five natives were killed by the shooting."

Later,

"Mek, the headman of the Dika people, visited the Assistant District Officer at the Government Station to assure him that his people would be friendly if he visited Dika."

The action taken by the Administration was to suspend the District Officer and the Patrol Officer pending investigation and after investigation the two officers concerned were severely reprimanded and returned to duty.

/The following facts

The following facts are clear from this narrative: that the complainants wanted a peaceful settlement; that is, a settlement in the native way, by compensation; (2) that five natives were killed without provocation; (3) that they were fired at when they merely tried to flee into the bush.

Two questions naturally arise in this connexion: whether the killing of five natives is in line with the principle of policy of peaceful penetration outlined in the reply of the special representative, and, second, if not, whether the mere reprimand of the patrol officer in charge of the patrol and the complete excneration of the policemen who fired at the five natives is sufficient action for remedying the killing of five natives.

Mr. HALLIGAN (Special Representative): The killing of the natives is not a part of the policy of peaceful penetration. That policy is designed to prevent the killing either of the natives in the area or the death of the people going in. Unfortunately, incidents such as this one described here do occur, and five natives, in this instance, were killed. A full investigation was made into all the circumstances. I think the complete story there shows that the natives or the native police were expecting an attack, or the attack had actually taken place on their party by the local natives.

A full investigation was made by the Administrator and his officers, and the results and the penalties imposed on the officers are as described. Those penalties and the conclusions reached were only taken after the fullest investigation, ordered by the Administrator to be undertaken by senior and experienced officers.

Mr. INGLES (Philippines): In other words, there has only been an administrative investigation. There has been no formal complaint filed in court for the killing of these five natives?

Mr. HALLIGAN (Special Representative): Yes, the first inquiry was an inquiry by the Coroner, and as a result of his inquiry, he gave orders for burial. The circumstances as disclosed by his inquiry, according to his judgment, did not call for any further action. But the Administrator considered that in this case a special inquiry was necessary, over and above the judicial inquiry through the coroner's court, and that was the investigation that was made.

/Mr. INGLES

Mr. INGLES (Philippines): The annual report does not mention a coroner's inquiry. Perhaps the special representative is referring to this paragraph on page 11 of the annual report:

"The Assistant District Officer, returning from Port Moresby on 27 July, learned of the affray from his Patrol Officer, and reported it to the District Officer, who asked for and received a report, and, on September 15th, issued a Coroner's Certificate that an inquest was deemed unnecessary."

Is this the coroner's inquiry that the special representative is referring to?

Mr. HALLIGAN (Special Representative): Yes, that would be the coroner's inquiry. That would be the action that I had in mind of the coroner's inquiry.

Mr. SOLDATOV (Union of Soviet Socialist Republics) (Interpretation from Russian): I have a question, on page 5 of document T/354. The answer to question 4 (b) mentions that the Administering Authority permits all other forms of government ^{the} /recognition of all other forms of government"- in territories just put under control.

I would ask the special representative to explain what is meant by "the recognition of all other forms of government"? What is actually meant?

Mr. HALLIGAN (Special Representative): That was intended to give further expression to the definition of the terms used: "consolidation and extension of Administration." First comes the extension of the Administration, when the Administration Officers go into an area. Sometime after, and by a gradual process, that extension becomes consolidation, and in the period of the extension of the Government's influence in an area, the matters of hygiene, health of the indigenous inhabitants are those that are dealt with by the Administration first.

Then later on as that extension is consolidated, a census is taken and the laws of the Territory generally are extended and operate in that area, so the "all other forms of government" intended to indicate the full explanation ^{to} /and recognition by the natives in that area of all forms of administration. That process goes on until the stage is reached when the natives are aware of and understand what the Administration /does, what it

does, what it requires, and what it can do for the natives themselves.

Mr. SOLDATOV (Union of Soviet Socialist Republics) (Interpretation from Russian): Thus, the term "recognition of all other forms of government" applies to the fact that natives of such Territories are taken into the system of ruling of the Administering Authority. It is not meant that all forms of government existing among natives are being acknowledged or recognized and put under the control of the authorities. Or, this is also meant, namely that the Administering Authorities recognize all forms of government applied and existing among natives of such ^{Trust} Territories in the areas that have been uncontrolled, and that now come under the control of the Administering Authority. Which of the two is correct?

Mr. HALLIGAN (Special Representative): The second one; that is, the recognition by the natives of all forms of government -- not the recognition on the part of the Government of all forms of native government, but the recognition by the inhabitants of all forms of administration. Amongst the forms of government, particularly in such areas as that, the Administration recognizes and allows to continue native customs that are not bad in themselves. Native customs that require to be stopped very quickly after the Administration goes into an area are those customs that bring about death, tribal fighting, head-hunting and that sort of thing.

The phrase is intended to convey that the natives recognize government in all its forms.

/Mr. SOLDATOV

Mr. SOLDATOV (Union of Soviet Socialist Republics) (Interpretation from Russian): This sentence can be interpreted in various ways. That is why this question arose.

After the special representative's explanation, the following conclusion can be clearly drawn. All forms of government that existed among the natives before the area was taken under control by the Australian Authorities are not being taken into consideration and are not being kept. New forms of government are being introduced by the Administering Authority. This gives rise to the question which has been raised in the Trusteeship Council.

I should like to have more explanations, with reference to the fact that it may be that after the third session of the Trusteeship Council the Administering Authority has changed its policy vis-a-vis natives who live on Territories uncontrolled by Australian authorities, but which are gradually coming under control.

Mr. HALLIGAN (Special Representative): The policy has not been changed. I am not quite certain whether I have made the point clear, and I will try and express it in a different way.

When the Administration goes into areas that have not previously been subject to Administration control, it gradually brings to the natives an appreciation of the laws of the Administration, i.e., not the laws of the natives themselves but of the Administration. In doing so it preserves, as far as possible, the native customs.

One of our laws contains a provision that the native customs shall be preserved except when they are harmful or, in general terms, they are repugnant to humanity. In bringing an area under control the laws of the Territory apply, and in those laws full recognition is given to all native customs that operated there before the Administration went in. Those laws continue to operate there, provided they are not harmful laws or customs of the natives.

Mr. RYCKMANS (Belgium) (Interpretation from French): I believe we can all agree, on reading the report, that it is rather disappointing to note that little more than one-third of the Territory is actually under control of the Administering Authority, and that about one-third of the Territory completely escapes such control. In fact, the Trusteeship

/system does not

system does not function in an important part of the Territory. The population continues to live according to its racial laws, which, as we know, are rather barbarous.

The policy of the Australian Government is explained, if I understand well, by the fact that that Government has made up its mind not to impose itself by conquest or by force, and that it accepts, if need be, the delay of European influence in order to avoid all consequences which would result for the population from conquest by force.

Is that, in fact, the real reason for that slow and essentially pacific penetration of the Australian Administration?

Mr. HALLIGAN (Special Representative): I do not know whether I understood correctly, but I think that the representative of Belgium mentioned in his opening statement that only one-third of the Territory is under control.

On page 3 of document T/354 I have given the classification of the Territory, the total area of which is 93,000 square miles. I have given the figures for 1941, just prior to the Second World War, and the table I have given there of the various classifications of control shows that at that time 38,000 square miles were under full control, 11,000 square miles under influence, 9,000 under partial influence, and 6,000 had been penetrated, making a total of 65,000 square miles.

Since then, in reply to question 4 on the next page, I gave reference to an area which, as notified in the Gazette near the conclusion of the year under review, had reached the stage where it was taken out of the uncontrolled area. This area was in the Central Highlands district, on the mainland of New Guinea, and was of about 8,000 square miles.

The part remaining, not under control, is about 18,000 square miles of the country, mostly along the Papuan and Dutch borders, in country which, as can be seen from reference to the map, is very rugged. There are mountain peaks up to 13,000 feet and more. A portion of that station has been settled up there, with a small Administration outpost. That is the remaining area of the Territory which has not been brought under Administration control, so much more than one-third of the Territory is under Administration control.

/Mr. SOLDATOV

Mr. SOLDATOV (Union of Soviet Socialist Republics)

(Interpretation from Russian): I should like to know what form the measures of the Australian Authorities take, which are aimed, as the special representative said, at having the indigenous population appreciate the Australian system of rule. I am interested to know what concrete measures are being taken to achieve this purpose and how the Australian Authorities, for instance, let the population of such Territories which a short time ago were not under control know of the laws, and what reaction is noticed among the population of such areas. How do they react to these new forms of government?

Mr. HALLIGAN (Special Representative): The process by which they are brought under control is, briefly, this: the main thing brought to them and the one which shows immediate results is the provision of health services -- the curing and prevention of disease, and hygiene and cleanliness in their villages.

Usually a patrol settles in one of these areas and selects perhaps three men, one to be the chief man or Government representative there, or the man through whom patrols could make contact.

/It is usual then

It is usual then for that man and probably some others to . . . journey with the patrol to the administration post--that is, the headquarters of the district or the sub-post -- where they would then see something beyond the confines of their own area, the other natives there who have been under administration control for a long time, and see the system of government working as it would from that station.

Mr. SOLDATOV (Union of Soviet Socialist Republics)(Interpretation from Russian): The answer has not been completed as yet, I believe.

Mr. HALLIGAN (Special Representative): I think that the main part of the question was how did they appreciate the measures of government. My efforts were then to explain that the Administration brings to them, in a very tangible form, the advantages of modern medicine -- that is, on the physical side. On the other side, natives are selected and become the point of contact for subsequent patrols going into that area. Other natives are then taken from there to the head station or a sub-station of the Administration to learn in some way, by actually seeing, what happens when the Administration is functioning fully in an area of the Territory.

I think that I have covered all the questions which were asked.

Mr. SOLDATOV (Union of Soviet Socialist Republics)(Interpretation from Russian): Does this mean that Australian authorities, in their policy of penetration of territories not yet under control, meet no resistance from natives of such areas, and that this process is purely and wholly pacific and there are no excesses whatsoever?

Mr. HALLIGAN (Special Representative): No, it does not mean that there is no resistance. At times there is active resistance to a patrol, in which case the procedure followed under this policy would be for the Administration to withdraw temporarily, and then later on resume its contact with the area, possibly after sending messages which would have the result of the patrol being welcomed instead of opposed in going into the area. But in opening uncontrolled areas, certainly resistance is offered by the natives, as it would be to anyone going there. They have never seen any foreigners in their area before, and the task of the Administration is to make contact and hold contact with those natives, without loss of life wherever possible. But there have been occasions in the past where patrols and Patrol Officers have lost their lives.

Mr. SOLDATOV (Union of Soviet Socialist Republics) (Interpretation from Russian): We have certain sub-districts with a demarcation line which is, let us say, several miles wide between territories under control and territories uncontrolled.

The native inhabitants of uncontrolled territories are obviously continuously in contact with the inhabitants of ^{neighbouring} controlled areas. There is, therefore, permanent contact among natives living in controlled territories on one side and in uncontrolled territories on the other side.

From what has been said by the special representative, we cannot draw any conclusions as to ^{the fact that} the system of government and the life introduced by the Administering Authority among natives under control is not so attractive as to make the population of uncontrolled territories voluntarily request the authorities to impose the same rules they have noticed in the controlled territories.

From all that has been said by the special representative, I think that we cannot conclude that such requests have ever been made. I should like to have some clarification on that.

Mr. HALLIGAN (Special Representative): I should say there have been such requests, but they could not be en masse because the population of the Territory is not dense enough to say that there is constant contact between any areas.

But in most villages -- except in districts openly and constantly engaged in inter-tribal warfare with one another -- there are usually a few persons who have more or less friendly associations of some kind with persons in villages on their boundaries. That is to say that even in the uncontrolled areas which may be on the border of the controlled area, some few persons there would have contact with persons on the border of the other area. There is no line drawn nor any clear-cut distinction as between the two areas; they are intermerged to some extent. Therefore the process of bringing these natives under control is largely assisted by the fact that the first contact is made with people such as I have just described. They have some sort of contact with people with whom the Administration is in contact and are able to pass messages along to the persons in the uncontrolled areas. There are some people in the uncontrolled areas who have not come out of those areas, nor have they seen what goes on in a controlled area or in any other area except that in which they live.

Such friendships are often used very successfully by the patrolling parties to make the first contact. They go along from that first contact

by gradual process and are able, without undue hardship either to themselves or to the people in the area, to bring that area under control.

Mr. RYCKMANS (Belgium) (Interpretation from French): The special representative did not answer completely the question I asked.

I believe that no one in this Trusteeship Council -- and certainly not I -- would take the place of the Administering Authority and seek to impose upon it a certain policy which would attempt to extend by force and by conquest the Trusteeship System to those areas which are not at present under control, and were, in practice, the Trusteeship System does not function. There is a fairly large population which, in fact, is not under the Trusteeship System and where ancient habits and tribal warfare continue to exist, just as in the past.

The Australian Government seems to be determined not to use force in order to conquer these populations which, for the time being, refuse to put themselves under control. Therefore it is quite natural that when there is danger for strangers to penetrate certain areas, the administrative authorities forbid penetration because any foreigners, especially Europeans such as missionaries or prospectors, who were to penetrate that territory would run the risk of being killed, and this might lead the Administering Authority to undertake a punitive expedition with a view to the arrest of the murderers of such travelers, and thereby involve the Administration in warlike operations which it refuses to undertake.

/But on

But on the other hand, does the fact of the complete closure of these areas not cut the population off from all kind of control? Does the Australian Government suppose that the inhabitants of the uncontrolled areas think themselves much better off in their present state, that they have no desire to enter into contact with European civilization, not wishing to be administered by foreigners who would make them give up their customary head-hunting which they have always practised, which their ancestors practised before them, and which seems to them a normal way of life?

If these people persist in their rejection of all contact, is the Australian Government ready to renounce its administration of areas in which its authority is not voluntarily accepted? Or does the Administering Authority contemplate the eventual imposition of that authority? If the population should continue, over a number of years, to reject all control, will the Administration abandon its penetration of ^{these} areas? Does it believe that the complete segregation of such areas is the policy most likely to teach the populations other modes of life? If missionaries were willing to run the risk of, for example, undertaking a medical campaign among these people, does the Administration not believe that this risk might be run in order to accelerate the penetration even at the cost of a few murders and the eventual necessary suppression?

Mr. HALLIGAN (Special Representative): There is no intention on the part of the Australian Government to have an uncontrolled area closed for all time, or even for any specified time. As may be seen from the area which was brought out of that category during the previous year, the uncontrolled area is being gradually reduced, and the work will go on until the whole of the Territory is under the control of the Administration.

Experience has shown that the process developed over the years by the Australian Government for bringing these areas under control has produced the greatest success in New Guinea. A few comparative figures show the extent of this procedure and the ensuing results: in 1922, the counted population was 197,000, and it was then estimated that there was another 138,000 in the Territory, making, according to the report of that year, a total population for the Territory of 335,000. In 1940, after this process of peaceful penetration had been carried on during the inter-

/vening years,

vening years, the counted population was 668,000. That shows how the country had been opened up and more information had been obtained about it. There was then a further estimated population of 300,000. The figure of 300,000 was merely an estimation, showing how far astray had been the estimation of 1922 which, on the knowledge of the Territory at that time, had given a total population of only 300,000; whereas in 1940 there was a counted population of 668,000 and an estimated population of 300,000. At a guess -- I cannot give an estimate -- there is a population of at least 100,000 in the area which was last year taken out of the uncontrolled category, The remaining area to be brought under control is that very rugged area I have described on the borders of the adjoining territory, and that will be brought under control as speedily as possible, though for this necessary staff is, of course, required; experienced staff is absolutely essential to carry on this work.

Sir Alan BURNS (United Kingdom): I should like to ask the special representative whether a regular staff of District Officers and Patrol Officers is assigned to each of the Districts.

Mr. HALLIGAN (Special Representative): Yes, each District is in the charge of a District Officer. There are eight Districts in the Territory; a District Officer has charge of each one, with a staff of one or more Assistant District Officers and a number of Patrol Officers, the number depending on the size and activities of the District. In addition, of course, he has the clerical, medical and other staff which is in the District. Each District has a staff of District Officer, Assistant District Officers and Patrol Officers, the number being determined by the state of the Administration in the District and the requirements of the District.

Sir Alan BURNS (United Kingdom): Do the District Officers and Patrol Officers stay more or less permanently in a particular District, or are they moved about from one District to another?

Mr. HALLIGAN (Special Representative): Generally, they are moved about, except in the case of a District Officer who may often be located in one particular District for a lengthy period, having moved around and acquired a general knowledge of the ^{other} Districts of the Territory in his prior capacity of Patrol Officer and Assistant District Officer. When he reaches the status of District

/Officer

Officer, he therefore has a pretty comprehensive knowledge of all the Districts of the Territory and is, so far as possible, located in one District to maintain the continuity of administration.

Sir Alan BURNS (United Kingdom): Do the Assistant District Officers and Patrol Officers stay long enough in a District to know the people, and for the people to know them?

Mr. HALLIGAN (Special Representative): In normal times the Assistant District Officers did as far as possible; the Patrol Officers are changed pretty frequently. The District Officers and Assistant District Officers got to know their people and conditions in their District, and even in the case of Patrol Officers, so far as is possible, they remain in each District for a sufficiently long period. Usually their term of duty in a District is the period between their absences on leave from the Territory: that is, after 21 months service in the Territory, Officers are eligible for 3 months leave. They then have to be relieved by another Patrol Officer, and usually the roster of duty is such that they may then be transferred to another District.

In the case of District Officers, and to a lesser extent Assistant District Officers, the people of the District get to know them quite well by name; the District Officer, of course, knows the people.

/Sir Alan BURNS:

Sir Alan BURNS (United Kingdom): Do the District Officers and the Patrol Officers learn the dialects of the people?

Mr. HALLIGAN (Special Representative): In most cases they do not because the dialects and languages vary ^{over} short distances to the extent of a different language in the space of five miles. It is very difficult for anyone in the district to learn the multiplicity of languages. Pidgin English is the usual method of conversation throughout the Territory. Very few of the Officers learn the district languages.

Sir Alan BURNS (United Kingdom): When a District Officer or a Patrol Officer visits some of the more remote parts of the country, which are described as "under influence", is he accompanied by a Medical Officer or any other officers beside the actual administrative officers?

Mr. HALLIGAN (Special Representative): Usually he is accompanied by a Medical Assistant. We have in the Territory a type of officer who does not hold a medical degree from a university but who has the designation of European Medical Assistant. He is an officer who has had experience in medicine and he receives training in the Territory which enables him to be a very useful man as far as health and medicine go.

When a District Officer or a Patrol Officer goes to these areas it is not possible for a Medical Officer always to go and, if not, a European Medical Assistant accompanies the District Officer's party.

Sir Alan BURNS (United Kingdom): This Medical Officer, I presume, would give treatment to any people who are ill in the district during his visit?

Mr. HALLIGAN (Special Representative): Yes, he could give treatment there on the spot or, in serious cases, arrange for them to be sent to the nearest native hospital.

Sir Alan BURNS (United Kingdom): May I ask whether, in the view of the special representative, there is a sufficiently large establishment of District Officers and Patrol Officers and are all the posts on the establishment filled or is there any difficulty in obtaining recruits?

/Mr. HALLIGAN

Mr. HALLIGAN (Special Representative): The establishment as laid down so far is one thing which is regarded as necessary for the Administration, but the gap between the establishment and the actual personnel is much larger than we would want it to be. There is considerable difficulty in obtaining personnel for the position of Patrol Officer. You cannot find ready-made officers who are able to just step into the position of Patrol Officer.

For many years we have carried on the practice of selecting well-educated good physical specimens and training them in a special course with a view to their taking on the duties of Patrol Officer. That takes some time. At present we have a school in Sydney, the Australian School of Pacific Administration, the main object of which is the training of persons to be Patrol Officers. Their actual subsequent experience after they have been trained is to spend some time in the Territory with the more experienced Patrol Officers, District Officers and Assistant District Officers.

The loss of so many former experienced men of this category during the war has been a very severe handicap in our carrying on and extending native administration in the Territory.

Sir Alan BURNS (United Kingdom): It is probable, I suppose, that the area under control would be considerably increased if a larger staff of administrative officers were available?

Mr. HALLIGAN (Special Representative): That would be so. That is the only thing which sets the pace. The Administration wishes to bring the whole area under control, but I think I made it quite clear that the type of officer necessary is an experienced man. The rate at which the remaining area of the Territory will be brought under control depends entirely upon the availability of suitable officers to do the task.

The PRESIDENT (Interpretation from French): If there are no further questions on political or general conditions in the Territory, the Council will now turn to economic conditions.

Mr. SOLDATOV (Union of Soviet Socialist Republics)(Interpretation from Russian): I wish to indicate that, up to now, our questions were only on Chapter I, "General." Chapter II, "Political Advancement" has not yet been discussed.

/The PRESIDENT

The PRESIDENT (Interpretation from French): We dealt with both Chapters simultaneously but, of course, if the representative of the USSR has further questions, he is at liberty to ask them.

Mr. SOLDATOV (Union of Soviet Socialist Republics)(Interpretation from Russian): I should like to have some clarification on something which I believe belongs under "Political Advancement."

On page 14 of the mimeographed report, in answer to question 22, there is a table of administrative services of the Administering Authority. This table indicates 415 classified positions in the Department of District Services and Native Affairs. Yet there are only 228 people at present working in that Department.

Further, in the Department of Education, there are 139 classified positions while there are only 66 persons employed. In the Department of Public Health, out of 585 classified positions, only 167 are filled. In the Department of Agriculture, Stock and Fisheries, out of 155 classified positions, there are only 64 actually filled. In the Department of Public Works, out of 175 positions, only 96 are filled.

With reference to these facts, I should like to ask several questions. First, can we receive some information on the distribution of existing personnel on the whole of the Territory and in Papua? As far as I understand, these figures refer both to Papua and the Territory.

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Mr. HALLIGAN (Special Representative): Those figures are the public service listing of the Territory of Papua and the Territory of New Guinea; that is the classification of the number of positions that have been assigned to each department as the number considered desirable for that department to have to carry out fully its functions. As the representative of the Soviet Union has pointed out, the number of officers actually in the service is far short of the number that we desire to have there.

As I have already explained in the case of ^{the Department of} District Services and Native Affairs, it is impossible to find officers ready-made and just appoint them. But we are obtaining suitable persons and training them for the positions so that the gap between the number that we have and the number of officers we consider necessary to carry out fully the functions of the department will be gradually lessened, but it will take time conditioned on the period of training for such officers.

The same thing applies in the case of education. We have endeavoured to find qualified school teachers but the call for such persons in Australia is so great that we find it very difficult to obtain persons who have done their course and who hold qualifications as teachers. There again, we are finding persons who have not completed their course as teachers but who have obtained what we call the Leaving Certificate -- in other words, have finished their secondary education -- and we are engaging them and teaching them -- arranging for them to attend teachers' colleges -- so that they can go to the Territory as teachers.

The same applies to the other departments. In the case of the works department, the Commonwealth Works and Housing Department also operates in the Territory and the major works are carried out by that department. We are not endeavouring to fill the full number of positions shown there as we are bringing under the control of the Works and Housing Department all the works staff, and the number of works staff is 358.

Mr. SOLDATOV (Union of Soviet Socialist Republics)
(Interpretation from Russian): I asked a question as to whether we could have information on the distribution of existing personnel as between New Guinea and Papua.

/ Mr. HALLIGAN:

Mr. HALLIGAN (Special Representative): I am unable to give the complete staff that is stationed in the Territory of New Guinea -- that is, a break-up of the various departments -- but on page 7 of document T/354 a similar enquiry was made. The enquiry was as to "the number of positions and personnel of each of the Departments of the Administration which apply to the Territory of New Guinea." That question was asked by the representative of Mexico and I think it is identical to the question now being asked.

The answer which I then gave was: "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 is, of course, 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 offices of those staffs deal with New Guinea affairs."

That is the best break-up that I can give to the Council at the present time but in future reports we will be able to give the actual number of officers who are located in the Territory of New Guinea and how many of the positions of the classification are assigned to New Guinea.

Mr. SOLDATOV (Union of Soviet Socialist Republics)
(Interpretation from Russian): On page 12 of the printed report which I have quoted we have information on the way of preparing Administrative Officers -- the training of people who might be sent to work in ^{the} Trust Territory. That probably means also people being trained for the Territory of Papua. Or does it mean that all of the 125 persons mentioned as having followed these courses in 1947-1948 are to be trained for the Trust Territory alone? How should we understand it?

Mr. HALLIGAN (Special Representative): That would be the number who would be trained for the Trust Territory and the Territory of Papua.

/ Mr. SOLDATOV:

Mr. SOLDATOV (Union of Soviet Socialist Republics)

(Interpretation from Russian): It follows that at present in the Trust Territory and in Papua there are 644 persons missing in the existing posts. Those are the classified positions without anybody actually assigned to them. From the information on the number of people being trained we see that there are all together only 125 persons trained yearly. In 1947-1948 there were only 125 persons trained and out of these 125 persons 38 are not to be considered they have just received some sort of refresher course and they are already on the staff which has been counted in Scheme 1 -- they are part of the 1,022 officers on duty.

Therefore there are only 87 new persons. Is that correct?

Mr. HALLIGAN (Special Representative): I have not followed the dissection quite closely but it would be correct that the 38 are people included in the number of 1,022 who have already been taken on the staff and have come back to do a new course, leaving new people to the extent of 87.

Mr. SOLDATOV (Union of Soviet Socialist Republics)

(Interpretation from Russian): This means that there are 87 new people, none of whom has any official duty. They are new people who are being trained to be sent to Papua and the Trust Territory. Is that correct?

Mr. HALLIGAN (Special Representative): That is so.

People who are in attendance at the school which is purely a full-time training course during that year.

Mr. SOLDATOV (Union of Soviet Socialist Republics)

(Interpretation from Russian): I have the next question which I should like to ask. Will the special representative tell us what measures are foreseen by the Australian Government so as to have completed as an urgent measure the staffs of the Department of Native Affairs, the Department of Education, the Public Health Department ^{and} the Agricultural Department, because these are the departments which help the native population first of all in promoting social and educational advancement.

/ Or does the Australian

Or does the Australian Government admit that it is not in a position to take in the near future any urgent measures to train the necessary amount of people so as to implement this duty, without mentioning the fact that it might be also necessary to increase the number of positions in the Department of Education and other departments that must bring immediate help to the population of the Trust Territory.

Mr. HALLIGAN (Special Representative): In the case of the Department of Agriculture there is a system of cadetships whereby we obtain people who have certain diplomas in agriculture and give them a course of training in the Territory. They would not be included in these figures of the trainees mentioned in section 22. The main training there is in relation to the Department of District Services and the availability of people of the right qualifications is scarce. We are constantly seeking those people and selecting, whenever we can find them available and as fast as we can, a sufficient number to fill all the positions and make it possible fully to do the job as we see it.

Mr. SAYRE (United States of America): I have a great deal of interest in the questions which the USSR representative has been putting. I think it is evident that until a greater number of qualified persons can be found to fill the classified positions progress is bound to be slow and halting. I think all of us on the Trusteeship Council feel the difficulties of the problem and sympathize with the Government of Australia in its efforts.

As a reinforcement of the thought which the USSR representative has been bringing out, I have been looking at the figures in the report of the previous year in the corresponding table which is printed on page 14, that is the report for the administration of New Guinea from 1 July 1946 to 30 June 1947. You will remember that when we examined that report last year the Trusteeship Council especially noted that the administrative personnel was inadequate in number and expressed the hope that this situation would be remedied by the recruitment and training of additional personnel.

In that report of last year according to the figures appearing on page 14, the number of classified positions was 1,583 and only 975 were filled. If you compare that with the figures of this year's report you will see the number of positions is listed as 1,686,

/of which only

of which only 1,022 are filled. Thus, the Administration -- if my arithmetic is correct -- has created 106 new positions but only 47 more persons are actually in the employ of the Administration. That certainly does present a problem and I have been wondering -- as doubtless many of the other representatives on the Trusteeship Council have -- what ^{practical} steps are possible to meet this problem? Is it possible to do anything through increased salary scale or through improved civil service tenure or in other ways to attract more people into this field of work. I think all of us agree with what has been said: that unless this problem can be solved, further progress in the administration of New Guinea must be slow and halting. We have got to have trained men to do that job and I would like to ask the special representative whether any concentrated thought has been given to a programme for meeting these difficulties and it will have to be, I take it, rather an unusual programme?

Mr. HALLIGAN (Special Representative): I would ask the representative of the United States of America to keep those two tables in front of him for a moment because two figures occur to me which, if I draw his attention to them, would lead ^{to} a different conclusion from the one at which he arrived. The Department of Public Works contained last year 335 positions and this year 175 and at the same time it contained 190 officers ^{then} and now only 96. I have explained that those positions in the Works Department have been transferred to the Commonwealth Department of Works. Just taking the number of staff on duty, it means not 47 but it means 147 over the other departments. I think that is correct; I have looked over it hastily.

Mr. SAYRE (United States of America): But these figures, if I understand correctly, apply both to Papua and New Guinea?

Mr. HALLIGAN (Special Representative): That is true; these are for both Papua and New Guinea. I am unable to give a dissection yet.

Mr. SAYRE (United States of America): Whatever the mathematics are, I think the special representative will agree with me that this is a problem of considerable urgency, that -- as he

/said before

said before -- there are not sufficient trained men. There must be more if we are going to see this job properly done and that means finding some method for attracting additional numbers.

Mr. HALLIGAN (Special Representative): Yes, my reference there was just preliminary, to make that point, ^{not} my general reply to the point you are making which is: what can we do to get more people, not only more people but more qualified people? One thing is that during this year which is just finishing now we have had public service officers examine the salary scale and conditions of service in the Territory. Just before I left we had a report from which we are now making a classification of rates of salary and conditions of employment that will apply when the permanent administration operates the Territory as you have no doubt forgotten that we have been acting on a provisional basis until the Act was recently passed through Parliament. The objective is to bring that Act in almost immediately and, when we do that, public service will then be placed on a permanent footing with definite conditions and rates of salary. That will help in a measure although it will not produce the men we want but it will be something. I have no doubt the rates of pay will be higher, the conditions will be stated and we are hoping then to be able to settle on a permanent definite service for the combined Territories. The number of positions in the classification will then be shown for New Guinea. But it still leaves us with the problem we have had all along -- and this will not solve it -- to quickly produce men qualified and able to take on these jobs. I am afraid I do not see any other means unless someone is able to suggest a means whereby we can get them -- we would be very grateful -- but it is just a matter of getting the people there. In many cases our turnover has been heavy. We have sent a lot of people there that have not fit in and have resigned. In time we shall settle it down to a good solid service but it does take time.

Mr. SAYRE (United States of America): May I express the hope that the Australian Government will find ways and means of meeting this problem and that in next year's report it will give a careful account of the steps which it is taking and of such success as it will be able to achieve in meeting this confessedly difficult, but very important, problem.

/Mr. HOOD (Australia)

Mr. HOOD (Australia): I would like to point out, without attempting to minimize in any way the concern which should rightly be felt about this position, that it is not a situation which is confined to the services of Papua and New Guinea; it applies at the present time, to my knowledge, in more than one specialized branch of the public service of Australia. In other words, it is a problem which is common to a good many branches of administration in the Commonwealth of Australia at the present time. It reflects an over-all shortage of specialized and trained manpower

Mr. PADILLA NERVO (Mexico): I want to refer again to the answer to question 3. It is evident that the task of the Administering Authority to promote the educational, social and political advancement of the inhabitants will be very difficult as long as the proper machinery of administration is not sufficient for that purpose.

I believe that this classification of positions in the different departments refers of course only to that part of the Territory which is under control. Therefore one-third of the population of the Territory is without any possibility of obtaining benefits from the Administering Authority in that respect, and the other two-thirds of the population also have to suffer due to the fact that there are many classified positions which it has not been possible to fill.

The main question which I want to ask the special representative is whether the Administration knows why it has been unable to find suitable officers for these positions. What perhaps deserves more concern is the declaration made by the special representative that experience so far has shown that the building up of an adequate staff will take a considerable time and that therefore it cannot be stated when sufficient officers will be available for all the positions.

My question is whether or not the Administration knows the reason why there is not a sufficient number of available officers. It is clear that there are only two roads open to the Administering Authority for filling these positions. In the first place, if there are enough qualified people in the metropolitan country they could be brought to the Territory if they are offered salaries which would make the positions attractive; or secondly, they must set up machinery either in Australia or in the Territory in order to train in as

/short a time

short a time as possible either natives or ^{European} students for those positions.

If neither of these two roads is taken, if the salaries offered are always the same and no machinery is put into motion to prepare natives for these positions, year after year it will be found that there are not enough qualified persons available.

My question is: What, in the opinion of the Administering Authority, is the real reason for the unavailability of suitable officers?

Mr. HALLIGAN (Special Representative): The only reason as far as the Administration and the Administering Authority is concerned is that suitable candidates are not applying. Why they are not applying I do not know. As the representative of Australia mentioned, this is not confined to Territory positions but is the same throughout Australia and -- I cannot speak for other places -- no doubt all other Administrations are finding a similar difficulty.

The method of securing candidates is by wide publicity. We receive a large ^{number} of applications, but ^{when} those who comply with the requirements and have the necessary qualifications are selected, ~~the~~ number is reduced considerably.

As to why we have not sufficient qualified people it is simply that we do not get enough candidates. Up to now we have had a rate of salary which is given in the report and, as I mentioned, we have had a review of the service and a new rate of salary will be published and become effective from 1 July. If the salary has not been high enough, the revised salary might show that that has been the cause and produce more suitable candidates.

The other point, as to the training of natives, is that the number of officers shown is exclusive of the number of natives employed by the Administration, which is shown in another part of the report. The figure of classified positions is something, in our assessment, in the nature of the number required. It is not what experience has shown because in the pre-war service of New Guinea the number of positions was about 400 and in the case of Papua about 150, so in the two Territories which are now covered by the administrative union, the number of officers carrying out the administration -- the number of positions provided -- was 600.

/Against that

Against that 600 -- that was up to 1942 -- in order to give full effect to the Administration the Government says: "As we see it now, we need 1,600." If we still only regarded our job as capable of being done with the number we had until 1942, it would be 600 positions. As a matter of fact amongst those 600, at least half and probably more -- and a great many of the experienced officers of the Administration -- were lost during the war, so that we have not the backbone of the service to build on and train others. That is one of our serious difficulties. All these will be overcome in time but as I say, it will take considerable time.

/Mr. PADILLA NERVO:

Mr. PADILLA NERVO (Mexico): The special representative has stated that every effort will be made to obtain these officers. I wonder if I could ask in what direction the Administration will make those efforts, or, rather, of what will those efforts consist, because from the fact that many of the applicants have not been admitted, and those that have applied for those positions have not taken the positions, the Administering Authority must know the reasons why those who were suitable and applied did not accept the positions. They must know also of what, in the future, those efforts will consist, because if the situation is not changed, and all the Administration does is to make public that it needs so many officers, having not yet made an analysis of the reasons why those that apply do not accept the position, and having no machinery to train those that apply who are not considered completely qualified, then the situation will remain as it is now.

May I ask, therefore, in what direction the efforts of the Administration will be directed ^{+o change} / this situation?

Mr. HALLIGAN (Special Representative): By far the greater number of the people applying ^{does} / not decline, but, after examination of their qualifications and an interview, a good number of them is found to be not suitable for the positions. One action taken recently has been -- formerly we required a person of the minimum age of twenty for the position of Patrol Officer -- that we have now reduced the minimum age to eighteen, so that we may obtain the youths leaving school, and in that way produce a greater number of candidates who will spend the first few years in training.

I have already mentioned the review of the salary scale, which will demonstrate whether the salaries have not been sufficient, because they will be higher under the new scale.

Another serious drawback to getting staff -- probably the one that has had as much effect as anything else -- is our inability to provide so far suitable separate housing accommodations for married men. We have got to tell candidates that we have not sufficient accommodation in the Territory to enable them to take their wives and families, and a number of them decline on that account.

Sir Alan BURNS (United Kingdom): I have but one or two questions to ask. I would like first to ask for what posts these young men of eighteen are going to be selected. . . . As Patrol Officers?

/Mr. HALLIGAN

Mr. HALLIGAN (Special Representative): They commence as cadet Patrol Officers, and then become Patrol Officers.

Sir Alan BURNS (United Kingdom): Some of the questions that I have meant to ask the special representative have already been asked by my colleagues, but I would like to ask him whether his Government would satisfy itself that the conditions offered to officials in these Territories are sufficiently satisfactory to attract the right type of officer, because I regard the shortage of staff shown on page 11 of the printed report, which shows that only 60% of the European staff was on duty on 30 June 1948, as a very serious handicap to the development of this difficult Territory. I make that statement in the full realization of the difficulties that confront the Australian Government in this matter and the full appreciation of the risk of placing untrained men in positions of responsibility in such a country.

I am speaking now with some personal experience of these problems, because in the last colony of which I was Governor, we were desperately short of staff and it was a very great anxiety to me to have a staff which was entirely insufficient for the work it had to do. Those men that were there were doing an excellent job under very difficult conditions, but they were carrying a burden which was far beyond the capacity of a few men. From what I have read in this report and from what I have heard today, I feel that probably the same thing could be said of the staff in these Territories which we are now discussing.

I am sure that the District Officers and the Patrol Officers are doing a good job; from all I have heard I am sure of that. But I am equally sure that there are not sufficient of them to carry the burden that they are forced to carry.

I have some experience of the risk that attaches to inexperienced men, untrained men, being placed in responsible positions, but I would like to suggest the possibility to the Australian representative of making some temporary arrangement of older men, of some knowledge of the world, who would not necessarily be trained for the posts in the way in which they would train their proper staff, to be appointed temporarily to certain posts in order to fill up the gap during the interval while the younger men are being trained. That is an experiment which we have tried in certain African territories, and I am sure that it is an experiment that is worth-while. But I feel it is most important that as quickly as possible a sufficient number of men should
/be trained

be trained to fill the posts, because they will never be able to develop this Territory properly unless they have a sufficient staff, and, with all respect to the decision of the Australian Government, I venture to express considerable doubt whether a young man of eighteen should be entrusted with the responsible duties of an Assistant Patrol Officer.

Mr. HALLIGAN (Special Representative): It was described as "Assistant Patrol Officer"; cadet Patrol Officer is the correct description, because those two early years were intended to be spent in training. I agree with the representative of the United Kingdom: from the experience that we have had it is not desirable to have persons under adult age in any of those positions, even the junior ones, but this is just an effort to see if we can get and train the right type of person, who will, eventually with that training, and probably experience in the Department -- not out in the Patrol -- be able to accelerate the rate at which we can obtain the number of people we want to carry on the task. I thank the representative of the United Kingdom for his suggestion that it had been found that the engagement of older men as a temporary measure has brought some measure of relief to administrations in similar circumstances, and I will be glad to convey that suggestion to my Government.

Mr. PADILLA NERVO (Mexico): I would like to ask the President a question. We are on Chapter II on "Political Advancement" which includes section 25 regarding the "Employment of Indigenous Inhabitants," which in turn refers to^a certain Appendix. I wonder what would be the appropriate time to ask some questions on the Appendix mentioned in section 25 of the Chapter on "Political Advancement," because that Appendix refers to labour, and I did not know whether we wanted to take up that question under "Social Advancement."

/The PRESIDENT

The PRESIDENT (Interpretation from French): The representative may ask his questions now, if he wishes.

Mr. PADILLA NERVO (Mexico): I should like to ask the special representative what is understood by "general labourers". The occupation of labourers is classified as "mining labourers", "plantation labourers" and "general labourers".

In Appendix X the "general labourers" seem to come under the heading of "Administration". I should like to know what is understood by "general labourers"?

Mr. HALLIGAN (Special Representative): The table in Section 25 of the report, giving the total of 9,272, is identical to the table in Appendix X, where the figure is shown as 8,182, the difference there being due to the fact that members of the police force, a total of 1,170, have been excluded from the table in Appendix X. If that is clear, a reference to Appendix X will show the various classifications of natives employed under Administration.

In the case of private employees, the representative mentioned that they were divided into mining labourers, plantation labourers and general labourers. The Administration does not run plantations so it only has 137 agricultural workers, and general labourers are such natives as are employed as stevedores in connexion with building, road-making: a labourer who has not come under any classification as a skilled worker, such as a carpenter, driver or mechanic is a general labourer, and the term is known anywhere to cover all classes of labour engaged in any activity of the Administration other than those classified as that of an artisan. The table in Appendix X will show the various classifications I have noted as artisans.

Mr. PADILLA NERVO (Mexico): In the general table in Appendix X there are, therefore, no labourers who are considered ^{to be} general labourers, as defined by the special representative, but who are not under the employ of the Administration; in other words, all labourers who could be classified as "general labourers" are under the employ of the Administration.

Mr. HALLIGAN (Special Representative): No. I do not know whether the representative is referring to the same table as I am. The table to

/which I am

which I am referring is on page xxxi of the printed report, and it will be seen there that of the total number of natives employed by the Administration, 6,698 are general labourers; and of the total of 17,822 natives employed by private employers, 6,702 are general labourers.

Mr. PADILLA NERVO (Mexico): May I ask the special representative the reason for the great difference in the number of the workers in the different industries in the year 1941, and in 1948? I am referring to Appendix X on page xxx of the printed report.

It is seen that the plantation workers, who were 17,196 in 1941, are 9,109 in 1938; the mining workers, who were 6,438 in 1941, are 4,647 in 1948; the Administration workers, who were 1,845 in 1941, are 8,102 in 1948.

What is the reason for the smaller number of workers in plantations and in the mining industry?

Mr. HALLIGAN (Special Representative): It will be seen that the greatest difference is in relation to plantations. In 1941 17,196 natives were employed in connexion with plantations, and now there is barely half that number.

That is brought about by the fact that many of the plantations have been destroyed to such an extent during the war that they cannot be reopened. In another case, quite a number of the plantations have not been reopened, and in many cases the reason for this is that the owner was lost during the war. About 200 civilians of the Territory were lost, and those plantations have not been reopened.

It is a combination of the three factors of the number of plantations destroyed beyond reopening, other plantations not yet reopened and, further, that sufficient native labourers have not offered themselves for service to meet the requirements even of the plantations that are open.

To an extent, that would also apply to the mining industry. The mining industry is now only located in the Bulolo Valley, and that valley was entirely devastated and all mining equipment destroyed. The industry is not back to the stage where it was in 1941, therefore the same number of labourers are not being employed.

Mr. INGLES

Mr. INGLES (Philippines): I have a question on political advancement.

In Question 5, on page 8 of document T/354, we referred to the recommendation last year of the Trusteeship Council, that "the Administering Authority review the constitutions and powers of the proposed indigenous advisory and village councils with a view to granting 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 reply to the question as to the manner in which the Administering Authority has implemented the recommendation of the Trusteeship Council, it is said:

"The Papua and New Guinea Act of 1949 contains provisions 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 of 1949 comes into operation."

Inasmuch as neither this New Guinea Act of 1949 nor the proposed ordinance is before this Council, I should appreciate it if the special representative could give us the salient points as to the election and composition, tenure and compensation, and functions and powers of the advisory councils for native matters on the one hand, and of the native village councils on the other.

Mr. HALLIGAN (Special Representative): I am not in a position to give the details asked for in that question. Until the ordinance has been finally decided upon, those details will not be finally determined. I am not now in a position to say what is proposed to go into that ordinance, but I know the ordinance was in the course of preparation and should, at a very early date/^{after the enactment} of the Papua and New Guinea Act of 1949, be made and the conditions published.

Mr. INGLES (Philippines): If the special representative cannot give us details as to the ordinance which, according to his reply, has already been prepared, perhaps he will be able to enlighten us as to the provisions of the Papua and New Guinea Act of 1949; that is, Sections 25-29 which were referred to in this report in reply to Question 5.

Mr. HALLIGAN (Special Representative): I shall be able to do that. I have a copy of the Act here. Section 25 is in "Part IV - Administration, Division 3."

/"25. Subject to

"25. Subject to this Act, provision may be made by Ordinance for and in relation to the establishment of-

- (a) Advisory Councils for Native Matters; and
- (b) Native Village Councils,

in respect of areas defined by or under Ordinance.

"26.- (1.) An Advisory Council may consider, and tender advice to the Administrator concerning, any matter affecting in any way the welfare of natives in the area in respect of which the Advisory Council is established.

(2.) Any such matter may be brought before an Advisory Council by any member of the Council, by any native, by any Native Village Council or, with the permission of the Chairman of the Advisory Council, by any other person or institution.

(3.) If any such matter is submitted to an Advisory Council by a Native Village Council, it shall be the duty of the Advisory Council to consider that matter and tender advice to the Administrator concerning it.

"27. -(1.) An Advisory Council shall consist of such number of native members and such number of other members as is provided by Ordinance.

(2.) The number of native members shall be at least a majority of the total number of members.

(3.) The members of an Advisory Council shall be appointed by the Administrator and shall hold office during the Administrator's pleasure and subject to such conditions as the Administrator determines.

(4.) The native members of an Advisory Council shall, as far as practicable, be natives who have performed meritorious service as members of Native Village Councils.

"28.- (1.) Minutes of each meeting of an Advisory Council shall be kept and copies thereof shall be forwarded to the Administrator.

(2.) Copies of the minutes shall be transmitted to the Minister by the Administrator as soon as practicable after each meeting.

"29. A Native Village Council shall have such functions as are provided by Ordinance in relation to the peace, order and welfare of natives in the area in respect of which it is established."

Those are the sections to which reference was made in answer to Question 5.

/Mr. INGLES

Mr. INGLES (Philippines): The provisions which were read out by the special representative as the provisions of the Papua and New Guinea Act of 1949 is an exact reproduction of the Bill submitted to the Parliament of the Commonwealth, which was presented to this Council in July of last year.

It was in consequence of the provisions relative to the functions of this Advisory Council and Native Village Councils that the Council recommended a review thereof, with a view to granting the natives greater initiative in the conduct of their own affairs.

In view of the fact that the Advisory Council may only tender advice to the Administrator, and on the other hand the Native Village Council shall have such functions as are provided by Ordinance in relation to the welfare of natives in the area in respect of which it is established, may the Council presume that in the Ordinance to be promulgated, the definition of the functions of the Native Village Council will be such that greater initiative will be given to the natives in the conduct of their own affairs and preparing them for a progressively increasing part in the legislative organs of the Territory, as recommended by the Trusteeship Council last year?

/Mr. HALLIGAN

Mr. HALLIGAN (Special Representative): I am unable to say, at this stage, what will be the provisions in the Ordinance to be made under the section in relation to native village councils, because they have not yet been finally determined. The Ordinance is in the course of preparation, and I am not in a position to say what provisions will finally be included in it. But I can say that the views of the Council, as expressed last year, are before my Government in the consideration of the provisions that are to go into that Ordinance.

Mr. INGLES (Philippines): The reply states that the Ordinance will be enacted soon after the Papua-New Guinea Act of 1949 comes into operation. As we do not have a copy of this Act, may I enquire when it will come into operation and whether the Ordinance will be passed in time for its inclusion in the next annual report for New Guinea?

Mr. HALLIGAN (Special Representative): It is anticipated -- and that was the programme when I left Australia -- that this Act should come into force on 1 July 1949. There are certain details necessarily to be completed before it may be brought in, but that was the target and I have no doubt that it will be brought into effect from 1 July. The Ordinance, as I mentioned in that reply, should then be in such a form that it should be possible to produce it within quite a brief period after that date.

The details of the Ordinance will be available, although it will not have been made in the next year under review, 1948 - 1949, which will end on 30 June 1949. If the Council so wished, I should say that this Ordinance would be available for inspection even if the Council did not wish to discuss it during the examination of the report for 1948 - 1949.

The PRESIDENT (Interpretation from French): We shall continue the examination of this report tomorrow at 2.15 p.m.

The meeting rose at 5.13 p.m.

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