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President: Sir Alan BURNS (United Kingdom of Great Britain and Northern Ireland).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, Dominican Republic, El Salvador, France, Iraq, New Zealand, Thailand, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

The representatives of the following specialized agencies: Food and Agriculture Organization of the United Nations; United Nations Educational, Scientific and Cultural Organization.

Examination of the annual report of the Administering Authority on the administration of the Trust Territory of New Guinea for the year ending 30 June 1951 (T/958) (continued)

[Agenda item 3 (c)]

At the invitation of the President, Mr. Halligan, special representative of the Administering Authority for the Trust Territory of New Guinea, took a place at the Council table.

1. The PRESIDENT invited the Council members to put questions to the special representative for New Guinea on the section of the annual report¹ concerning educational advancement in the Territory.
2. Mr. KHALIDY (Iraq), noting that of the 90,000 children attending schools, 77,000 pupils were registered in the village schools run by missions, wished to know the level of schooling received in those schools as compared with that given in the primary schools of Australia or of other countries.
3. Mr. HALLIGAN (Special representative for New Guinea) replied that the village schools were run mainly by missions and offered a four-year course of study. Teaching was in the vernacular language and, during the fourth year, the pupils learned to read and write in English. Instruction in the mission schools went approximately as far as the third-year level of Australian primary schools, where the course of study lasted six years.

4. Mr. KHALIDY (Iraq) inquired where village school teachers were recruited, what training they received and where they acquired it.

5. Mr. HALLIGAN (Special representative for New Guinea) replied that the teachers of village schools run by the missions were recruited among the indigenous population and trained in the educational institutions of the various missions. The teachers of village schools run by the Administration were trained in centres organized by the Administration. There were a good many teachers, however, who completed their training in those centres after following a course in a mission educational institution.

6. In reply to a question from Mr. KHALIDY (Iraq), Mr. HALLIGAN (Special representative for New Guinea) said that after four years of study in the village schools, pupils could not read and speak English. He pointed out that they learned to read and write English only in their fourth year. Apart from the vernacular language, therefore, the most they could be expected to speak was pidgin English.

7. Mr. KHALIDY (Iraq) asked whether it would be feasible and appropriate to forbid the use of pidgin English.

8. Mr. HALLIGAN (Special representative for New Guinea) said that there were so many and such varied dialects spoken in the Territory that pidgin English had long since become the only means of conversation among indigenous persons and between them and the Administration; moreover, that pidgin English could easily be learned by the indigenous population in a few months. The Administering Authority naturally intended ultimately to replace pidgin English by English, but it could take no drastic measure to that effect.

9. In reply to a question from Mr. KHALIDY (Iraq), Mr. HALLIGAN (Special representative for New Guinea) estimated that a few hundred indigenous persons were capable of speaking English fairly correctly.

10. Mr. KHALIDY (Iraq) asked how many schools there were in the Territory for European children, how many teachers there were and what was the extent of their training as compared with teachers in Native schools of the same grade.

11. Mr. HALLIGAN (Special representative for New Guinea) replied that all the teachers in the Euro-

¹ See Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1950, to 30th June, 1951, Commonwealth of Australia, 1951.

pean schools were Europeans graduated from Australian teacher-training schools. He recalled that the indigenous teachers in village schools were trained either in mission educational institutions or in Administration training centres.

12. Mr. KHALIDY (Iraq) asked why the schools for indigenous persons and those for Europeans were entirely separate.

13. Mr. HALLIGAN (Special representative for New Guinea) said that that system had been in existence since the beginning of the Territory's administration and had proved to be the most effective in view of the level of development of the indigenous population.

14. Mr. KHALIDY (Iraq) asked whether European children could obtain secondary education.

15. Mr. HALLIGAN (Special representative for New Guinea) replied that there was no secondary school in the Territory, but financial assistance was given, with the consent of the Director of Education, to parents wishing their children to receive secondary education in Australia.

16. Mr. KHALIDY (Iraq) asked whether the same provisions applied to the indigenous population.

17. Mr. HALLIGAN (Special representative for New Guinea) said that the Administering Authority had offered to grant scholarships to enable indigenous persons to continue their studies outside the Territory, mainly in Australia. No indigenous persons had as yet shown proof of having the requisite qualifications, but as soon as they were able to proceed with more advanced studies, scholarships would be granted them. The only indigenous persons studying outside the Territory were those being trained at the Central Medical School at Suva.

18. Mr. KHALIDY (Iraq) asked whether expenditure for education had increased since the financial year 1949-1950.

19. Mr. HALLIGAN (Special representative for New Guinea) referred to page 164 of the annual report; for the financial year 1950-1951, expenditure for education had amounted to £334,100, whereas for 1949-1950 it had been £348,592, as against £183,372 for 1948-1949.

20. Mr. SOLDATOV (Union of Soviet Socialist Republics) wanted to know why the number of teachers and the expenditure for education had gone down during the year 1950-1951.

21. Mr. HALLIGAN (Special representative for New Guinea) pointed out that the £348,592 for the financial year 1949-1950, mentioned on page 85 of the report, included about £10,000 representing the cost of maintenance of school buildings and certain buildings of the Native Reconstruction Training Scheme. But, as shown in the table on page 164 of the annual report, those expenses had not been included in the sum of £334,100. Expenditure for education had remained roughly the same for the last two financial years. Moreover, the Administration was exerting progressively greater efforts in that respect.

22. Referring to page 71 of the annual report, he said that the number of teachers in Administration

schools and mission schools had been 119 and 2,421 respectively in the year 1948-1949; 126 and 3,175 in the year 1949-1950; and 191 and 2,948 respectively in 1950-1951. The number of teachers in mission schools had not decreased in the last financial year, but 300 of them had been subtracted from the total figure because, as explained in the note on page 71 of the report, the missions concerned felt that they did not come up to the required level; that deduction had not been made in the preceding report and it could therefore be seen that the number of teachers at present was 3,248.

23. Mr. SOLDATOV (Union of Soviet Socialist Republics) pointed out that according to the annual report, those teachers did not meet the required standards and could therefore not be counted as qualified teachers.

24. It was clear from appendix XIII, on page 85 of the annual report, that in 1949-1950 expenditure for education had been £348,592 while in 1950-1951 it had come to only £334,100. It could not be denied, therefore, that it had decreased by £4,000 during the last financial year and there was reason to wonder why that reduction had been made.

25. In actual fact, there was not even any primary education in the Territory. That had been clearly revealed in the special representative's replies to the questions put by the Iraqi representative. Primary education consisted merely of teaching the pupils a few prayers, a few hymns and a few rudiments in a language which they could not understand. It must therefore be determined what the Administering Authority had done to organize primary education in the Territory.

26. Mr. HALLIGAN (Special representative for New Guinea) replied that the Administering Authority had made continuous and energetic efforts in education, and primary education had been organized on a solid basis. The information he had given in reply to the Iraqi representative's question had referred solely to the village schools. There were, however, five types of schools for indigenous inhabitants, as shown in the annual report.

27. Moreover, regardless of why 300 indigenous persons had been omitted from the total figure of teachers for the mission schools, the fact remained that they taught in those schools and should be included in the number of teachers.

28. He added that the figures on educational expenditure had been shown on page 85 of the report merely in the form of statistical data; detailed information on that expenditure could be found on page 164.

29. Mr. SOLDATOV (Union of Soviet Socialist Republics) noted that the special representative had not answered the question why the Administering Authority had not taken the necessary measures to organize primary education in the Territory. He wanted to know how many pupils were attending elementary and higher village schools respectively.

30. Mr. HALLIGAN (Special representative for New Guinea), referring to page 158 of the annual report, replied that on 30 June 1951 there were 1,223 pupils enrolled in village higher schools; 811 in the

other elementary schools; 670 in the higher elementary schools; and 367 in secondary pre-vocational schools. The number of pupils attending each mission school was given on page 162 of the report; the total number of pupils in those schools was 87,134.

31. Mr. SOLDATOV (Union of Soviet Socialist Republics) noted once again that primary education was practically non-existent in the Territory. Indeed, only 77,718 pupils were attending village schools, the inadequacy of which the special representative had himself described, while there were 87,134 pupils in mission schools. Furthermore, as could be seen from page 158 of the report, only 3,675 pupils were attending Administration schools.

32. Lastly, he would like to know the percentage of literacy among the inhabitants and the percentage of children of school age attending school.

33. Mr. HALLIGAN (Special representative for New Guinea) said that he did not have the figures requested by the USSR representative available at the moment, but he would endeavour to supply them later.

34. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked whether the Administering Authority was planning to set up secondary schools for indigenous inhabitants, and if so, how soon.

35. Mr. HALLIGAN (Special representative for New Guinea) explained that the educational system extended from village schools to higher vocational centres which included teacher training. The Administering Authority would open secondary schools after the first part of the programme had been successfully carried out. No time limit had been set for the implementation of that programme but the Administering Authority would endeavour to carry it into practice as quickly as possible, as it considered education a major factor in the indigenous inhabitants' development.

36. Mr. SOLDATOV (Union of Soviet Socialist Republics) wished to know whether any indigenous inhabitants had received secondary education outside the Territory.

37. Mr. HALLIGAN (Special representative for New Guinea) replied that none had, but that five indigenous inhabitants had been attending the Central Medical School at Suva for the past four years; one of them had had to be repatriated for reasons of health; the others were expected to graduate, one or two of them in 1952.

38. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked the reason for the difference in the salaries of indigenous and European teachers.

39. Mr. HALLIGAN (Special representative for New Guinea) replied that the salaries of European teachers were fixed in accordance with public service scales, on the basis of the duties performed and responsibility assumed. The salaries of indigenous teachers were based on the same criteria.

40. Mr. SAYRE (United States of America), referring to page 87 of the report, noted that the enumerated population included 313,854 children. He wished to know approximately how many of those children were of school age.

41. Mr. HALLIGAN (Special representative for New Guinea) said that of the total of 313,854, which included children up to the age of 16 years, roughly 100,000 were between the ages of one and five; of the remaining 200,000, about 90,000 were currently attending school. Roughly, therefore, slightly less than 50 per cent of the children of school age were attending school in the areas controlled by the Administering Authority.

42. Mr. SAYRE (United States of America) noted that there were over 100,000 children who were not attending school. That in itself was an indication of the magnitude of the problem and pointed to the necessity for definite plans to meet such a serious situation.

43. Before all else, it was essential to make provision for the necessary funds, teachers and textbooks. As regards the funds, the special representative had already explained that expenditure on education during the past two years had been roughly the same; it was disturbing to note that, in view of the pressing need, the outlay for education had not increased. He recalled, in that connexion, that only £67,844 had been collected in royalties on the gold extracted from the Territory, which was valued at £1,356,000; he hoped that the Administering Authority would not lose sight of the education problem when considering the need of increasing the Territory's income and of reforming the taxation system.

44. In regard to the increasing need for teachers, he noted with regret that, as shown on page 74 of the report, only thirty-four new teachers had graduated within the past year from the Higher Training Institution at Keravat. He also regretted that only twenty-six student teachers were enrolled at the Dregerhafen Education Centre. He would like to have additional information concerning the Administering Authority's plans with regard to teacher training.

45. Mr. HALLIGAN (Special representative for New Guinea) explained that the teachers on the island of New Guinea itself were trained at the Dregerhafen Centre, which had been established during the preceding financial year. The rate at which the training could proceed would depend on the number of instructors available; so far there were only two. There was no lack of students wishing to take the courses, but the Administration had had great difficulty in recruiting instructors. The institution at Keravat trained teachers for the islands of New Britain, New Ireland, Manus and Bougainville.

46. Mr. SAYRE (United States of America), referring to page 76 of the report, which dealt with textbooks, asked what textbooks and educational material were currently used in the schools of the Territory and what were the Administration's plans in that regard.

47. Mr. HALLIGAN (Special representative for New Guinea) indicated that the textbooks were those used in Australia; a special reader for the Territory's schools had also been prepared. The Administration was planning to publish other books, which was, however, a long and costly process.

48. Mr. SAYRE (United States of America) wondered whether the Education Ordinance mentioned at

the bottom of page 81 of the report had already been adopted.

49. Mr. HALLIGAN (Special representative for New Guinea) answered that a draft ordinance had been placed before the Legislative Council in February 1952, but had since been withdrawn for further study; it would be introduced again at the following session of the Legislative Council.

50. Mr. RYCKMANS (Belgium) noted from the information given on page 158 of the report that there were two European instructors, two indigenous instructors and 115 pupils at the teacher-training schools—figures which were clearly inadequate.

51. On page 161, it was stated that there were twenty-four mission schools for higher education; he wished to know whether any of those schools trained teachers.

52. Mr. HALLIGAN (Special representative for New Guinea) replied that those schools were primarily devoted to the training of teachers.

53. Mr. RYCKMANS (Belgium) asked whether it would not be possible to accelerate the training of teachers and thus overcome the current shortage by enlisting the co-operation of the mission teacher-training institutions, which had 207 European teachers; the Administering Authority might subsidize such schools and at the same time exercise some degree of control over their programmes.

54. Mr. HALLIGAN (Special representative for New Guinea) remarked that teachers trained at mission schools were intended primarily as teaching staff in other mission schools, although some of them taught in Administration schools. The teacher-training schools of missions were subsidized; consequently, the Administration exercised a certain amount of control over their programmes. At any rate, he would take note of the Belgian representative's suggestion.

55. Mr. RYCKMANS (Belgium) was glad to note that the Administering Authority did not differentiate between teachers trained at mission schools and those from Administration schools. It would therefore be of interest to know the number of teachers graduating each year from mission schools and the number of teacher-training schools included among the higher schools listed on page 161 of the report.

56. Mr. HALLIGAN (Special representative for New Guinea) took note of the Belgian representative's request.

57. Mr. S. S. LIU (China), referring to page 94 of the report, noted that a European education officer, class 4, received from £800 to £860 a year, while an indigenous teacher was paid only £20 a month according to the figures given on page 75 of the report. He wondered what was the pay of Asian teachers and teachers of mixed blood.

58. Mr. HALLIGAN (Special representative for New Guinea) remarked that to the salaries listed on page 94 should be added the cost-of-living and territorial allowances. He did not have at the moment any information available on the pay of Asian teachers and teachers of mixed blood.

59. Mr. S. S. LIU (China) would like to receive such information at a later date. He wondered whether the special representative could furnish additional data

concerning studies of the language problem referred to on pages 76 and 78 of the report.

60. Mr. HALLIGAN (Special representative for New Guinea) would endeavour to include a short summary of Dr. A. Capell's study on the question in the next annual report.

61. Mr. S. S. LIU (China) drew attention to the chapter in the observations of the United Nations Educational, Scientific and Cultural Organization (T/962) dealing with the educational situation in New Guinea. He read out the paragraph on compulsory education, in which UNESCO first recalled that the United Nations Visiting Mission to Trust Territories in the Pacific had not considered it possible for the time being to make education compulsory throughout the country, and then suggested the preparation, even now, of a plan for universal compulsory education with practical measures for its implementation. He would like to know the special representative's opinion on those comments.

62. Mr. HALLIGAN (Special representative for New Guinea) reserved the right to comment later on the UNESCO recommendation. He noted that education had previously been compulsory in New Guinea but that it had proved impossible to enforce the legislative provisions on the subject. He did not know whether the proposed Education Ordinance provided for compulsory education. In any case, the observations of the Trusteeship Council and UNESCO had undoubtedly been taken into consideration in the preparation of the draft ordinance.

63. Mr. QUIROS (El Salvador) said that in his delegation's opinion broadcasting was one of the most effective means of raising the cultural level of the peoples of Trust Territories. It therefore noted with satisfaction that in most Trust Territories the Administering Authorities were organizing radio programmes for the indigenous inhabitants. However, if the greatest possible number of inhabitants were to benefit from the programmes designed for them, they must be provided with radio receivers at a price within their means. At the present moment, the Government of New Zealand was importing into Western Samoa a number of such radios for the indigenous inhabitants, and he wondered whether the Australian Government had already taken the necessary steps in that direction.

64. Mr. HALLIGAN (Special representative for New Guinea) said that the Port Moresby station was putting out a daily programme for the indigenous inhabitants and that a number of radio receivers were already available to the indigenous inhabitants of that area. The Administration realized the important part played by the radio in education and the sum of £10,000 had been set aside in the budget for the current year for the purchase of radio receivers, the order for which had already been placed. A number of the radios would be distributed to the schools and the social centres, but most of them were meant for the inhabitants, who would be able to buy them at almost cost price, for about £22.

65. In reply to Mr. LAKING (New Zealand), Mr. HALLIGAN (Special representative for New Guinea) said that apart from the inspection to which the mis-

sion schools were subject, there was a close relationship between the heads of the missions and the teachers in charge of the mission schools, on the one hand, and the Department of Education, on the other.

66. In connexion with the criteria for calculating the subsidies which the Administration granted to mission schools, he explained that the mission schools which employed trained European staffs were divided into four categories, and the annual subsidy was calculated on a system of units in which each unit represented a group of fifty pupils in regular attendance at the school. Thus, the annual subsidy per unit was £10 for village schools, £20 for non-boarding intermediate schools, £50 to £60 for intermediate schools with boarding facilities — varying according to the sum available after other categories had been met—and £100 for higher training institutions. He also said that the mission schools received a subsidy of up to £500 for an educational liaison officer, the amount being slightly less if a woman was appointed.

67. In reply to a further question from Mr. LAKING (New Zealand), Mr. HALLIGAN (Special representative for New Guinea) explained that there was no ordinance or regulation governing relations between the Administration and the missions in the field of education, and that the consultations to which he had just referred were quite unofficial. It was simply an administrative practice arising from a decision taken in that connexion by the Department of Education.

68. Mr. LAKING (New Zealand) said that he would like some further details on the technical training centres for indigenous inhabitants referred to on page 72 of the report.

69. Mr. HALLIGAN (Special representative for New Guinea) said that the indigenous inhabitants attending the training centres received instruction in carpentry, mechanical and electrical engineering and the general skills required by local industry, which was chiefly concerned with furniture-making, basket-making, pottery work and so on.

70. In reply to Mr. SALAZAR (Dominican Republic) who asked how the Administering Authority sought to prevent the indigenous inhabitants who had had some education from lapsing again into illiteracy, Mr. HALLIGAN (Special representative for New Guinea) drew the attention of the Council to the social centres referred to on page 75 of the report, which by giving opportunities for social life helped to raise the cultural level of the young people and also to enable adults not to lose the benefit of any education they might have received. He recalled that the centres had radio receivers, which made it possible for the indigenous inhabitants to take advantage of the special broadcasts organized for them by the Departments of Education, Public Health and Agriculture.

71. In reply to a further question from Mr. SALAZAR (Dominican Republic), Mr. HALLIGAN (Special representative for New Guinea) said that such newspapers and periodicals as existed in the Territory were available to the inhabitants who attended the social centres. In addition to news, the papers contained articles specially prepared by officials of the Department of Education and thus played an important

part in the campaign against illiteracy. There were also a number of newspapers designed for adults who had already had some education and who could, through reading, acquire further knowledge. It should be noted that most of the social centres were close to the schools and that the school teachers were responsible for seeing that the best possible use was made of the facilities available.

72. In reply to a final question from Mr. SALAZAR (Dominican Republic), Mr. HALLIGAN (Special representative for New Guinea) explained that the Female Education Division referred to on page 75 of the report was responsible for raising the cultural level of women and helping them to fulfil their social function. He would try to obtain information on the Division's programmes of work and send it to the Council.

Mr. Halligan, special representative of the Administering Authority for the Trust Territory of New Guinea, withdrew.

73. The PRESIDENT called upon the members of the Council to open the general debate on the annual report on the administration of the Trust Territory of New Guinea.

74. Mr. RYCKMANS (Belgium) said that in passing judgment on the results obtained in New Guinea, it should not be forgotten that it was a Territory of very special characteristics where natural obstacles of every kind made the Administration's task particularly difficult.

75. In the political field, the Belgian delegation would be glad of an assurance that the *luluais*, who were appointed by the Government and were responsible to it for the administration of the villages, were in fact recognized by the population. There could be no doubt that an authority imposed from above by the Administering Authority and not recognized by the indigenous population would have little chance of successfully assuming responsibility for the relations between the Administration and the population. In another connexion, he was surprised that although the Administering Authority was maintaining indigenous customs and traditions it had not recognized the indigenous courts, which were not even mentioned in the legislation of the Territory, as was stated on page 16 of the report. The Native affairs courts were in fact European courts, and he stressed the disadvantage of a system in which European courts dealt with cases which should be settled according to customary law. Such a system made legal disputes inevitable and also allowed the indigenous courts to carry on their activities without any supervision. The Administering Authority should therefore be invited to recognize the indigenous courts but at the same time to ensure that customs prejudicial to the public interest were abandoned and that the judges were not led astray by attempted bribery.

76. In the economic sphere, the Belgian delegation had noted with satisfaction the increase in copra exports and the growing part which the indigenous inhabitants were taking in copra production. It hoped that the Administering Authority would try to develop cocoa-growing, which lent itself particularly to indigenous agriculture. With regard to gold, he thought

that although it was desirable to ensure that an adequate part of the profits of the gold industry would find its way into the budget of the Territory, the present position in that industry might perhaps prevent the Administering Authority from raising royalties and other taxes. In order to arrive at any decision in that respect, the Council would need more detailed information on gold production.

77. In the social field, he had noted with satisfaction the considerable increase in the number of cases treated in hospitals and the progress that had been made in regard to the training of medical assistants. However, medical assistance was still inadequate and it was particularly regrettable that the number of European doctors and medical assistants should have decreased. It was to be hoped that the Administering Authority would take steps to raise the strength to the figure previously established.

78. In the educational sphere, he regretted that figures for the expenditure on the building of new schools should have been given in the chapter on public works, and thought that it would be preferable if, for purposes of comparison with previous years, all expenditure in connexion with education were to be given under a single heading. With regard to the training of teaching staff, he repeated that, in view of the shortage of teachers, the Administering Authority ought to give more assistance to the teacher-training schools directed by the religious missions, which had quite large staffs on the spot.

79. In conclusion, he stressed the generosity of the Australian Government towards the Trust Territory. During the previous financial year, the Territory had received a total subsidy of £2,356,000. That large sacrifice showed that the Australian Government was making every effort to carry out its obligations towards the Trust Territory.

The meeting was suspended at 4.5 p.m. and was resumed at 4.30 p.m.

80. Mr. MUNRO (New Zealand) thought that the Administering Authority should be congratulated on the energy it had shown during the period under review, and that a special tribute should be paid to the patrol groups which had successfully pursued the policy of peaceful penetration. In view of the difficulty of the task, it would not be surprising if it should not prove possible to bring the whole Territory under the control of the Administration by 1954, despite the hopes of the Administering Authority.

81. With regard to political advancement, the New Zealand delegation was glad to note the establishment of the Legislative Council and of the Native village councils as well as the plans to establish district advisory councils. It noted with satisfaction that those councils received funds from taxes levied on the population and that their members were elected. He fully realized that at the present backward stage of the indigenous population's development it would be impossible to establish district advisory councils for some time. Note should also be taken of the progress made in the readjustment of the salary scales and allowances paid to employees of the public services.

82. Turning to the economic situation, he called the Council's attention to the development of the copra

output and the particularly encouraging results of the long-term contract with the United Kingdom Ministry of Food. The research undertaken by the Department of Agriculture, Stock and Fisheries also gave rise to great hope, and the Administering Authority should be asked to give careful consideration to the possibility of developing the cultivation of rice and other essential foodstuffs which lent themselves to co-operative enterprise and for which the indigenous population showed a certain amount of enthusiasm. It was also to be hoped that the Administering Authority would continue to encourage the establishment of co-operative societies, and it might even consider the possibility of opening training schools in co-operative methods and practices for the indigenous inhabitants. His delegation was particularly interested in the work of the Native Land Commission, as well as in the introduction of European breeding cattle into the Territory. While appreciating the silvicultural work which was being done, his delegation would welcome a fuller statement on forest conservation policy in future reports; it was to be hoped that greater progress would be made in road construction in the course of future years. Referring to the gold royalties, he thought that the Administering Authority's decision was fully justified in view of the difficult situation of the gold industry and the fact that the study of the fiscal policy of the Territory had not yet been completed.

83. In the social field, he noted with satisfaction the progress made in public health and especially in the anti-tuberculosis campaign. Further efforts were needed in connexion with the training of indigenous medical personnel and the establishment of a mother and child health programme.

84. In conclusion, he said that he fully appreciated the difficulties with which the Administering Authority was faced in the realm of education.

85. Mr. PIGNON (France) thought that it would be not only unjust but basically erroneous to apply, in the examination of the situation in New Guinea, the principles and scale of values applicable when dealing with other Territories. His delegation was therefore neither surprised nor indignant at the cautious slowness with which the Administering Authority was pursuing its task. That task had, however, been facilitated by the progress made in ethnography and the development of modern means of contact. Furthermore, the Administering Authority could profit by the experience gained in other parts of the world by the Powers engaged in the task of civilizing others. As the indigenous population appeared to have no objection to assimilating the principles of civilization, it would doubtless be possible to allow them forthwith to play a greater part in the various phases of the Territory's life. At the present stage of the population's development there could be no question of universal suffrage; the indigenous population should merely be given an opportunity to take part in public affairs by encouraging the creation of co-operatives, which had apparently been well received in the Territory. It was to be hoped that full use would be made of co-operatives in the cultivation of rice, which required a collective effort at least in the preparation of irrigated rice fields.

86. He was not sure whether establishment of purely indigenous district advisory councils was a good idea,

because it would deprive the indigenous members of the educational influence of contact with the European members and would restrict the opportunities now available to them. Members for such councils should therefore be recruited among both the indigenous and European populations. He would not refer to the question of indigenous courts, which the Belgian representative had so admirably dealt with.

87. In conclusion, he said that due credit should be given to the reforms introduced in 1951, which had opened up wide possibilities from which the Administering Authority would be able to draw valuable guidance for the future.

88. M. C. DILOKRIT KRIDAKON (Thailand) said that progress had obviously been made in the administration of the Territory. For the first time the Trusteeship Council could form an idea, if still somewhat vague, of the future framework of the government of the Territory. A joint Legislative Council, which included three indigenous members, had been created, and the only thing his delegation regretted in that connexion was that a separate legislative council had not been set up for New Guinea. The Administering Authority had, however, wisely refrained from requiring too high a standard for the indigenous members of the Council; as the special representative had pointed out, there were in New Guinea, besides the two indigenous members representing the Territory, a number of indigenous inhabitants with a similar degree of education, and he urged the Administering Authority to consider the possibility of appointing them to the Council, in view of the training they would acquire by taking part in the Council's work.

89. At the local level, four village councils had already been set up. As there were to be more such bodies, the Administering Authority should provide training for indigenous officials and should offer adequate salaries in order to attract suitable persons. It was to be hoped that district and regional councils would be set up as soon as possible, as proposed by the Administering Authority, but it was doubtful whether it would be either useful or wise to establish non-indigenous municipal and district councils, for it might be difficult to dissolve them without ill feeling when the proposed indigenous councils were established.

90. In connexion with economic advancement, he said that the Administering Authority should draw up long-term development projects, as the Territory's potential resources were not yet being fully exploited. The Administering Authority should, however, be complimented on the definite projects at present under consideration and on its support of local indigenous initiative. It might be well to appoint officials who could devote their attention exclusively to fostering such efforts, as had been done in Tanganyika.

91. Expenditure on social advancement continued to increase, but there was still much to be done if educational conditions were to be improved; it was to be hoped that the Administering Authority would do its utmost to open new primary schools and to introduce as soon as possible a system of secondary education supplemented by scholarships for study abroad.

92. Mr. S. S. LIU (China) said that in the field of political progress the establishment of a Legislative

Council for Papua and New Guinea was an important step forward. In spite of the Trusteeship Council's repeated recommendations, however, the Administering Authority had failed to set up a separate legislature in the Territory and the joint Council still had only three indigenous members, two of whom were for the Territory, as laid down in the Papua and New Guinea Act, 1949. As it was possible to find in the Territory a number of indigenous inhabitants with sufficient education to enable them to take part in the work of the legislative bodies, the Trusteeship Council should again repeat its recommendations.

93. The Territory's non-indigenous population was represented exclusively by Europeans in spite of the fact that the number of Asians was more than one-third of the European population. As the Territory's population had been classified as indigenous and non-indigenous inhabitants for election purposes, although the ratio of Europeans to indigenous inhabitants was about 1 to 126, it seemed only fair in turn to subdivide the non-indigenous population, so that the Asian element could be represented directly in the Legislative Council. The Trusteeship Council should make a recommendation along those lines and should also request the Administering Authority to include some Asians among the non-official members to be nominated by it under article 36, paragraph 1(f), of the Papua and New Guinea Act. He reserved the right to take up the petition from the New Guinea Chinese Union (T/Pet.8/4 and Add. 1 and 2) again when the report of the Standing Committee on Petitions came up for consideration.

94. Although the Administering Authority had assured the Visiting Mission that indigenous inhabitants having the necessary qualifications would be employed in the Administration, it would appear from available information that none of the higher administrative posts had so far gone to the indigenous inhabitants, a fact which called attention to the population's need for increased technical training and general education.

95. In connexion with economic development, he was pleased to note an increase in credits. The progress made in the cultivation of rice was also particularly encouraging. It was, however, regrettable that the Administering Authority had disregarded the Trusteeship Council's recommendations calling for an increase in gold royalties and the Administering Authority should be asked for fuller information on that subject. The future development of fisheries was also important.

96. In the field of social development, he was happy to learn that there had been fewer cases of corporal punishment. The Trusteeship Council might, however, repeat its recommendation to the effect that corporal punishment should be abolished in the Trust Territory (T/1856, p. 258). Satisfactory progress had been made in public health, but it might be well to stress the need for permanent and continuing improvement.

97. Progress in education could be seen from the opening of fifteen new government schools, ninety-seven mission schools and the erection of eight school buildings. In spite of the special representative's budgetary explanations, it would appear that the credits set aside for education during the period covered by the report under consideration were about £4,000 less

than those allotted for the previous year. That was all the more regrettable since the Territory's needs for education were great. It was to be hoped that the Administering Authority would endeavour to increase teacher-training facilities, in view of the present shortage of teachers. Although there could be no question of compulsory education at present, the Administering Authority should draft preliminary plans for its introduction. He had already referred to the difference in the salaries paid to European and indigenous teachers; the Administering Authority might be asked for information on the salaries paid to teachers of Asian origin or of mixed blood, so that a comparison could be made with those paid to European teachers.

98. In conclusion, he said the Administering Authority should comply more strictly with the recommendation adopted by the Trusteeship Council at its eighth session concerning the grant of scholarships for study outside the Territory (A/1859, p. 259). Apart from the four students studying at the Central Medical School at Suva, no other indigenous inhabitants held scholarships to study abroad.

99. Mr. SAYRE (United States of America) felt sure that the Council now had a somewhat clearer understanding of the present situation in the Territory. A full and frank understanding of conditions and problems in the Territory was essential if the Council was effectively to fulfil its important task.

100. In the field of political advancement, he had no doubt that the inauguration of the new Legislative Council might have far-reaching effects upon the political future of the Trust Territory. It was, of course, too early to evaluate the merits of that body, but he hoped that the Administering Authority would include full information on its functioning and activities in future reports. He had noted the statement made by the Administrator of the Commonwealth at the opening ceremony of the Legislative Council, quoted by the special representative at the 394th meeting, to the effect that the indigenous population was encouraged by the terms of the Trusteeship Agreement and by the Charter to look for a progressively increasing share in the conduct of the affairs of the Territory. He was sure that the realization of the great promise thus set before the indigenous population would be brought steadily closer by the continuing and increasing efforts of the Administration. In that same statement he had also noted that the Administrator had pointed out that the attainment of the ultimate goals for the Territory would depend upon the way in which the indigenous population and the immigrant population could find a balance between their interests. That balance was undoubtedly of fundamental importance, and he was sure that the Administration would exert all its efforts, particularly through the official majority in the Legislative Council, to attain a balance which would truly promote the political, economic, social and educational advancement of the indigenous inhabitants of the Trust Territory and their progressive development towards self-government.

101. The indigenous village councils seemed promising. In view of their importance to the political training of the indigenous population, the United States delegation earnestly hoped that the Administering

Authority would press forward with the establishment of new councils, since such councils were at present the only means of paving the way for the introduction of democratic self-government.

102. He had noted with interest the brief reference made in the report to the survey of the physical resources of the Territory. Such surveys were of value in the preparation of over-all development plans in areas where potentialities were great but where difficulties were numerous and the resources immediately available were limited. His delegation would like to have fuller information on the subject in the next report.

103. As regards the problem of the Territory's fiscal system, he hoped that the question of the amount of royalties payable by the gold mines would be given further consideration in the light of the Territory's present and growing needs, the gradual exhaustion of the Territory's mineral resources and the practices prevailing in other dependent territories in regard to the extraction of non-replaceable resources.

104. Indigenous economic enterprises were of great importance and he urged the Administering Authority to evolve a firm policy in the matter and to apply it with enthusiasm. The rice-growing scheme was an excellent example of the type of project which was useful to the Territory and the Administering Authority was to be commended for its development.

105. With respect to social advancement, his delegation considered that problems of public health were of paramount importance at the present stage. The anti-tuberculosis inoculation campaign would probably give good results and might mark an important advance in the entire South Pacific area. The establishment of first-aid posts in villages might also furnish the means of making the basic elements of modern medical and sanitary practice available to a large and scattered primitive population. The shortage of medical personnel appeared to be the main difficulty. The United States delegation was concerned over the drop in the number of medical officers and medical assistants in the Territory and hoped that the Administering Authority would undertake a thorough study of the problem with special attention to the reasons for resignations from the medical services.

106. An important problem was that of protecting the health of workers migrating from the Central Highlands to the Lowlands. He urged that the Administering Authority should make every effort to ensure that the long-term interests of the indigenous population were not sacrificed to more immediate economic requirements.

107. Speaking of educational advancement, he said that his delegation was impressed by the substantial difficulties confronting the Administering Authority. According to the figures given in the report, there were apparently between 100,000 and 150,000 children of school age who were not receiving any schooling. In order to rectify that situation, funds must first be provided for new schools and sufficient teachers and school books made available. It would later be necessary to set up secondary schools. While his delegation was aware of the primitive nature of many groups of the Territory's population, it was convinced that educa-

tion was one of the most important methods of securing the progressive advancement of primitive societies. It would be glad if a detailed description could be given in future reports of the organization and functioning of mission schools, facilities for adult education, manual and vocational training, broadcasting, visual education and, in particular, the functioning of women's centres in view of the indirect but important influence exercised by the education of those destined to be the mothers of the future generation.

108. In conclusion, he wished to point out the importance of section K of the annual reports. He hoped that in future reports full and adequate details might be given in that section.

109. Mr. MATHIESON (United Kingdom) pointed out that the Territory with which the Administering Authority had to deal was far more backward than any other Trust Territory. The report contained extremely interesting information on the activities of exploration parties. The peoples of New Guinea had been bewildered by the events which had happened around them during the war; after the war, it had been necessary not only to reconstruct the physical assets of the Territory but also to restore the Administration and confidence in the Administration.

110. As regards political advancement, the most important event was of course the constitution of the Legislative Council. It was still too early to evaluate the Council and it would be unwise to attempt to modify it at too early a stage, since it was the outcome of a conscientious study on the part of the Administering Authority. When, however, improvement became possible, it should be in the direction of increasing indigenous participation. In the meanwhile, it was necessary to retain the principle of the official majority by means of which the Administering Authority could maintain the balance to which the United States representative had referred. While recognizing the importance of the idea on which the Chinese representative's proposal was based, he nevertheless thought that the subdivision of the electorate was a retrogressive step, since the ultimate objective was, on the contrary, the institution of a single electorate. Non-indigenous district and town councils might be useful to the Administration, but should not be given too definite a status until a more effective form of local government had been evolved. The Administering Authority was to be congratulated on the full and interesting information given in its report on the Paliau incident.

111. Where economic advancement was concerned, his delegation was surprised by the Administering Authority's statement that its policy was to encourage private enterprise and restrict government action in

the development of the Territory to public works and the provision of technical and administrative services. The Administering Authority appeared to be divesting itself of direct responsibility for the development of the resources of the Territory, whereas in a territory such as New Guinea, where basic services were only slightly developed, a major part of that responsibility should be borne by the government.

112. The Council would be most interested in the results of the survey of the Territory's physical resources, which were essential to the Administration in its preparation of rational plans of development.

113. As regards fiscal matters, the Administering Authority should refrain from recommending any radical changes in the taxation system before the results of the fiscal survey were available. It would, however, be desirable to speed up the conclusion of that survey, which had been in progress for some time. It would effect the decisions to be taken in regard to the royalties imposed on gold production; in that connexion he would suggest the application of a sliding scale which, in the interest of the Territory, would be geared to profitability.

114. While recognizing the difficulty and expense of road construction in New Guinea, he thought that the Administering Authority should take more energetic action in the matter, having regard to the fact that the development of communications was fundamental to the development of the Territory.

115. The Administration had been extremely active in agriculture and was to be commended for the experiments it had carried out on the introduction of new crops and the improvement of existing varieties. Coffee, cocoa and rice could undoubtedly be effectively developed through indigenous agriculture.

116. In the field of public health, attention should be drawn to the useful results of the experiments in the application of preventive medicine in community development.

117. He shared the views of the Belgian representative on the subject of education and considered that all the existing facilities should be used and expanded, the primary need being to teach as many people as possible.

118. As regards the Territory's deficit, one of the objectives of the fiscal survey should be to establish a system of taxation which would make the Territory self-supporting; it would in fact be a disservice to the Territory to permit it to rely on the Australian Government's generosity in making good an annual deficit which exceeded the total revenue of the Territory.

The meeting rose at 6 p.m.