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Sir,

.....

I have the honour to transmit to you herewith, in accordance with Trusteeship Council resolution 1923 (S-VIII) of 17 October 1958 and with rule 99 of the rules of procedure of the Trusteeship Council, the report of the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959, on New Guinea.

I am glad to inform you that this report is subscribed to unanimously by all four members of the Visiting Mission.

I should be grateful if you would allow an interval of two weeks to elapse between the transmission of this report to the members of the Trusteeship Council and its general distribution.

Accept, Sir, the assurances of my highest consideration.

*for Rep. L.  
Action taken (T/dec.)  
JP*

His Excellency  
Mr. Dag Hammarskjöld  
Secretary-General  
United Nations  
New York, N.Y.

*Chiping H. C. Kiang*

Chiping H. C. Kiang  
Chairman,  
United Nations Visiting Mission to  
the Trust Territories of Nauru, New  
Guinea and the Pacific Islands, 1959.

UNITED NATIONS VISITING MISSION TO THE  
TRUST TERRITORIES OF NAURU, NEW GUINEA AND THE  
PACIFIC ISLANDS, 1959

REPORT ON THE TRUST TERRITORY OF NEW GUINEA

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## INTRODUCTION

### Terms of reference

1. The decision to dispatch a visiting mission to the three Trust Territories of Nauru, New Guinea and the Pacific Islands in 1959 was made by the Trusteeship Council at its 933rd meeting on 29 July 1958, during its twenty-second session.
2. The composition of the Mission, approved by the Council at its 938th meeting on 17 October 1958, during its eighth special session, was as follows:

Mr. Chiping H.C. Kiang (China), Chairman;  
Mr. Alfred Claeys Botuwaert (Belgium);  
U Tin Maung (Burma);  
Mr. Sergio Kociencich (Italy).

3. At the 939th meeting on 17 October 1959, during its eighth special session, the Council adopted resolution 1923 (S-VIII) setting forth the terms of reference of the Mission. By that resolution, having decided that the Mission should depart in February 1959, that it should visit the Trust Territories of the Pacific Islands, Nauru and New Guinea in that order and that the duration of its visit should be approximately three months, the Council directed the Mission:

(a) To investigate and report as fully as possible on the steps taken in the above-mentioned Trust Territories towards the realization of the objectives set forth in Article 76 b of the Charter of the United Nations, taking into account the terms of General Assembly resolution 321 (IV) of 15 November 1949 and other relevant Assembly resolutions;

(b) To give attention, as may be appropriate in the light of discussions in the Trusteeship Council and the General Assembly and of resolutions adopted by them, to issues raised in connexion with the annual reports on the administration of the Trust Territories concerned, in petitions received by the Council



relating to the Territories, in the reports of the previous periodic visiting missions to the Territories and in the observations of the Administering Authorities on those reports;

(c) To receive petitions, without prejudice to its acting in accordance with the rules of procedure of the Council and to investigate on the spot, after consultation with the local representative of the Administering Authority concerned, such of the petitions received as, in its opinion, warrant special investigation;

(d) To submit to the Council as soon as practicable a report on each of the Territories visited containing its findings with such observations, conclusions and recommendations as it may wish to make.

#### Itinerary

4. The Mission set out from New York on 4 February 1959, It visited first the Trust Territories of the Pacific Islands and Nauru. It arrived at Momote in New Guinea on 16 March, accompanied by a secretariat of three persons, Mr. W. F. Cottrell (Principal Secretary) Mr. J. L. Lewis (Assistant Secretary) and Mr. A. Katz (Administrative Officer). During its tour of New Guinea, the Mission visited all districts except Madang and Bougainville. The period from 16 to 18 March was spent in the Manus District, and 19 and 20 March in the New Ireland District, two Districts not visited by the previous Mission. The New Britain District was visited from 21 to 27 March, and the Morobe District from 28 to 31 March. On 1 April the Mission arrived in the Sepik District and spent six days there. During the period from 7 to 9 April the Western Highlands District was visited. The Mission completed its tour of the Territory on 13 April in the Eastern Highlands District. On 14 April it visited Port Moresby where it held a meeting with the Administrator and departmental heads. It departed for Australia on 15 April, where it visited Sydney

and Canberra between 16 and 21 April and held meetings with Mr. R.G. Casey, Minister of State for External Affairs and Mr. P. Hasluck, Minister of State for Territories, and senior officials of their Departments. On 21 April, the Mission departed from Sydney and returned to United Nations Headquarters on 25 April 1959. The present report was adopted on 5 June 1959.

5. During its visit to New Guinea the Mission was accompanied by Mr. W.R. Dishon, Chief of Division of Native Welfare and Development, Mr. P.C.L. Curtis of the Commonwealth Department of External Affairs, and by various officers of the Administration in each of the districts. It regrets that space does not allow it to thank individually all those responsible for the warm welcome and the cordial co-operation which it received from all sections of the population, public authorities and private persons alike, with whom it came in contact. The Mission wishes, however, to express its particular gratitude to the Administrator, Mr. D.M. Cleland, and the District Commissioners of the Territory for the great assistance they rendered by the extensive preparations they made for its visit, the facilities they placed at its disposal, and the information they provided.



## CHAPTER I

### GENERAL

#### General considerations

6. In order to contribute towards a better appreciation of the specific conditions and problems which the Mission observed and considered during its visit, the following brief description of the Territory and its people may prove helpful.

7. The Trust Territory has a total area of 93,000 square miles and consists of the northeastern part of the island of New Guinea, the main islands of Manus, New Ireland, New Britain and their surrounding islands in the Bismark Archipelago, and Bougainville and Buka in the Solomon Islands. It lies wholly within the tropics, with heavy rainfall and a hot, humid climate in most areas. The Territory's most prominent features are its rugged mountain ranges, covered, except at the highest altitudes, with dense forests, its grasslands in river valleys and in the highlands, and its swamps and marshes along the low-lying coastal areas. These features make the construction and maintenance of roads in most places extremely difficult and costly, and thus preclude any rapid development of the Territory's economic potential.

8. At present, the population consists of approximately 1,326,000 indigenous inhabitants, 11,000 Europeans and almost 4,000 Asians and people of mixed race. The great majority of the indigenous population, more than a million, live on the main island of New Guinea and more than half of these live in the two Highland Districts. ~~For the Most~~ <sup>of</sup> the non-indigenous population live in the towns, engaged in commercial and administrative activities, while the remainder are planters, missionaries and traders in the rural areas.

9. At the outset of its report, the previous Visiting Mission drew attention to two factors which it believed should always be kept in mind when attempting to consider any of the problems of development in the Territory. These were

the human and geographical factors which, in many cases, form serious obstacles to any kind of development. The present Mission feels that it must reiterate these remarks, for in the course of its visit to the Territory it was constantly confronted with problems which derived from the influences of these two factors.

10. No one who has met the people of the Territory can fail to note their desire to take their place in the world as members of a viable organized community. But the vast majority find themselves split up into many small groups, <sup>with</sup> ~~having~~ very little contact with <sup>each other or with</sup> ~~the outside world or with other groups~~, and with a range of interests ~~that is~~ narrowly circumscribed by their environment. Their economy is a simple subsistence one and their political and social relationships are based upon the family unit.

11. For many centuries, they have lived their lives in this way; their customs, beliefs and values have remained fixed and have continued to have a validity and certainty, around which they have built up their social stability. During the last 80 years, more and more of these people have progressively come into contact with the modern world. They have been confronted by modes of behaviour, practices, beliefs and values which have cut sharply across their own. Furthermore, the obvious material superiority of this alien culture has profoundly affected their belief in the validity of their own cultures.

12. The Charter of the United Nations enjoins both the Trusteeship Council and the Administering Authority to promote the political, economic, social and educational advancement of these people. Under the Trusteeship System, the Administering Authority is expected to provide finance, skilled personnel, wise counsel and sympathetic administration to assist in the realization of these objectives. The Trusteeship Council, for its part, is expected to exercise a supervisory role through its consideration of the annual reports of the



Administering Authority; its examination of petitions and of the reports of its Visiting Missions to the Territories. But in the course of this process, it is all too easy to ignore, or to underestimate, the enormous problems of social and individual adjustment and adaptation which cultural changes have brought to the indigenous people.

#### Cargo cult

13. The impact of alien cultures on one another has occurred throughout history and the results have taken different forms in different parts of the world.

In New Guinea, the results appear to have given rise to confusion and a sense of frustration in the peoples' minds, which has manifested itself in the practice of what is known as 'cargo cult'. In brief, the activity is so-called because the central idea consists of the belief in the imminent arrival of large stores of trade goods and food on ships sent by the spirits of ancestors. At many of its meetings with the people throughout the Territory, the Mission noted incipient signs of this state of mind, in such places for example as Baluan, West Nakanai and Lumi. In each district which it visited, the Mission asked the respective District Commissioner whether there had recently occurred any cargo cult activities.

14. From the answers it received, the Mission gathered that while the state of mind seemed to be endemic throughout the Territory, the only recent practice of cargo cult had occurred in the Sepik district. In 1958, at Ilahita near Maprik, a cult broke out. It was prophesized that material wealth, or cargo, would be forthcoming from the cemeteries. There were no anti-European or anti-Administration attitudes. It was investigated and found to be non-violent. The cult later broke out in the Chambri Lakes area, where it involved a return to former beliefs and customs. ~~This~~<sup>is</sup> was noteworthy because the area had been under

administrative control for a long time. It manifested itself in a retrogression with regard to established law and order. Villages reverted in a completely backward trend to the customs of their ancestors. The people did not want to line for census, ignored officials and reverted to the use of their stone axes in place of the implements of a more modern nature which were to hand. They also reverted to their old types of ceremonies, such as dances and rites, which the religious missions have frowned on. Also in 1958, at Wosera, a manifestation occurred involving a promise of material wealth from their ancestors. This movement definitely had anti-Administration feelings and officials and police were spoken of with contempt and were insulted.

15. The Mission was informed that the link between the expectation of goods by the people and their anti-Administration feeling, is that the leaders, or prophets of the cult, feel that they should have the same things which the Europeans have. The teaching and activities of the religious missions do not seem to have had much success in curbing these cults; since, at Samap, articles were stolen from the church and were said to have come out of the ground. Naturally, some of the leaders exploit these activities for their own benefit, but if they were put in gaol they could then say that the Administration had stopped them from producing the wealth which had been promised. These leaders have great influence among the people, who are readily receptive to promises of material goods. For instance, a definite place and date are sometimes given when the people can expect the arrival of the goods or wealth and they flock to the place of the manifestation and neglect their cultivations. In anticipation of the arrival of the time of plenty, they also eat up all their foodstuffs with the result that there is famine in the land. Usually, the largest number of people participating in these practices is between five to seven thousand.



Although the people grow disappointed at the non-appearance of the promised wealth, there is always a new prophet who can arise and convince them to expect something else.

16. Efforts have been made by the Administration to combat these manifestations by interesting the people in cash crops of coconuts, coffee, peanuts and rice. It has also recently had a psychological study made, the results of which are contained in a report commonly known by the name of its author, Dr. Alexander Sinclair, M.D.<sup>1/</sup> The purpose of this survey was to make a three months' field and clinical study of mental health and to present a report on (a) the mental disease pattern of Papua and New Guinea; (b) the effect of culture contact in this pattern; (c) plans to improve the mental well-being of all the (native) inhabitants of the Territory; and (d) an organization necessary to promote mental health.

17. In various parts of the Territory, the Mission heard expressions of anti-Administration sentiment. This included complaints that the Administration had failed to help the people and requests for America, England or some other country to come and look after them. These were voiced in various ways by different individuals, but in spite of the different figures of speech, it was apparent they were trying to express a common attitude. The Mission feels that one leader's comments on the speakers who preceded him at Baluan gave an excellent example of their state of mind. He noted that what the Mission had just heard was felt by everyone. Men and women did not feel life was satisfying. When Europeans arrived, the people began to think; they realized their way of life

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<sup>1/</sup> Field and clinical survey report of the mental health of the indigenes of the Territory of Papua and New Guinea, 1957.

was not as good as that of Europeans and they wanted to adopt the latter. The people of Papua and New Guinea now have two lines of thought -- the old way and the European way. They think the European way - its food, way of living, and material things - is the better way and they do not understand why Europeans have not helped them to achieve this standard of living. They are confused and do not know how to do so themselves. The speaker believed that all the people of Papua and New Guinea were annoyed concerning this failure on the part of the Administration. Some of the points the people had brought up, he noted, were not good and reflected their inability to grapple with the problem; any illogical points were due to their inability to think clearly. The two ways of life were confusing them. They desired the European way, and wanted the United Nations to give consideration to this problem and see if it could help them. The Mission believes that the confusion and frustration voiced by speakers point to a need for closer contact with the people and a more sympathetic comprehension of how their minds work. An essential requirement in this respect appears to be a knowledge of the local language; Melanesian pidgin is a very imperfect substitute. It is however, appreciated that, due to the multiplicity of languages in the Territory and the short duration of many officials in any one district knowledge of a local language is difficult to acquire. However, there is ~~so~~ much to be <sup>by this acquirement</sup> gained, as witnessed by the many missionaries who have <sup>it</sup> ~~this acquirement~~, and The Mission notes <sup>in this connexion</sup> that as one outcome of the unfortunate incident of Navuneram, consideration is now being given by the Administering Authority to facilitate the learning of local languages by Administration officials.

#### Multiplicity of religious missions

18. Another factor, which the Mission felt, may contribute to the mental confusion is the multiplicity of religious missions in the Territory. During its visit, the Mission was told that in one district, there were ten and in



another, eight different missions. The Mission raised this question both with regard to numbers and to spheres of influence with the Administrator at Port Moresby, who stated that to a certain extent the ~~missions~~<sup>people</sup> became confused but the Administration had no power to place missions in specific areas. If a mission wished to commence operations, it consulted the Department of Native Affairs for advice as to the best area. He said, however, that the multiplicity of religious missions had not created any real administrative problems.

19. The Mission appreciates the delicate position in which the Administering Authority is placed with regard to this question. Under the terms of the Trusteeship Agreement, the Administering Authority undertakes to guarantee to the inhabitants of the Territory, inter alia, free of conscience and worship and freedom of religious teaching. The Mission thus finds a certain diffidence in expressing any comments. It does, however, feel bound to draw attention to a situation which may have in it the seeds of future discord and dissension and where old tribal feuds may well be turned into new molds. It would also like to point out that the guarantee referred to above is subject to the requirements of public order.

#### Relations between indigenous and non-indigenous inhabitants

20. In meetings with the Mission, some indigenous people expressed concern over the presence and prosperity of non-indigenous communities in certain areas of the Territory. On the other hand, the Mission heard statements from other indigenous people to the effect that their relations with the non-indigenous communities were harmonious. For its part, the Mission <sup>Saw no</sup> ~~was unable to secure~~ ~~any evidence~~ ~~showing the existence of~~ ~~disparity~~ ~~among the various communities.~~ It is evident that the contribution of the non-indigenous communities is undoubtedly important to the economic and social development of the Territory. For the better social relations of the <sup>population</sup> ~~community~~ as a whole, the various sections of non-indigenous people who have made their home in the Territory should, in the opinion of the Mission, consider the interests of New Guinea as paramount.

Extension of administrative control

21. The 93,000 square miles of the Territory are classified variously as areas under Administration control, influence, and partial influence, or penetrated by patrols. These categories describe the type of contact or administrative relations that are maintained with the indigenous people. Administration officers from various Departments visit the people in areas under control as often as possible and remain long enough to deal with any matters which might arise. Areas under influence or partial influence are visited by patrol officers as frequently as possible in a similar way in order to consolidate administrative influence and gradually to bring them under complete control. Areas penetrated by patrols are those in which the patrols are making preliminary contacts with the people and attempting to establish friendly relations in order to bring them under administrative influence. Certain areas, chiefly those not under administrative control, are restricted areas which only indigenous persons, officials or persons with a permit may enter. In 1958, restricted areas totalled 17,320 square miles.

22. It may be recalled that  
/ during past sessions the Trusteeship Council has expressed its approval of the Administering Authority's policy of peaceful penetration, whereby new areas were being contacted and brought under influence, and the areas under control were being extended. It has, of course, been concerned in seeing the whole of the Territory brought under administrative control as soon as possible. In 1956, the Administering Authority stated that a programme to do so by the end of 1959, had been approved, but by 1958, it informed the Trusteeship Council that it was doubtful that it would be possible to implement this programme. Apart from the nature of the task of peaceful penetration and the serious obstacles which the rugged terrain of the Territory present, there is a lack of staff and the



work of consolidation in areas under control is now requiring more experienced personnel than had previously been expected. Because of these circumstances and other contributing factors, such as the diversion of field staff to deal with the evacuation, temporary settlement and rehabilitation of 3,500 people following the volcanic eruption of Manam Island, the Administering Authority has announced definitely that it will not be able to implement its programme by 1960.

23. The Mission paid particular attention to the problem of extending and consolidating administrative control in the Territory, which, it soon perceived, involved a great deal more than the mere planting of the Australian flag in new areas and the establishment of law and order. The arrival of patrol officers is only the beginning of a complex series of developments. In numerous areas in the Sepik District and the Eastern and Western Highlands, for example, the districts which contain the major heavily populated areas recently brought under control or influence, and ~~now~~ most of the restricted areas, ~~will soon~~ there is now a rising clamour for more Native Affairs Officers, teachers, and medical staff. There are also appeals for ways of earning money, requests for agriculture officers and the introduction of cash crops. The people in these areas after having heard of local government councils, taxes and other developments, cannot help comparing their status with that of others and are making clamorous demands for them.

24. A different situation prevails in more sophisticated areas where administrative influence and control have long existed and where Christian missions have been established for about the same length of time. Here the activities of the Administration are more complex in every field and the people are advancing accordingly. In these areas people are much more advanced in all fields than those elsewhere in the Territory, particularly those in newly opened areas. But this very advancement makes greater demands on the Administra-

tion, for it introduces a whole new series of needs as well as demands.

It was precisely in these areas that the Mission heard the strongest expressions of dissatisfaction and criticism of the Administration. Paradoxically, those who had <sup>benefited</sup> ~~profited the~~ most from Administration activities seemed to be the unhappiest.

Other groups such as Highlanders and Kukukuku, much less fortunate in every respect, frequently expressed their satisfaction with the Administration.

~~activities~~ Relatively impecunious Highlanders, for example, stated <sup>that</sup> they wanted to pay taxes, but the advanced and well-to-do Navuneram people resisted a £2 tax, which a Commission of Inquiry stated they could easily afford to pay and that this amount, in fact, would appear trivial to them.

25. At Port Moresby, the Administrator, in response to the Mission's inquiries, stated that the extension of administrative control depended on the availability of finances and personnel. Experienced patrol officers were needed for the work of peaceful penetration, but the Administration could not weaken its position in areas under control in order to supply them. Although it was desirable to bring the rest of the Territory under control, this could obviously not take place at the expense of consolidation.

26. The Minister ~~of State~~ for Territories stated that in response to the wishes mainly of the Trusteeship Council, he had set target dates for bringing the whole of the Territory under control as quickly as possible, but he had informed the Administrator that if sound administration made it impossible to realize them, he would not criticize him. He agreed that the Administration should try to bring all areas under control as fast as possible if only to avoid sharp contrasts in the degree of advancement of the people generally.

27. He felt that the probability of unevenness of development eventually would present the Administration with one of its biggest problems, when an advanced



group would want to move towards a greater participation in their own government and towards self-government. This would result in a minority of advanced indigenous people exercising rule over a majority of backward inhabitants. In order to avoid this he thought that as the people were brought under control, special efforts should be made towards their advancement. Therefore, greater efforts were now being made in education in remote areas. The Administration was rejecting the idea of concentrating solely on established areas and was pushing ahead rapidly so that there would be a certain uniformity and no great contrast in the advancement of the people in one part of the Territory and those in another.

28. The Minister stated that as part of the overall problem, the training of patrol officers was engaging the attention of the Administration. It was now realized that the Native Affairs Department was engaged on about four different stages of work at one and the same time. The sort of expertness required of a patrol officer in a new area was different from that needed in an advanced one and the best methods of meeting the new situation were being examined.

29. The Mission agrees entirely with the Administering Authority concerning the need for experienced Native Affairs Officers for both peaceful penetration and consolidation of administration control. Experience in peaceful penetration and the ability to deal successfully with problems around Menyamya or Telefomin may not necessarily prove to be applicable to the vastly different problems in such places as the Gazelle Peninsula. It also appreciates the desire for uniformity of development, but it doubts whether in spite of the Administration's aims and efforts, this will be possible. Uniformity of development has been impossible to attain in many areas of the world and there is no reason to expect it in New Guinea, which is noteworthy for its great diversity.  
~~lack of uniformity.~~

learning

30. After / of the great need for experienced officers which follows the opening up of new areas, the Mission is bound to state that the essential development and sound administration of areas already under control should in no way be jeopardized for the sake of opening up new areas. In these areas as the Mission observed, the people expect an immediate amelioration of economic and social conditions. Unless sufficient staff and funds are available to provide this, principally in the form of a cash crop, adequate roads, medical and educational facilities, the Mission feels that the Administering Authority should avoid arousing the hopes of the people by unduly pushing on into new areas. It does not think that in present circumstances, staff and funds should be provided if it necessitates diverting them from already controlled areas which possess more potentiality for economic development. Festina lente is applicable to the opening up of new areas in New Guinea as it is to many other human activities.

Navuneram

31. On 25 March at a public meeting held at the village of Navuneram near Rabaul, the inhabitants informed the Mission of events which they wanted it to know about. These concerned a clash between them and Administration officers on 4 August 1958, during which two villagers were killed and a third wounded. The Mission had already heard about the Navuneram incident since the report of a Commission of Inquiry <sup>1/</sup> had been submitted concerning it and had been tabled in the Australian House of Representatives on 19 February 1959, as well as in the Legislative Council of Papua and New Guinea shortly before the Mission arrived in the Territory.

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<sup>1/</sup> On 19 August 1958, the Administrator appointed by virtue of the Commissions of Inquiry Ordinance 1951, the Chief Justice of the Territory of Papua and New Guinea, Alan Harbury Mann, as a Commissioner to inquire into the Navuneram incident. The report of the Commission of Inquiry is in eight volumes, the first seven containing an account of the proceedings and the evidence given to the Commissioner and the eighth volume containing the Commissioner's conclusions.



32. In his report the Commissioner recorded that a state of hostility between officers of the Administration and inhabitants of the Navuneram area became apparent around 1950 and steadily increased until July 1958, when it led to physical conflict between them. In 1951, the people of Navuneram area had firmly and consistently opposed the policy of the Administration. At that time, persuasion and some pressure were employed by officers to get them to co-operate in the establishment of ~~Local Government Councils~~, and as a result, their opposition became more determined and was extended to matters beyond the original question of local councils. When a personal tax was imposed in the Territory in 1958, the people of Navuneram considered it a device to compel them to join a local government council and they refused to pay the tax. Attempts to compel them to pay, stiffened their attitude and they carried their opposition to Government policy to what was described as "unreasonable lengths". They were prepared to refuse all government assistance and had resolved that if it came to a conflict with the Administration, they would rather die than give in.

33. Civil proceedings were begun in June 1958, to collect the tax. On 29 July 1958, fighting broke out when officers attempted to seize goods at Navuneram under warrants of execution for the non-payment of taxes. The people at Navuneram were able to repossess the goods which had been seized and officers of the Administration, greatly outnumbered, retired without carrying out their mission. This was about the fourth time that violent clashes between inhabitants in this area and Native Affairs Officer had ended in apparent success for the former. As a result, an attitude of arrogance, the Commissioner reported, was added to the already open<sup>ly</sup> hostile attitude of many of them.

34. Following the 29th July incident, a policy decision was made at Port Moresby and conveyed to the Officers of the Administration at Rabaul through the District Commissioner to the effect that the required force should be used to uphold the law and that proceedings would be taken under the relevant provisions of the

Personal Tax Ordinance which makes it an offence for a person to refuse to pay without reasonable excuse.

35. At a conference of local Administration officers held at Rabaul on 2 August 1958, a decision was reached to bring those, who refused to pay their tax, before a court to be convened near Navuneram Village, consisting of officers of the Department of Native Affairs acting as magistrates. On 4 August, a substantial force representing the Administration arrived at Navuneram to carry out this decision. This force consisted of the District Commissioner, the District Officer, five Assistant District Officers, the Commissioner of Police, the Superintendent of Police, four Police officers and eighty police. The people at Navuneram, joined subsequently by groups from other areas, were urged for a considerable time by officers to pay their taxes, but refused. Police were then ordered to arrest those who had refused to pay their tax and in the course of carrying out this order resistance was encountered and confused fighting broke out. After stones were hurled and police squads were forced back, an order was given to fire over the heads of the people. Since the bullets were aimed high into the air, the people thought blank cartridges were being used. Later on, however, when some bullets began to go through the trees at a low level the people gave up their attack and retreated. At this stage two individuals were killed and one was wounded.

36. The Commissioner further stated that he was satisfied that officers in charge of the police squads took special care to prevent the firing of bullets at a low height. ~~and that~~ <sup>however,</sup> this occurred ~~was~~ due to the immediate danger and the excitement and confusion which prevailed. He was satisfied that as a direct result of a contravention of express orders, and of the killing and wounding of three individuals those joining in the attack were put to flight and widespread bloodshed on both sides was averted.



37. In considering the attitude of the Navuneram people, the Commissioner disagreed with officers of the Administration who believed that it was motivated by general opposition to government by the Administration, and a desire to revert to some form of native self-government for their particular area. He believed that, in view of the events leading up to the incident, their opposition extended to other policies of the Administration only when they appeared in some way to be related to local government councils. He referred to conditions, pressures and loyalties operating within their own group and mentioned the fear of the Navuneram people that they might lose both their land and their identity as the result of pressure from rival groups of Tolai. He noted that element in their concern which was "pro-Administration government and anti-native Government" and said: "Their experience has shown the natives that they can trust the Government, but not their fellow natives" and hence they were "bewildered and alarmed at the proposal to substitute native government for the government they had known and trusted". The Commissioner also discussed a variety of conditions which had affected the trust and confidence between officers and people.

38. During the meeting with the people of Navuneram, their spokesman, in commenting on these events, informed the Mission that many "Administration things" were not very good. They did not want a local government council because they had no experience in running one, and preferred to wait and see how other councils functioned. They objected to the £2 personal tax, because they thought this was a way of getting them to pay a tax to the local government council. He described efforts to collect the tax and the clash with the Administration on 4 August. The speaker then went on to state that they knew that the Government had built schools here and elsewhere on the Gazelle Peninsula, but that in them "no good work or progress has been taught the people". Years ago, schools were started here, but no better ones have been opened since. Only English and Arithmetic were

taught. There were no subjects that taught people how to run a business. Some local people did form a co-operative which later "fell down", because they had not learned much about business. The people knew that it was a waste of money because the managers had no training. The speaker concluded by stating that they wanted to ask the Mission to have America or England ~~in~~ take charge of the people.

39. In response to a request for his views on the findings of the Commission of Inquiry, the Administrator informed the Mission that, although he did not necessarily agree personally with one or two aspects of the Commissioner's findings concerning the Navuneram incident, he thought that broadly they were reasonably accurate in regard to the over-all picture. He agreed that it was probably true, as the Commissioner pointed out, that there was a certain element of lack of contact, lack of intelligence as to what the people were thinking on the part of the Administration. This, however, was symptomatic of the growth and development of the people. They had been experiencing all sorts of impacts since the war, not only in the way of health and education, but also the impact of co-operatives and local government councils and to that extent he thought that the Commissioner was reasonably accurate in saying that they were rather confused regarding the aims of the Government.



40. At Canberra, the Minister of State for Territories informed the Mission that the Navuneram report revealed some weaknesses of the Administration; basically, it revealed the imperfect means of communication between the people and the Administration. He stated that an expression of the Government's views concerning the report was contained in the statement he had made in tabling the report of the Commission of Inquiry in the House of Representatives on 19 February 1959. In this he stated, concerning the question of culpability, that he could find nothing in the report to justify any charge that any officer either exceeded or fell short of what might reasonably be regarded as the demands of his duty, and therefore the Government did not intend to visit either censure or disciplinary action on any of the officers concerned.

41. In his statement, he noted that the Commissioner had, in effect, said that the Administration would benefit by giving "close attention to the causes of the trouble". In one place the <sup>Commissioner</sup> ~~Minister~~ referred to "actions on the part of the Administration and its officers which in my view have shown weaknesses which have contributed towards the events that occurred at Navuneram", and he later referred to the events as "the culmination of many years' difficulty during which important and indeed essential policies being implemented for the benefit of the natives themselves were being held up and frustrated by small groups of natives..." Paraphrasing the Commissioner, the Minister said that the Administration would have to examine every possible weakness which may have contributed to the events at Navuneram in order that those weaknesses may be corrected and that close attention would have to be given to the causes of the trouble in order to avoid any such occurrence in the future.

42. He noted that the Commissioner found that the immediate background to events on 4 August concerned the operation of the Personal Tax Ordinance, but that the question of taxation was only incidental to a much wider dispute going back over



a number of years. The Minister pointed out that the Ordinance sets up simple and easily accessible machinery for a reduction in, or exemption from, the £2 tax and that only half the adult male population of Papua and New Guinea ~~was~~<sup>was</sup> in fact paying the full personal tax of £2. The vast majority on whom the tax was levied paid willingly. He added that although the tax was primarily introduced for reasons which the Administrator of the Territory considered valuable for administrative purposes, it was also in accordance with the expressed wishes of the Trusteeship Council of the United Nations and its introduction was noted with satisfaction by the Trusteeship Council.

43. He stated that:

"Inextricably linked with the question of taxation in the Territory of Papua and New Guinea is the introduction of local government among the native people. In accordance with established policy, the Administrator has created, within proclaimed areas, councils consisting of elected native members to undertake a wide range of local government activities under the supervision of officers of the Department of Native Affairs. These councils have powers of taxation for local government purposes and the Personal Tax Ordinance provides that taxes paid by individuals under the Native Local Government Councils Ordinance can be recognized as a reason for total or partial exemption from personal tax. Local government is being promoted because it is regarded as a field in which the native people can learn to help themselves, can become familiar with democratic procedures, and can be prepared for further political advancement while at the same time they are helping in their own social and economic progress".

44. The Minister pointed out that the United Nations has encouraged the development of these councils and has noted the Administering Authority's efforts in this respect over the past eight years. He observed that the Commissioner's report gave prominence to opposition of the Navuneram people to the tax, which they believed was a device to compel them to enter the scheme for local government councils. The report also mentioned the patience with which officers attempted to explain matters to the people and the unreasonable lengths to which this particular group carried their opposition to the tax and to local government. In amplification of the report, he stated that among the Tolai people

in the New Britain area, more than 90 per cent wanted councils and less than 10 per cent opposed them.

45. The Minister directed attention to sections of the Commissioner's report concerning other questions which affected the attitude of the people of Navuneram. References to "conditions, pressures and loyalties operating within their own group", he felt, indicated the complexity of the influences in a situation such as that at Navuneram. He noted that the Commissioner also discussed a variety of conditions which had affected the trust and confidence between officers and people. The Minister summarized the Commissioner's views by noting "that he chiefly questions the wisdom of those officers who, having the duty of implementing the policy of local government, became somewhat impatient with those natives who stood outside the scheme. He suggests that the continued pressure on them to join local government tended to damage the confidence of the natives in the officers". All these points, the Minister believed, illustrated the way in which many influences, near and remote, had had a bearing on the situation.

46. The Minister noted the Commissioner's criticism that the conference held at Rabaul on 2 August gave too little weight to legal considerations. He stated:

"I cannot attempt to resist the validity of the Commissioner's proposition that when a question of enforcement of law is being considered - as it was being considered at this conference - full weight has to be



given to the legal questions involved and that a legal officer should have been present at the conference. Nor can I dispute the argument that it was highly undesirable to attempt to constitute a Court from Native Affairs officers whose recent or prospective duties unavoidably made them parties to the conflict which was to be resolved. While we have to recognise that a number of local and temporary factors limited the courses open to our officers, we admit the mistake and express regret for it. The Administrator has already taken up these matters in order to correct this weakness".

47. He noted that the Government and the Administration were already giving attention to some of the matters raised in the Commissioner's report and stated concerning these that:

"The Taxation Ordinance, and the associated administrative instructions are being examined to guard against the possibility of any repetition of such errors in approach and administration by the officers concerned as the Commissioner believes to have occurred.

"The problem of land shortage has been receiving close attention for some years, land has been made available for native occupancy through native local government councils, and two separate (though small) resettlement schemes are developing. A full examination of the land position is being made. The Government has always been conscious that land policy is a fundamental key to native welfare and has evolved a land policy designed to safeguard the rights of natives in their land and to prevent the occurrence in New Guinea of land problems of the kind which have arisen in dependent territories elsewhere in the world.

"Additional measures to bring closer contact with the natives are to be developed and a review of the Local Government Councils Ordinance is being made to determine at what points it may require revision and to foster the development of Area Councils to give the natives an increasing control over matters of local concern to them and a wider experience in political management.

"The Administration is taking steps to ensure that immediately an officer of the Department of Native Affairs assumes his magisterial function he is completely free from and independent of his Department. The system of appointing stipendiary magistrates will be extended so that in the main centres Native Affairs officers should not exercise magisterial powers. Legislation is being drafted to divorce Native Affairs officers from their police powers when they are serving in developed areas.

"Recognising the force of the Commissioner's remarks regarding the too frequent transfer of officers, steps are being taken to ensure that continuity of service by appropriate officers in particular areas shall be maintained to the utmost administrative possibility. As part of the same process arrangements are being made to enable officers to become fluent in native languages.

"Measures to improve communication between the Administration and the people are being examined.

"Apart from the Navuneram inquiry, a fundamental review of the structure and functions of the Department of Native Affairs has been in progress for some time past with a view to making adjustments to suit changing circumstances in the Territory and, in continuing this review, we will take account of the points made by the Commissioner. This basic review of the whole function and structure of the Department of Native Affairs is incomplete but I would regard it myself as being one of the fundamental measures to be taken on the administrative side. At the same time we have to appreciate that many other departments of Administration - health, education, lands, agriculture and so on - are touching the lives of the people at many points. We have to take greater care that the understanding and co-operation between departments is complete and that they are all pulling in the same direction."

48. The Minister then stated that after considering the situation at Navuneram and the immediate measures being taken to overcome some of the weaknesses revealed, there still remained the broader problems of Territorial Administration. Here the situation was perpetually changing and the Administration would have to make sure that its consideration of these problems and the methods it used, were also being perpetually adjusted to meet newly emerging needs. Behind all that it did, was the constant need for better communication between it and the people.

49. The Mission agrees particularly with the statements that have been made concerning a lack of contact with the people, and the imperfect means of communication between them and the Administration. Too frequently it heard requests that New Guinea should be given to some other country; ~~the~~ complaints that the people had no mother or father (no one to look after them); that they had lost their way, and ~~that~~ there was no road for them to follow. These were heard not only on the Gazelle Peninsula, but in widely separate places elsewhere in the Territory, and in some cases they were heard in the most advanced areas - where cash crops had been introduced, and schools, hospitals and local government councils had been established - where, in fact, the efforts of the Administration were particularly evident. These and similar complaints at public meetings in many parts of the



Territory indicated quite clearly a lack of contact on the part of the Administration with many of the people, and the gulf which separated them. The Mission believes that Navuneram has focused attention on this fact and forced general recognition <sup>of</sup> ~~concerning~~ it.)

It feels strongly that one of the most urgent tasks confronting the Administration is the bridging of this gulf, and it hopes that the Administering Authority will spare no efforts to do so as speedily as possible.

50° The Mission agrees with the conclusion of the Minister for Territories that the lessons to be drawn from Navuneram are: the need for constant, patient and penetrating efforts to understand more clearly the complex situations the Administration is dealing with; the need to come closer to the indigenous people, to enter more intimately into their minds, and to gain their trust and confidence; and the need for administrative arrangements and leadership to ensure that all the officers engaged in the task of administration will know their task clearly and will have the opportunity of doing it to their full ability.

51° It hopes that recognition of these needs, and the steps now being taken by the Administering Authority, will result not only in a solution of the difficulties between the people of Navuneram and the Administration, <sup>also</sup> but in an improvement of relations generally between it and the people of the Territory.

## CHAPTER II

### POLITICAL ADVANCEMENT

#### General

52. The Trust Territory is administered in an administrative union with the adjacent Australian territory of Papua under the provisions of the Papua and New Guinea Act 1949-57. Under the Trusteeship Agreement, the sole authority for the administration of New Guinea is exercised by the Australian Government. Responsibility for administrative policy is vested in the Minister of State for Territories who is assisted by the Secretary and staff of the Department of Territories. Under the Papua and New Guinea Act, there is an Administrator who is responsible for the implementation of broad ministerial policy in the Territory. The Administrator is assisted by an Executive Council composed of certain senior departmental officials whose duties are of an advisory character. There is also a Legislative Council which has both consultative and law making functions. By tradition, the legislative authority of the Australian Parliament in New Guinea has been restricted to the passing of Acts relating to the basic constitutional framework. The Legislative Council is empowered to make laws in the form of Ordinances in all matters relating to the government of the Territory. Australian Acts do not apply in New Guinea unless this intention is specified or unless they are adopted by Ordinance passed by the Legislative Council. All Ordinances are, however, subject to disallowance by the Governor-General of Australia and Ordinances on certain prescribed subjects must be reserved for his approval before they can become law.

53. The Administration consists of a number of departments whose headquarters are at Port Moresby. The most senior official is the Assistant Administrator who is the head of the Department of the Administrator. This department has



the function of co-ordinating the work of the other departments at the headquarters level. In the districts the senior official is the District Commissioner who is a member of the Department of the Administrator and is responsible to the Assistant Administrator. His function in the district is similar to that of the Assistant Administrator at headquarters and he is expected to co-ordinate the activities of the various departments functioning in his district. Under these arrangements departmental officers in a district are responsible both to the District Commissioner and to their own departmental heads in Port Moresby.

54. These arrangements would appear to encourage a measure of administrative decentralization and to make possible planned programmes of development at the district level. In its discussions with District Commissioners, however, the Mission was not made aware of any planned and co-ordinated schemes of development at the district level. It was not infrequently told in answer to questions that a subject had been referred to headquarters for decision, and it was left with the impression that District Commissioners tended to be subject to too much control from headquarters <sup>or they</sup> ~~and either~~ lacked ~~as felt they~~ ~~lacked~~ the necessary authority to exercise their own initiative. The Mission is not able to say whether this degree of centralization derives from statutory limitations or from administrative practices. Whatever the case may be, the Mission feels that a matter of this kind is particularly important in a place like New Guinea where conditions vary so widely and communications are so difficult.

55. Popular participation in the affairs of the Territory below the Legislative Council level is provided through district and town advisory councils and through

the local government councils. In areas where there are no councils the Administration operates with the assistance of New Guinean village officials, luluais and tul tuls. Informal committees of men of authority in the villages, which in some places are called kivungs, also exist and they are frequently used by officers to assist in the work of administration.

56. The judicial system provides for a Supreme Court which travels on circuit, and District Courts ~~which exist in each~~

All district commissioners, district officers and assistant district officers are ex officio magistrates of the District Courts and there are three stipendiary magistrates in the main centres. These courts have both civil and criminal jurisdiction. There are also Courts for Native Affairs to which all district commissioners, district officers and assistant district officers are appointed as members. These courts try offences against the Native Administration Regulations and hear civil actions between indigenous persons.

#### Legislative Council

57. The composition of the joint Legislative Council, apart from the sixteen official members, includes three elected members, three nominated members, three members representing Christian missions and three indigenous members, of whom two are appointed from the Trust Territory.

58. The question of increasing the number of indigenous members on the Legislative Council was discussed during the twenty-second as well as earlier sessions of the Trusteeship Council. In response to various recommendations on this subject, the Administering Authority has stated that it would continue to keep under review the possibility of appointing additional indigenous members to the Legislative Council. It considers that at present the political advancement of the indigenous population can best be promoted in the field of local government and that consider-



able training and experience in political procedures and duties are needed in this field to prepare the people to participate effectively in due course in the work of the Legislative Council. In its most recent annual report, the Administering Authority stated that it would continue to promote the education of the people in political administration through its plan for selecting indigenous observers to attend meetings of the Legislative Council on a regular and organized basis and through the training they are receiving in local government councils and advisory councils.

59. The Mission heard little from indigenous persons concerning representation on the Legislative Council. However, the president of the Vunamami Local Government Council stated that they were dissatisfied with the appointment by the Administration of indigenous members, and would prefer to elect the person who represented them. At Navuneram, the appointed indigenous member from that area (somewhat vehemently, possibly because he, along with the Tolai people generally, had been critical of the Navuneram people's refusal to pay taxes. At Finschhafen, the Kotte-Yabim Local Government Council requested that the number of New Guinean representatives in the Legislative Council should be increased.

60. At Port Moresby, when the Mission discussed indigenous representation in Legislative the Council with the Administrator, it was informed that steps were now being taken for a further review of its composition and this would definitely include the question of an increase in the number of indigenous members. Subsequently, the Minister for Territories stated that the Administration hoped to increase the number of indigenous members on the Council. It had been in existence for ten years, and his Department was examining it to see what changes could be made. The Department of Territories had been under pressure from non-indigenous persons who wanted a different form of representation, and the Minister stated that it had been laid down quite definitely that there could be no change in European representation unless at the same time there was a change in indigenous representation.

61. He also stated that another difficulty was finding the indigenous people who at the present time were capable of taking a forceful part in the Council. Each time the appointment of indigenous members came up, it had been difficult to find really competent representatives, because some of the best of the indigenous people were Government employees and as such, were disqualified from membership in the Council. There were not more than a dozen or more others who had had sufficient experience in speaking before assemblies or had a sufficient knowledge of affairs to participate actively in the Legislative Council. He could not see much point in appointing a mere cypher to the Council. If he were certain of getting really effective indigenous members, he would have much less hesitation concerning their appointment.

62. The Mission believes that the Administration is unduly conservative in its views regarding the qualifications that indigenous persons should have to serve on the Legislative Council. It feels that the Administration is running no great risk if an appointed member lacks sufficient experience in speaking or knowledge of affairs, or proves unable to take a forceful part in the Council. During the training period which the Administration considers necessary, no harm, in the opinion of the Mission, could be done by acquainting an increasing number of indigenous people with the parliamentary practices and procedures which operate in the Legislative Council. It believes that the Council would give them the needed experience and knowledge. It is confident that there are men in the Territory who would not be mere cyphers in the Council, and it hopes that in the proposed review of the composition of the Council indigenous membership will be increased.

#### Local Government Councils

63. The growth of local government councils since the visit of the 1956 Mission has been spectacular. It may be recalled that no new councils had been formed



in the three years preceding that Mission's visit. It was then realized that a shortage of staff was a contributory factor to the slowness of progress, but that the main reason was the fact that the Administration in general was over-cautious and took the view that councils could be established only in areas where considerable preparation had been made and extremely favourable conditions already existed. The present Mission was gratified to find that the situation had changed radically. This is reflected in the rapidly increasing number of inhabitants included in council areas, which grew from 31,000 to 52,560 in 1957, and to nearly 80,000 by June 1958. By March 1959, additional councils were formed, bringing a total of approximately 117,000 persons in council areas. The number of councils increased from six to eighteen between 1956 and 1959.

64. One of the most impressive features of the Mission's visit to the Territory concerned its meetings with various local government councils. The first of these consisted of attendance at a session of the Baluan Council, at its request, in order to observe its proceedings. After hearing the discussion of two items on its agenda, the desirability of establishing Native courts in council areas and a question concerning public works, the Mission assured the Council that its procedure was entirely satisfactory. But the latter, fearing that the Mission might not have observed procedure sufficiently in order to arrive at a considered opinion, begged it to hear the discussion on another item. In this case the Mission suspects that the Council's motive was not as ingenuous as it might appear, for it skipped the succeeding items on its agenda to one which dealt with customs duties. In this way, the Council "inadvertently" complained to the Mission that local government councils had to pay the regular duties on certain equipment used for the public welfare and educational purposes, but that the Administration did not, and religious missions also had a blanket exemption. After hearing this discussion, the Mission was able to reassure the Baluan Council of the correctness of its procedure.

65. In New Ireland, the Mission held an informal meeting with the Tikana Council. In New Britain, it met the presidents and vice-presidents of the five Tolai councils. At Finschhafen, the Kotte Yabim Council produced a ten-item agenda as the basis of its discussions with the Mission. Additional councils were visited in the Morobe, Sepik and Eastern Highlands Districts.

66. In some council areas there are groups which still look on local government councils with suspicion, but these are minor factions generally. The Mission usually encountered interest and enthusiasm in new council areas. The Tikana councillors felt that their Council had proved to be more successful and worthwhile, since its formation in October 1956, than they had expected. In the Morobe District the Administration felt that the people in one council area did not appear to know what was required of them as councillors or as members of a council and that they were quite apathetic and showed very little interest in it. This, however, may have been due to a lack of proper supervision and assistance because of staff shortages. During at least one third of the fifteen months since the formation of the council, it had no supervising officer and during the rest of the time a series of such officers had been in charge. The Kotte Yabim Council at Finschhafen, on the other hand, had the full backing of the people and was functioning very well. In the Sepik District the Mission learned that the new councils had excited very keen interest, and there was a demand for more councils. There are no councils in the Western Highlands, but requests for them were made to the Mission at Minj and Mt. Hagen. Some people at Mt. Hagen had seen the council at Madang and the Minj people knew that their Chimbu neighbours had elected councillors. The two councils in the Eastern Highlands had been formed only recently; the elections for the Waiye Council, in fact, commenced little more than a month before the visit of the Mission.



Although satisfaction was expressed concerning the establishment of these councils, they have actually only reached the point of being brought into operation.

67. In some areas, Administration officers doubted that individuals who were requesting councils understood the significance of their request. Frequently, people are motivated by pride and prestige. Having heard of the establishment of councils by others, they also demand them. Local leaders, and particularly those of wide influence or prestige, may not realize that they must voluntarily renounce their traditional or official authority when councils are formed, and some may refuse to do so once they discover what a council implies. This misconception concerning the nature of councils seems to be particularly widespread in both the Eastern and Western Highlands. For example, at Mt. Hagen, when the leaders of one dominant group approached the Mission with a request for a council, and submitted the names of the two councillors they had selected, Administration officials felt that what the leaders really wanted were two policemen to carry out their orders. They doubted that the leaders had any desire to turn over their authority to a local government council.

68. There are recent examples, however, of appointed officials who were willing to give up their titles and positions to make way for elected councils. The District Commissioner of New Ireland described to the Mission how deeply he had been impressed at the time the Tikana Council was formed, when the luluais and tutuls came up to lay their hats before him, and by this symbolic act renounced all authority and recognition with which the Administration had invested them.

69. The Mission itself was invited to attend a somewhat similar ceremony at the inauguration of the Agulizakivi-Gwivahani Council at Goroka, during which certificates were given to former village officers and badges to newly elected councillors. Here, the President of the Council concluded the presentation programme with the following tribute of appreciation to the retiring officials:

"In conclusion, it is fitting to pay tribute to that band of men who have been Village Officials in the Council area for the past two decades. Although none of the original appointees are still in office, their successors have carried on the tradition admirably and it is these Officials the Council must thank for the part they have played in enabling Councils to be established. Today they hand in their Badges of Office. Some receive Councillors Badges in replacement, others become ordinary members of the community once again, but whether they are Councillors or ordinary members of the community, their share of the work already done will not be forgotten, and as a tribute to them each of the Councillors has prepared feasts in honour of his Luluais or Tultuls".

70. In the past, local government councils have met with opposition and some still exists. In Manus, some people are hostile towards the idea and the north coast people do not want to associate with Paliau, the leader of the Baluan Council. In New Ireland a few groups, described as a minor faction, are also opposed to joining a council. The main resistance, however, continues to be located in New Britain, among groups in the Duke of York Islands, in the West Nakanai area, and the Gazelle Peninsula. In the last area, which includes some 45,000 Tolai people, the Administration estimated that there were about 4,500 individuals, comprising two distinct geographical groupings which bordered the Vunadidir, Vunamami and Reimber council areas, who refused to join councils. In this area, the Navuneram people, of course, are among the most rigidly anti-council. In the same area, however, a majority of the Raluana people were said to have expressed a desire to join a government council. This group, strongly antagonistic towards councils in the past, has evidently had an opportunity to observe the progress being achieved within council areas and is now shifting its position.

71. During its visit in the Gazelle Peninsula, the Mission received a formal complaint concerning interference by non-indigenous persons with the work of the councils and a request that the Mission and the Administration should investigate this matter. The spokesman pointed out that some Christian missions were



attempting to compete with councils in various ways. When the people of a council area formed co-operatives, mission-sponsored co-operatives were formed nearby. Mission schools were established to attract children from council schools. Finally, organizations calling themselves "progress associations" had been set up to compete with councils in their economic activities. One, for example, had built at considerable cost to its members, a cacao fermentery in an area where two Government-sponsored council fermenteries had been established. The speaker noted that although the progress association had paid for the fermentery, the latter was under the supervision of a mission. The people did not want these divisive influences separating groups from the rest of the population. They wanted missions to confine themselves to religious activities and not to interfere in council affairs.

72. The Mission was surprised to learn that the accounts and financial transactions of large-scale activities such as those engaged in by progress associations could not be examined by the Administration, and that it has no supervisory authority concerning the funds collected and invested by such groups, the projects they undertake, or the suitability of their management. It learned that, until about twelve months ago when the relevant ordinance was amended by the insertion of the words "for profit", the Administration did have this authority.

73. When the question of opposition to the establishment of councils and of interference by non-indigenous groups with the activities of existing ones was discussed with the District Commissioner concerned, he stated that he did not think any particular religious mission was really opposed in principle to councils, but that some individuals might actively oppose councils because they felt that the establishment of a council would take away their particular power and influence in their area. Subsequently, the Administrator stated that when councils were started on the Gazelle Peninsula there was possibly opposition from one or two

individuals. To-day, he considered that there was no real opposition from non-indigenous persons.

74. On the basis of these opinions, the Mission was led to believe that the Administration has no definite knowledge of non-indigenous opposition to local government councils at present, or at least no concrete evidence of this. The Mission, having neither the means nor the time to engage itself in a thorough investigation on the spot, has no knowledge of this either. It cannot but note that this is the second time a complaint of this nature has been made to a Visiting Mission. It feels that any activity which appears to disrupt or interfere with the legitimate functions of a local government council should be thoroughly scrutinized by the Administration to ascertain the purpose of such activity.

75. The influence of local government councils was already being felt by the people. One Administration officer noted that the new council in his area was stimulating a desire for education, and was imparting<sup>to</sup> the people a measure of responsibility and inculcating a sense of duty. Council influence was also beginning to appear in other ways which had no immediate connexion with councils. In the matter of public meetings with the Visiting Mission, for example, it was noticed that individuals frequently introduced a written or typed list of items for discussion, similar to that produced by councillors when they met the Mission or held regular council meetings. Sometimes they had written their speech and after reading it, or having it read to the Mission, they discussed specific points in it. Instead of the usual extemporaneous<sup>expression</sup> introduction of whatever happened to enter the mind of the speakers, individuals were now considering what they wished to discuss before they met the Mission. Officials believed that this development undoubtedly stemmed from procedures being introduced by local councils.

76. The Mission was pleased to learn that arrangements were underway for an inter-district meeting of representatives of all Local Government Councils, which



would probably commence on 1 June 1959. The Administration proposed to meet expenses, including those of two representatives selected by each Council. At their own expense, Councils could also send additional representatives. Madang had been selected for the meeting rather than Rabaul, because most council members go ~~to Madang~~ to the local government centre at Vunadidir, <sup>near Rabaul,</sup> at some time or other, and it was felt that it would be better to give them an opportunity to see developments in a new area and, at the same time, ~~it would~~ give the councillors from the Tolai councils an opportunity of seeing something outside their own district. The councils were being invited to send suggestions for the agenda. As these came in, they were being circulated to each council so that they might be discussed and in this way, representatives could be briefed before attending the conference.

77° The Mission feels that the Administering Authority should be commended for the continuing rapid expansion of local government councils, which signifies a forward step in the political advancement of the people.  
Advisory councils

78. The Mission observed that the indigenous people were making further progress on the local government level, for the total number of indigenous individuals now appointed to District Advisory Councils has risen from twelve to twenty, with from two to four in each district council. Each council consists of the District Commissioner, who is chairman, and a maximum of eight members appointed for two years. The councils, while non-statutory, give residents an opportunity to express their views and offer advice to District Commissioners concerning matters within their districts. An indigenous person has also been recently appointed to the Kavieng Town Advisory Council. Town councils offer advice only on local municipal affairs. Since indigenous villages lie outside town boundaries, the Administration feels that it is preferable to appoint indigenous persons to district councils which concern themselves with the whole district.

79. The Mission commends this progress towards a wider participation by the indigenous people in the political life of the Territory. In view of the general advancement of the people which is taking place, it is confident that further appointments of indigenous persons will be made to advisory councils in the future.

#### Public Service

80. The public service of the Trust Territory forms part of the combined public service of Papua and New Guinea. It is controlled by a Public Service Commissioner in Port Moresby who is responsible to the Minister for Territories.

81. The provision of staff in the numbers and with the qualities necessary for efficient and progressive administration continues to be one of the greatest difficulties confronting the Administering Authority. The success of its schemes for development in all fields depends not only on the provision of adequate finance, but also to a very large degree on the availability of a sufficient number of qualified and competent officers able to use that money to <sup>the</sup> ~~the~~ best advantage; it is useless to provide money if the means of translating it into concrete development are not available.

82. In the course of its visits to the various districts in the Territory, the Mission discussed <sup>with the officials</sup> staffing problems, and in almost every <sup>the</sup> case/District Commissioners felt that they were unable to provide many services which were needed and were being asked for, because they simply did not have the necessary staff. In New Britain, for instance, the District Commissioner said he needed more officers in the fields of Native Affairs, Agriculture, Health and Education. One officer felt that clerical assistance was the most important <sup>field</sup> immediate need as it would release/officers from the ever-increasing amount of paper work and enable them to spend more time on their essential duties. Everywhere the Mission went there was the same demand for more staff. These observations



by officers were confirmed by figures supplied to the Mission which showed that of the 4,250 positions provided for in the establishment for both Papua and New Guinea only 3,177 were filled, leaving the Administration 1,073 short of its own estimated needs.

83. In considering the problem of providing this much needed staff, the Mission believes that the best public service is one staffed by men and women who are themselves products of the community which they administer and serve. By their cultural and linguistic ties they remain closely linked with the community at large and because of this, they are able to command a greater degree of sympathetic co-operation from the general public than most alien officials can expect. Moreover, it is essential for preparing the people for self-government. But while the full participation of indigenous people in public administration is a healthy ideal, it must remain for some years to come little more than an ideal and a goal to be aimed at as regards New Guinea. Because of the low level of educational attainment in the Territory, the Administering Authority cannot expect, nor can it be expected to secure officers in the necessary numbers and with the required technical and administrative skills from among the local population. There is, however, a clear duty, which the Administering Authority has recognized and accepted, of providing the means whereby the local people can take their places in the public service of their country. In the immediate future, and indeed, to enable it to realize this ideal, the Administering Authority must continue to recruit the bulk of its staff from outside New Guinea, principally in Australia. In particular, staff for those departments where the demand is greatest must continue to come from outside the Territory. But the recruitment of staff whether from outside New Guinea or within it, has presented a number of difficulties for the Administering Authority and the Mission was able to examine the ways in which these problems are being tackled.

84. The Administration has always experienced difficulty in recruiting personnel within Australia because of <sup>the</sup> competition it has met from private and governmental sources. To overcome this, a more intensive and selective programme of recruitment has been conducted in Australia. In particular, by means of brochures and other methods, attempts have been made to capture the <sup>imagination</sup> / and enthusiasm of young men and women and to persuade them to make their careers in the New Guinea service. A system of cadetships has been established under which successful applicants receive their technical training at the expense of the Administration and at the same time receive a salary. In the year ending 1957, under this scheme 68 officers were recruited to the Papua and New Guinea service while last year the number was significantly increased to <sup>92</sup> ~~102~~. At the end of the year 1957/58, there were 229 officers undergoing training of this type. This total was made up of 20 Agricultural Officers, 46 Education Officers, 13 Forest Officers, 4 Medical Assistants, 35 Medical Officers, 10<sup>3</sup> Patrol Officers, 2 Surveyors, 2 Valuers and 4 Veterinary Officers. The Mission commends this scheme as a constructive approach to a very difficult problem.

<sup>addition</sup>  
85 In/to the system of cadetships, the effort to attract recruits has also had encouraging results. In the last year, 437 permanent officers, including cadets, were appointed from outside New Guinea. Of some significance is the recruitment of 68 clerks which should go some way towards meeting the problem raised concerning the amount of paper work which was consuming the time and energy of technical officers.

86. Nevertheless, despite these encouraging figures showing a commendable measure of progress, the Mission believes there is still room for improvement. Resignations <sup>of permanent officers</sup> from the service are still of a significant number, totalling 155 in the last year. Setting these figures against the number recruited indicates a net gain to the



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service of ~~258~~. The Mission realizes that the wastage rate in a service of this kind is inevitably higher than in the public service of metropolitan countries, but these figures seem to call for some remedy. The Mission was pleased to note what was being done in this direction. It feels however, that these efforts should be intensified.

87. The Mission was also pleased to observe that opportunities are being provided for public servants to further their education and to study the problems of administration. All new recruits to the service attend courses at the Australian School of Pacific Administration in Sydney before leaving for the Territory. This school also provides special study courses for Cadet Patrol Officers, Cadet Education Officers and Education Officers. Cadet Patrol Officers after their initial course at the school, do a Correspondence Course while in the Territory and when this is successfully completed, return to the school for a comprehensive course of one year's duration. This school also conducts a month-long course for Senior Officers of the Administration, at which officers from the various departments study a particular aspect of administration. Last year, the course studied Local Government. Territorial officers have also attended various courses conducted by the Australian Public Service Board.

88. Within its own organization, the Territory provides training facilities. Training is given within departments and by the Public Service Institute which encourages and assists officers who wish to acquire higher educational qualifications by means of the correspondence courses offered by educational institutions outside the Territory. There is a close liaison with the University of Queensland and a number of officers are participating in courses provided by that University. In the last year, the Administration introduced a number of scholarships tenable at Australian Universities which are designed to give official recognition to those

officers who are seeking to improve their qualifications and to provide further incentives in this direction. The Public Service Institute also provides a wide range of courses including typing and accounts methods which are conducted in conjunction with each Department's programme of "in-service training". The Mission is of the opinion that these activities will lead to a higher standard of administration and feels that they should be commended.

89. The Mission was particularly interested in the Auxiliary Division of the public service which was established at the beginning of 1957.

Entry into this division is confined to New Guineans and it is regarded as a training ground for the higher divisions in the Public Service into which members may be promoted once they have acquired the necessary qualifications. The rates of pay for Auxiliary Division officers are somewhat lower than the minimum rates in the Third Division and no territorial allowance is payable. The annual rates range from £200 for a junior to £700 for senior teachers and senior health assistants. The minimum rates for adult males and married minors is £400 and £300 for adult women.

90. After a process of selection, the first appointments to this division were made in August 1957. The establishment provides 360 positions and at the end of 1957/58, the division numbered 188. Since that date, an additional 65 have been appointed and the Public Service Commissioner told the Mission that there would be a further intake in September and October of this year.

91. The normal method of entry is by competitive examination. Positions are graded into three principal categories, namely Clerical and Professional, Higher Technical and Lower Technical, and minimum educational qualifications are laid down for each category. The training programme will be based on these different groups and will be conducted by the Department of Education, supplemented by specialized training supplied by the Training Division of the Public Service Commissioner's Department and by training schemes within departments.



92. The Mission was told that the first group of ~~the~~ appointees was posing some difficult training problems. These officers were chosen on the basis of their service and capacities and not by means of an entrance examination, which will be the normal method in the future. The educational qualifications varied considerably from person to person and some of the officers were quite elderly and found difficulty in coping with their studies. Training is, however, continuing and is being conducted by means of class tuition and correspondence. Two thirds of the training time is given in office hours and one third in the officers' own time. There have been other difficulties concerned with accommodation and cost of living adjustments. The Public Service Commissioner described these as teething problems and was confident that they could be settled satisfactorily. The Mission was able to see some of the training that is being given these officers at Port Moresby. It also enquired about the progress of the scheme in the different districts it visited and it was told that trainees were entering wholeheartedly into the scheme. The Mission is pleased to note the progress that has been made in forming the Auxiliary Division and in integrating the people of New Guinea into the public service.

93. The vast majority of New Guineans employed by the Administration remain outside the Auxiliary Division. In the combined service for Papua and New Guinea these employees <sup>who</sup> number over 6,000 ~~and~~ are classed as Administration Servants. Under the Administration Servants Ordinance which was passed in 1957, the

review of wages, conditions and allowances of the Administration's employees became the responsibility of an Administration Servants' Board. Subsequently, <sup>is</sup> ~~these~~ functions <sup>was</sup> ~~was~~ transferred to the Public Service Commissioner who already carried out <sup>a similar</sup> ~~these kinds of~~ functions <sup>with regard to</sup> ~~for~~ officers employed in the public service proper. The Mission was informed that the wage-

scales for these employees had already been revised with the following aims in view:

- (a) the establishment of Standards of Entry for all designations at a level which will provide Administration Servants, when trained, with the opportunity to qualify for appointment to the Auxiliary Division;
- (b) the provision of adequate training (including experience) for promotion or appointment to a Grade 1 position;
- (c) the fixing of wage rates for each designation in accordance with the principles of the qualifications required, work value and comparability;
- (d) provide annual increments within grades to --
  - (i) recognize diligence, conduct and satisfactory service; and
  - (ii) provide continuity of employment together with wage incentive to Administrative Servants unable to qualify for appointment to the Auxiliary Division.

94. The new wage scale came into operation in February 1958 and the training classes for entry into the Auxiliary Division are already in operation. The Public Service Commissioner informed the Mission that further regulations would be drafted in the near future. The Mission was <sup>gratified</sup> ~~pleased~~ to note the Administration's concern to improve the conditions of employment at this level and to encourage and assist promotion into the Auxiliary Division.

95. The Mission found that the Administering Authority was fully aware of the need <sup>the</sup> to increase service through both local and overseas recruitment, and ~~it was pleased to note the measures that~~ <sup>that</sup> had been adopted to achieve this end. It was particularly pleased with the scheme for increasing the number and qualifications of New Guineans in the service. The Mission believes, however, that these efforts should be sustained and intensified as the need for staff ~~will~~ <sup>is</sup> continue and becomes even greater <sup>with</sup> as the Administration expands <sup>ing</sup> into new areas and ~~the~~ demand <sup>increasing</sup> ~~grows~~ for services in the older areas.



### Native courts

96. The Mission heard a great deal about the desire for indigenous courts. The Baluan Local Government Council, after discussing this question in the presence of the Mission, voted unanimously for their establishment. Councillors questioned the correctness of some court decisions made by administrative officers sitting as magistrates in the Courts for Native Affairs. One speaker stated that when Europeans sat in court, they believed that they were hearing the truth and gave their decisions on this basis. He wanted indigenous persons to sit in court, who knew the minds of the people. Another speaker suggested that administrative officers could observe courts composed of indigenous people in order to see if they were being conducted properly.

97. The <sup>P</sup>residents of the five Tolai Local Government Councils on the Gazelle Peninsula also requested the establishment of Native Courts. They, however, wanted councillors to be appointed as a court with jurisdiction in their respective council areas. The councillors complained that statutory law <sup>did</sup> ~~does~~ not cover certain customs and that a man <sup>could</sup> ~~was~~ not be punished for an offence unless it <sup>was</sup> ~~is~~ codified in the legal system. It was further learned that, in one council <sup>area</sup> ~~/~~, in an attempt to enforce their authority, fines had been imposed by the councillors. This action, of course, was declared illegal and the Administration insisted that the fines collected be returned.

98. When the Mission raised the matter of Native Courts at its meeting with the Administrator in Port Moresby, it was informed that this question had been under consideration for quite a number of years and that it was the Administration's intention to establish them within the present judicial system when the time was opportune. A committee, set up to examine the matter, had recently recommended

that assessors be appointed. They would be influential indigenous persons of the customs with a knowledge of the areas in which they live, <sup>and</sup> ~~the~~ would sit with the magistrates in order to assist them with regard to local customs and to advise them on certain questions of fact which might not be readily apparent to a European magistrate. It was pointed out that even at present, magistrates invariably <sup>consult</sup> ~~contact~~ the village elders to ascertain <sup>local</sup> ~~native~~ customs and to request advice. It was envisaged that after the assessor system had been functioning for some time, the Administration would be in a better position to consider further the question of setting up Courts with indigenous magistrates. The Administrator stated <sup>that</sup> ~~the~~ committee's recommendations had only recently been submitted to him and he had not had sufficient time to study them.

99. The Mission then voiced a suggestion which had been made to it in the Territory to the effect of having each village appoint a man well versed in local custom to sit with the officer when he held court. In commenting on this suggestion, <sup>provided</sup> the Administration stated that this would be satisfactory / the individual was appointed as an assessor. It felt, however, that in the appointment of assessors, it was not so much a village as an area which should be considered. Assessors, free of prejudice, might be difficult to find in a community as small as a village, so that it <sup>would</sup> ~~seem~~ more advisable to appoint <sup>them</sup> ~~assessors~~, where <sup>ever</sup> common customs existed, on an area basis.

100. In view of the requests made to it for the establishment of Native Courts, the Mission is glad to note that this question is being actively examined by the Administration. In essence, the question seems to be one of judgments understood and acceptable to the majority, who <sup>wish to</sup> ~~see~~ their own form of justice <sup>in place of</sup> ~~done as against~~ European legal judgments and procedures <sup>which</sup> ~~not readily understood~~ ~~nor recognized as such by~~ the indigenous people <sup>do not readily understand</sup>.



### CHAPTER III

#### ECONOMIC ADVANCEMENT

##### General

101. The Minister for Territories was reported to have stated recently that more emphasis would now be given to the economic advancement of the people of the Territory, and that the Government's concern for quicker advancement was more for indigenous persons than for Europeans. The emphasis would be shifted from the present concentration on establishing a sound foundation of administration, basic capital works and better services and facilities to a quickening of the economic advancement of the people. In response to the <sup>Mission's</sup> request for confirmation and information concerning this, the Minister stated that it was not a change of policy but a change of emphasis. He noted the increasing number of indigenous people with higher living standards, who require a cash income for a more varied diet, better homes, and education. Unless the Administration moved rapidly it would not be able to satisfy their needs. It hoped to give them greater opportunities, particularly in agriculture, for a cash income which would enable them to sustain a higher standard of living. The foundations would have to be laid now for an economy which in twenty or thirty years time would be able to support all the social services the Territory would need and provide opportunity for all of the people. The existing economy would have to be strengthened in order to do this. The Administration was going to tackle this problem largely on agricultural lines, since there are immediate opportunities here for development by increasing production, introducing new crops and improving the marketing of produce. The development of cash cropping, of course, presented a serious land tenure problem and the Minister stated that the Administration would have to do some really basic thinking and introduce some major reforms regarding the traditional land tenure system.

102. The Mission was particularly interested in determining the success of the Administration in implementing its programme generally for the development of indigenous agriculture, as well as the specific district programmes which were described in the report of the 1956 Visiting Mission. Information concerning district programmes is included in the next section of this report: here the Mission will confine its comments to the broader aspects of development affecting the Territory as a whole.
103. New Guinea lacks the basic framework which is necessary to support a modern economy. Its resources are only partly known and it lacks transport facilities, such as roads, bridges and port installations. Its economy is still based on two or three export crops, and large quantities of food still have to be imported. The money income of the population does not provide an internal market of any size and consequently, internal industries do not exist on any scale. Finally, the people themselves do not have the educational background to provide the skilled personnel to grow the crops efficiently, to conduct the marketing, credit and business institutions and to carry out the research, planning and direction demanded in a modern economy. The Administering Authority has, over the last few years, made commendable efforts to improve this basic framework. Air transport has been developed to an amazing extent and some progress has been made with roadbuilding, particularly in providing a road system in the central highlands and in connecting it with the coast. Food production in the Territory has been stimulated and increased, and the export economy has been diversified by the introduction and extension of cocoa and coffee plantings in particular and by the development of a plywood industry. The Mission wishes to commend the Administering Authority for its work in these directions. However, it is also of the opinion that while visible progress has been made, the rate of progress seems to be somewhat slower than is desirable.
104. In considering ways and means of accelerating the rate of progress, the Mission feels that the first need is for more capital. At present, the



Australian government makes a generous grant each year to assist the finances of the Territory, but the Mission feels, as did its predecessor, that the needs are so great that further assistance might well be sought from such international institutions as the International Bank for Reconstruction and Development.

105. The Mission also feels very strongly that

better use could be made of the existing financial assistance if this could be made available in a lump sum for expenditure over a period of, say, five years, on the basis of an integrated plan of development. At present, the grant is made annually and its size is not known until the budget is announced each year in Australia. The grant becomes part of the Territory's general revenue which is then allotted to the various departments according to an annual assessment of their needs. The Mission believes that this system tends to discourage forward planning, both within departments as well as on a territorial level. During its discussions with the Administrator in Port Moresby and with the Minister of State for Territories in Canberra, the Mission was struck by the absence of any comprehensive and integrated development plan. In the absence of such a plan the Mission does not feel that it is possible to make the best use of the available finance and it therefore urges the Administering Authority to consider formulating a plan of this kind and basing its expenditure upon it.

106. The Mission is aware that planned development in the agricultural field poses special problems in the New Guinea environment. The existing forms of tenure are not suitable for commercial agriculture and much of the basic information about resources, soils and suitable crops <sup>remains</sup> / unknown. When the Mission discussed the question of development with the Minister ~~of State~~ for Territories, he stressed the need for careful thinking backed by thorough investigations in arriving at a satisfactory form of land tenure for New Guinea farmers. The Mission agrees fully that every effort should be made to avoid a wrong decision which could have serious consequences in the future.

107. The progress that was being made in collecting basic data about resources was discussed with officials in Port Moresby and the Mission was informed that a land resources survey team from the Commonwealth Scientific and Industrial Research Organization (CSIRO) visited the Territory annually and made a complete survey of a particular area. At present a survey was being made in the Ramu River area and next year the Sepik area would be investigated. The Mission was informed that this work was followed up by specialists from the Department of Agriculture who decided on the particular crops for the area. The representative of this department added that the Soils Survey Section of his department performed three essential tasks. It made a systematic examination of the most promising areas indicated by the CSIRO reports, detailed surveys of land about to be thrown open for either indigenous or non-indigenous settlement, and reconnaissance surveys to find areas on which more detailed information would be useful. The Mission felt that this survey programme would have to be considerably stepped up if this vital information was to be available as quickly as it was needed. It realizes that the limiting factor is the availability of competent specialists within New Guinea and within Australia. The Mission feels, as did its predecessor, that this is a field where some of the specialized agencies of the international community might well be of assistance.)

~~108. In conclusion, the Mission believes that the promotion of rapid economic development in the Territory requires extraordinary measures and it doubts whether the existing administrative machinery is adequate for this task.~~  
*comprehensive and integrated development planning.*



### Agriculture

108. The importance of agriculture to the Territory has been stressed many times. It forms the basis of the cash economy and provides the means of existence for the great majority of New Guineans. The Administration looks to its improvement as the principal means of strengthening the economy. In seeking to do this, it has aimed at introducing new cash crops and improving yields of existing crops, stimulating the production of food crops to end New Guinea's dependence on external supplies, and improving indigenous production both for subsistence and commercial purposes. These broad policies are put into practice by the Department of Agriculture, Stock and Fisheries and there is a special section, the Extension Division, which directs its attention to indigenous producers. It was to this aspect of the department's work that the Mission paid particular attention during its visit.

<sup>109</sup>  
110. Figures supplied by the Administration show that the department is still short of staff and the Mission was able to confirm this by its own observations and discussions at the district level. Of the 376 positions provided, only 240 are filled. Ninety-eight of these officers serve in the Trust Territory, 48 in Papua and 49 at headquarters. The Administration has continued its efforts to attract qualified recruits from outside the Territory but the demand for agricultural specialists within Australia still exceeds the supply and this has, of course, made it difficult to recruit the required number for New Guinea. One encouraging feature was the recruitment of five cadets during the last year, bringing the total under this kind of training to twenty.

110. The Mission believes that, as in the other branches of the public service, the long term solution to the staffing problem lies in training New Guinea personnel and it was therefore interested in what was being done in this

direction by the Department of Agriculture. It was informed that there were four members of the Auxiliary Division in the department, three of whom came from the Trust Territory and that twelve more would be appointed at the end of the year eight of whom would come from the Trust Territory. It was hoped that the first New Guineans would be appointed to the Third Division (Technical) in 1961 and to the Second Division (professional) in 1962. In addition, there were 70 trained or partially trained agricultural field workers and it was explained that the department aimed at providing one trained field worker for every thousand families.

~~11/~~ However, The improvement of indigenous agriculture depends not only on the training of staff for the department but on the training and knowledge the staff can give to individual producers. The Mission was informed that the formal training which the department provides at present consists of a one year course at Mageri, in Papua, which is attended by nine students from the Trust Territory. In addition, shorter courses of instruction are given at the various agricultural stations throughout the districts. The Mission was pleased to hear that this training scheme was to be expanded. It was particularly pleased to note that approval had been given for the establishment of an agricultural college in the Kerevat area which will accept students who have reached the intermediate school level. The course will be a three-year one, will award open to both indigenous and non-indigenous students and a diploma.

Provision is being made for 90 students. At the same time, agricultural training will continue at all levels in the schools, and special efforts will be made to increase the numbers receiving lower level training as farmer trainees and field workers at the various agricultural stations throughout the Territory to 1,000 (670 for the Trust Territory). These courses will last from nine to twelve months.



112. The work of the Extension Division of the Department of Agriculture has recently been reorganized and a document setting out broad aims and detailed methods of achieving these aims has been issued to all officers in the form of an instruction. The aims of extension work are stated to be:

- (a) to raise the level of subsistence in the villages by
  - (i) improving the nutritional value of the foods eaten;
  - (ii) introducing new foods;
  - (iii) ensuring a year-round supply of food.
- (b) to introduce the economic means of supporting a higher standard of living by
  - (i) introducing crops and stock suitable for production for sale having regard to the situation and circumstances of each village;
  - (ii) assisting in the disposal of produce;
  - (iii) introducing, where necessary the plant and equipment for the processing, storing and marketing of such produce;
  - (iv) educating the village people in technical and commercial procedures.
- (c) to assist to bring about the optimum use of the agricultural (including pastoral) resources of the Territory and to contribute to an increase in agricultural production in the Territory.
- (d) to contribute to the educational advancement of the people both by technical training and by a change in their interests and outlook.
- (e) in serving the above aims to improve the methods of native agriculture including methods of selecting, clearing, enclosing and cultivating land, the rotation of crops, the use of better implements, animal husbandry, fish farming, poultry raising and all farm and garden practice.

113. These aims, the instruction continues, while primarily the concern of the Agricultural Extension Service, can only be fully achieved by co-operation among officers of many branches of the Territorial Public Service, in particular, Native Affairs, Education, Health and Lands. District Commissioners <sup>are to</sup> move the responsibility of ensuring that co-operation takes place according to the needs and opportunities of each district.

114. The instruction then outlines a number of practical measures which can be taken to serve the abovementioned objectives:

- (a) To show the natives how to increase production from the crops they normally grow at present, by using higher yielding varieties and varieties resistant to drought, pests and diseases and suited to the local environment.
- (b) To show the natives how to diversify and improve their agriculture by the substitution of increasingly efficient crop rotations or standard plantings of tree crops and other perennials for the present subsistence systems.
- (c) To show them the proper use of livestock as appropriate, including the integration of stock and crop farming.
- (d) To show, by education and by providing marketing facilities, how surplus production, both from traditional subsistence methods and increases brought about by the adoption of improved farming techniques, can be turned into cash for the purchase of consumer goods and labour saving equipment, and how specialised cash crops (and appropriate livestock) can be grown to further increase cash income.
- (e) To demonstrate to the native farming community the importance of quality and proper grading in commercial agricultural production.
- (f) To assist and co-operate with other Administration Departments towards organising the natives' land system so that the individual's land is consolidated into contiguous areas, and so that farming land can be held under permanent tenure in blocks of a size appropriate to the type of farming practised and in keeping with managerial efficiency;
- (g) To reach as many native farmers as possible, to teach them improved farming techniques, appropriate to local environments, b/ the conduct of courses at appropriate centres.
- (h) To introduce new implements, plant and equipment according to the capacity of the natives to use them economically.

This list, the instruction continues, is not exclusive. It is the responsibility of the Agricultural Extension Service to study the particular needs, opportunities and problems of each district in which it works and to draw up programmes of extension work suitable to each particular district. Such programmes are to be kept continually under review and adjusted to meet changing circumstances.



115. In performing their tasks agricultural extension officers are advised to be aware that:

- (a) Change can only be effective if made voluntarily by the natives and change has to be gradual to be permanent.
- (b) There are hundreds of thousands of native farmers to be reached.
- (c) With present levels of social and educational advancement it is impossible for the great bulk of the native farming community to conceive land use procedures in the way that Europeans do, i.e. as a rational system, or to have a conception of anything like a national or territorial aim of preserving total agricultural resources through sound and conservational methods. Consultation with the native population is a necessity but can at present be expected to have no more than a local application. It will, for some years, be necessary for the Administration to accept all of the responsibility for conserving resources. Against this background it is vitally important that the Administration should retain the initiative in the projected modification of native agriculture and should pay very close regard to the correct timing of its approaches to the native population and to the immediate servicing of any trends in native agriculture which arise in the normal course. It will be a major extension task to mould such trends to overall policy and as far as possible avoid coercion in resources conservation.
- (d) Full attainment of the objectives will depend upon the effectiveness with which the Division of Plant Industry is able to carry out and complete its investigations into what are the most appropriate systems of agriculture for each environment of the Territory.
- (e) Agricultural extension officers have to co-operate with and receive co-operation from officers of other Departments in the field, and the Headquarters of appropriate Departments should co-ordinate their actions in order to implement matters of policy.
- (f) The native farmers and gardeners often have motives and incentives quite different from those of the Australian and the officer should constantly seek to appreciate that there are psychological and social problems as well as agricultural problems in introducing changes.

116. The tasks the agricultural extension officer has to perform are stated to include the following:

- (a) To supply to Department of Native Affairs officers suitable planting material for distribution in areas not serviced by an agricultural extension officer, and to inform the Department of Native Affairs officers of the most suitable planting methods so that the natives can be guided correctly at the outset;

- (b) To get to know his area of extension, and the native peoples in it.
- (c) To introduce new and better varieties of existing native crops and introduce new crops suited to the local conditions.
- (d) To demonstrate and explain new techniques of cultivation and land use which will give increased production while at the same time preserving soil fertility.
- (e) To conduct field days on demonstration plots which have been set up as pilot ventures to show natives the most suitable land use for a given area.
- (f) To assist in the marketing of surplus production and in the development of marketing arrangements.
- (g) To assist school teachers and other Departments' field officers, as appropriate.
- (h) To explain fully to natives the correct methods of crop processing and/or grading where applicable.
- (i) To assist the development of native private enterprise where such activity would benefit the community, e.g. the use of privately-owned copra driers and coffee processing plant/.
- (j) To form Rural Progress Societies in areas where this form of organisation would be of value to the farming community.
- (k) To provide technical advice and assistance as required to Native Co-operative Societies and/or officers of the Co-operative Section of the Department of Native Affairs.
- (l) To conduct agricultural publicity campaigns as appropriate to the development of the area of operation, to assist in getting across ideas for greater agricultural production and efficiency.
- (m) To foster at all times the natives' enthusiasm for his land but to channel his enthusiasm into avenues which will give greater overall production and yet maintain land quality.
- (n) To help ensure, through his own department, that agricultural extension programmes for his district are soundly conceived and properly applied.
- (o) To report on all present or prospective changes (including any lack of or surplus of village labour, sufficiency or insufficiency of food supply, opportunity or lack of opportunity for marketing surplus production) which may have a bearing on the agricultural extension planning for his district.



117. In giving his approval to the programme contained in this instruction, the Minister of State for Territories said that the work of this division had one of the highest priorities. He directed attention to the twin aims of improving food supply and building a better economic foundation for life in the Territory.

118. The Mission feels that the approach to the problem outlined in this document is worthy of commendation. It is pleased to see the degree of inter-departmental co-operation and local planning that is envisaged. The Mission feels that decentralization is particularly important in this field.

119. <sup>enquiries</sup>  
120. The Mission made / concerning the progress which had been made in implementing the plans for district development that were given to the last Visiting Mission. It was informed that the proposals to form district agricultural bureaux had been shelved in areas where local government councils were sponsoring agricultural projects because of a desire to avoid a clash of interests through the formation of two organizations. The Mission was also informed that plans for the expansion of rice production had not been realized. This was stated to be due, in the first place, to the very small proportion of people who were interested in rice as a food crop and secondly to the low prices which prevailed. The Mission was also told that the setting of numerical targets for the expansion of commercial production by indigenous producers had proved to be unreal. Fluctuations in prices and in the interest of growers, which were sometimes related to factors other than price, such as prestige, had seriously interfered with the realization of these targets. The success of the Tolai cocoa project was cited as an instance of a crop developing a prestige value which had led many farmers to embark on unsuccessful plantings of this crop, despite advice to the contrary, in areas which were unsuitable. The present policy was

stated to favour the laying down of overall lines of development in terms of those crops which are most suited, on the results of investigations of environmental conditions, to the improvement of food production and the expansion of money incomes in particular localities, and the achievement of the maximum possible progress along these lines consistent with voluntary indigenous participation in the various industries.

120. In Manus the Mission was told that agricultural advancement had been slight and that little had been achieved beyond new plantings of about 50,000 coconut palms in the coastal areas. Little interest had been shown in attempts to introduce rice or to expand peanut production. The Department of Agriculture believes that the key to further progress, apart from the coconut industry, lies in persuading the people who have migrated to the coastal areas to return to the inland agricultural areas where robusta coffee could be grown. The department plans to train Manus agriculturalists in other districts as a way of developing this interest.

121. In New Ireland, the Mission was informed that progress had been made in many directions. New cocconut plantings have been made over the last few years and it is estimated that there are now about 30 trees per head of population, half of which are immature. Present production/exceed: 4,000 tons. In the areas where better soils are present, such as on the east coast, cocoa is being encouraged and 43,000 trees have been planted and a further 15,000 are being established. Production from the older trees is only just commencing. Robusta coffee is being promoted as a secondary crop to coconuts in areas with poorer soils, in more isolated areas, and on the smaller islands. Nine / trees have been planted and 95,000 are in course of being established. Sweet potatoes and peanuts have been introduced successfully into the pattern of subsistence agriculture.



Training facilities are now available at the recently established demonstration and training centre near Kavieng. Plans for the district envisage continuing activities in the fields already mentioned and the development of the training centre to handle 30 trainees per annum.

122. New Britain has been the scene of the most spectacular development of cash cropping by the indigenous people - the Tolai Cocoa Project. This scheme combines the enthusiasm and interest of the growers and the local government councils with the managerial and technical skills of the Departments of Native Affairs and of Agriculture. A high grade product is achieved through supervision at a number of modern fermentaries which have been constructed by the councils with funds provided by a bank loan guaranteed by the Administration. The Mission / there were / now over 4,000 registered growers in the area with a total of 2,250,000 trees.

Fifteen central fermentaries have been established with a capacity of about 1,100 tons of dry beans per annum. It is estimated that about 1,000 tons will be handled by these fermentaries this year and that an additional 200 tons will be handled by fermentaries outside the scheme. The Administration plans to increase the fermenting capacity by 500 tons. The Mission was informed that the figure of 2,000 tons as the estimated production in 1957, which was included in the report of the last Visiting Mission, was incorrect and probably resulted from a misunderstanding. It was explained that this figure of 2,000 tons represented what was then estimated to be the ultimate production of plantings in the Tolai area. Present estimates were that an ultimate production of 2,500 tons would be reached by 1963. The rate of planting was now slowing down in the area and more attention was being given to the improvement of production techniques. The Mission was able to spend some time examining this scheme,

inspecting the fermentaries and discussing them with the people and the officials. It was impressed with the progress that is being made and with the enthusiasm of all associated with it. The Mission was informed that apart from these developments in cocoa production, over 200,000 coconut palms had been planted in the last few years in this same area.

123. Outside the Gazelle Peninsula, progress was reported in the improvement of both subsistence and commercial crops. Throughout the sub-districts of Talasea and Kandrian, peanuts, bananas and Samoan taro have been distributed but efforts to promote rice-growing have met with little response. In these same sub-districts there have been extensive new plantings of coconuts and <sup>about</sup> ~~over~~ 150,000 cocoa trees have been planted, mainly in the vicinities of East Nakanai and Pomio. The Mission was informed that the West Nakanai people had rejected offers of assistance to establish cocoa as a cash crop although their land was highly suitable. ~~The people who spoke to the Mission~~ <sup>When They</sup> complained that the Administration had done nothing for them, ~~and the Mission pointed out to them~~ that they could only achieve material progress through accepting the Administration's offers of assistance and through their own efforts. The Mission hopes that the Administration will be able to win the confidence of the people in this area and assist them to develop their ~~apparently~~ fertile land.

124. The Administration has plans for further improvements in cash and subsistence crops in the outlying areas. There are now extension centres at Talliligap and at Talasea and another centre will be established at ~~Kandrian~~ <sup>dian</sup> later this year. Copra production is expected to expand and further plantings of cocoa in East Nakanai and the area from Pomio to Kandrian are expected to take place. Apart from the projected diploma-level agricultural college to be established near Kerevat, a training centre is being built at the centre at Talliligap which will have facilities for 50 trainees.



125. In the Sepik district, the Mission sought information on progress that had been made in implementing the plans that were given to the previous Mission when it visited the area in 1956. It was informed that the planned 400,000 new plantings of coconuts had not been realized. The District Agricultural Officer estimated that 50,000 had been planted, but he explained that this figure was only a rough estimate as no proper count could be made because of staff shortages. Plantings were mainly along the coast, very few having been made up the river because staff was not available. In answer to questions put by the Mission, the District Agricultural Officer said that coconuts were not very popular in the district. He explained that the yield was low and that marketing and transportation proved difficult where there were no roads. Training in copra production was, however, being provided. The Mission was informed that robusta coffee had proved to be a suitable crop and that it was undergoing rapid expansion in the coastal and hinterland areas; training programmes associated with this crop had been carried out. The District Agricultural Officer informed the Mission that the general training programme was ahead of schedule; up to 50 trainees had been enrolled in past courses and at present, there were twenty farmer trainees and twenty-three agricultural field workers undergoing training. The plans for cocoa had not been realized as further testing showed that it was unsuitable in the area and its production has been discouraged except in the But Boiken area. Rice production has been affected by competition from other crops and has contracted in the coastal and inland foothill areas but has expanded into new areas in the Sepik Basin and at Aitape. Rice milling centres have been increased from eleven to seventeen. The Mission was informed that the most significant developments over the last three years were associated with peanut production, which had proved to be very popular; a production figure of 1,000 tons per annum was in sight.

126. The main developments in the next few years were expected to occur in coffee and peanut production although further efforts would be made to encourage both copra and rice. The training programme which is planned to provide for 80 trainees will be linked to these crops. Special attention will be given to improving the marketing facilities for rice and copra on the Sepik and its tributaries. Rice milling centres will be established at Lumi, Ambunti and Pagui. The Mission enquired about the Rural Progress Societies and was informed that they were proving to be a success in marketing produce. It was explained that these societies were not classed as regular co-operatives as they received much more assistance and supervision than is normally given a co-operative. In areas where methods of agricultural production were not well developed, these societies had proved to be of considerable influence in the dissemination of extension work and technique among the producers. They were responsible to the Registrar of Co-operatives and were able to avail themselves of the training facilities provided by the co-operative organization. Thirteen clerks from this district had completed the Co-operative Inspector's Course at Port Moresby and were now working in rural progress societies in the district.

127. In the Morobe District, the Mission learned that a variety of cash crops had been introduced. Cocoa has been planted along the coast from Lae to Finschhafen, with a major project involving the planting of 100,000 trees at Finschhafen. Cocoa has not been successful around Lae. The Mission was informed that extension work in copra processing had resulted in a marked improvement in quality and production had expanded. Rice production which has decreased because of competition from peanuts and tree crops is being grown as a subsistence crop in the Finschhafen villages and there is a small commercial project in the Mumeng sub-district. Plantings of arabica coffee had expanded in the highlands to a total of 2,300,000 trees. A rural progress society has been



established in conjunction with the rice project in the Mumeng sub-district but the formation of societies in the Finschhafen area has been deferred pending a review of the marketing requirements of the coffee plantings. The Mission enquired whether the recently formed local government councils had in mind the establishment of cocoa fermentaries and was told that this had been suggested by the people but no action had been taken as present plantings were too small to warrant the expenditure. The Agricultural Officer was asked about the response of the people to the introduction of new cash crops and he stated that after initial enthusiasm interest tended to wane when the need for constant care became apparent. Small areas were planted up and many growers preferred to wait and see how successful these were before committing themselves fully. The Agricultural Officer also informed the Mission that the Administration had been successful in introducing a wider variety of subsistence crops and that, as a result, the diet of the people had been vastly improved.

128. Future plans for the district provide for particular attention to standards of cultivation and maintenance for the highland coffee plantings; expansion of peanut and copra production and the provision of marketing facilities; expansion of successful initial work in the production of food and truck crops in mountain areas; further distribution of food crop seeds and the development of co-operative type marketing facilities for coastal crops in the Finschhafen area; and expansion of robusta coffee planting on the poorer coastal soils. Training will be provided in adjacent districts.

~~128~~<sup>129</sup>. In the Eastern Highlands, the Mission learned that considerable success along the lines indicated to the 1956 Visiting Mission had been achieved. The extension activities of the Administration have been expanded and have met with an enthusiastic response from the growers. The Mission was informed that coffee plantings now numbered 1,500,000 and that the standards of planting and maintenance

were excellent. Passion fruit production had expanded to 2,000,000 lbs. per annum which was all the processors could handle. Truck crop production has reached 4,000 tons per annum and peanuts are being grown for both subsistence and commercial purpose. The agricultural committees which were mentioned to the previous Mission have been replaced by extension field days. These have proved very successful particularly in connexion with coffee. The Mission was also informed that frost-resistant potatoes had been successfully introduced and that experimentation with pyrethrum had reached an advanced stage. Pond fisheries have been established, but the results have not been very encouraging. The Mission was informed that local leaders tended to regard them as their property and refused to allow them to be fished. Pig breeding has progressed and boars have been made available at patrol posts. The land use surveys in the Chimbu area have not been completed. The District Agricultural Officer explained that until very recently there was only one officer in the Chimbu area but now that an additional officer has been posted there he expected that the survey work would be accelerated. The farmer training programme has been established at a level of 30 trainees per annum.

130. The Mission was informed that future plans for the district envisage a slowing down in the rate of coffee planting because of the depressed market. Peanut production will be expanded and passion fruit production will be maintained at the level of processing capacity. Particular attention will be given to cash and subsistence cropping in the higher mountain areas and trial distributions of pyrethrum will be made. The survey of the Chimbu area will be made more intensive and facilities for farmer training will be provided for 80 trainees per annum. Attention will be given to promoting irrigation in the drier areas and attempts will be made to establish selected individual farmers as pig-keepers. Extension work in land conservation through the restriction of burning and by means of tree planting which has been most successful will be given a high priority.



137. In the Western Highlands, the Mission was informed that plans for the expansion of agricultural extension activities had been implemented. There was now a station at Mt. Hagen and a centre at Minj. Coffee plantings have been made and interest in this crop is particularly high in the Minj sub-district.

However, it was explained that there were some doubts about the suitability of coffee as the principal crop for the district. This, together with the current low price, has led officers to direct growers' interest to other crops although every assistance has been given to those who wished to plant coffee. Peanut production has expanded and truck cropping has also become important. As in the Eastern Highlands, attention is being given to high altitude agriculture. Frost-resistant potatoes have been distributed and experiments are being conducted at Korn Farm with frost-resistant wheat varieties; experiments with varieties of boiling barley will also be carried out. Progress made in improving the variety of subsistence crops has been slow owing to the large population and the limited quantities of seed available. However better varieties of sweet potatoes and bananas have been distributed. Passion fruit production is at the limit of the capacity of the processing plant and has been increased from 243,000 lbs in 1956 to an estimated 600,000 lbs in 1959. A pond fisheries centre has been established at Mt. Hagen though it has not yet been stocked with fish pending further investigations as to the suitability of the tilapia fish. A training programme has been initiated at Mt. Hagen station and it will be expanded to accommodate 50 trainees per annum.

138. The Mission has gone into some detail in surveying what has been done and what is planned in each of the districts it was able to visit. It hopes that in this way it will be able to lay emphasis on the diversity of the environment in which this development is being attempted and at the same time illustrate some of the problems which have been encountered. It is against this background that the figures for indigenous production should be studied.

133. Figures supplied to the Mission by the Administration show that the value of cash crops produced by the indigenous people in the last financial year was estimated to be £1,450,000. Figures for each crop were as follows: copra, 16,000 tons; cocoa, 700 tons from 10,000 acres; coffee, 100 tons from 4,000 acres; peanuts, 500 tons; paddy rice, 750 tons; passion fruit, 535 tons; truck crops, 12,000 tons. Except in the case of rice these figures indicate increases over production for the previous year. Nevertheless, the increases are not particularly great and the total production of cash crops is still quite small.

134. In trying to assess what these figures represent, the Mission would like to state that it wishes to commend the Administering Authority on what it has done towards the improvement of indigenous agriculture. Considerable success has been achieved in introducing new subsistence crops and so improving the normal diet. Cash cropping is becoming more popular and is expanding throughout the Territory. More and more indigenous growers are being brought into contact with agricultural extension services through patrols and by means of farmer training programmes. Marketing and distribution problems are being tackled through co-operative type organizations. The Mission does not believe that full extent of the progress is shown in these figures, for instance, full production from tree crops which take from five to seven years to mature, is only apparent long after the initial plantings have been made.

135. <sup>It appears (5)</sup> ~~However, the Mission cannot feel satisfied at the present state of indigenous~~  
~~agriculture in/ Territory; there is still~~ <sup>that</sup> a vast amount of work <sup>still</sup> ~~that~~ remains to be done. It appreciates fully the social, economic and technical difficulties associated with accomplishing an agricultural revolution in New Guinea. It would not want to urge the Administering Authority into hasty and ill-conceived schemes of development which might fail in their main purpose and cause not only



misery and distress but seriously weaken the people's trust and confidence in the Administration at a stage when it is particularly important that this should be strengthened. However, the Mission <sup>hopes</sup> ~~believes~~ that the Administering Authority will intensify its efforts in this field and ~~it hopes~~ that the Extension Division's new approach to its tasks, together with the early solution of land tenure problems and the completion of basic land use surveys, will result in substantial progress in agriculture over the next few years.

#### Land

##### Land shortage

136. The Mission, noting that there had been conflicting reports of land shortages in some areas of the Territory, requested the views of the Administration in order to set the record straight and dispel any confusion which might exist on this subject. It also wanted to know what steps the Administering Authority was taking or considering to remedy the situation, in case land shortages existed or were developing.

137. The Assistant Administrator pointed out that the overall population density of nine persons per square mile did not suggest a land shortage. Assuming that only one-third of the land was useful, the resulting density of 27 persons per square mile still did not suggest a land shortage. Obviously there were population pressures such as in the Chimbu area (Eastern Highlands) and perhaps in the rapidly increasing population in the Tolai area (Gazelle Peninsula) where there were visible land shortages "either immediately or in the reasonably near future". On an overall or Territory-wide basis, however, he felt that figures belied any suggestion that a land shortage existed.

138. The Administrator agreed that population pressures existed in the Chimbu area and in the Gazelle Peninsula. In the latter, steps were being taken to alleviate it. In the Warangoi Valley, blocks of land were being made available for indigenous settlement, and the Vudal Scheme also provided the people with opportunities for more land. At present, the Chimbu problem was being examined and means were being sought to solve it. No decision had been reached, but it might be necessary to move some of the people into the Wahgi Valley.

139 ~~140~~. The land referred to in the Warangoi Valley, a block of 357 acres, has been leased to the Vunamami Native Local Government Council. Three additional

blocks consisting of about 1,300 acres are also being reserved in this area for the resettlement of indigenous persons. The Vudal Scheme consists of a 1,000-acre block of land which was leased to the Rabaul Native Local Government Council, for sub-leasing to persons in its area who are in need of land. Since the Council has failed to carry the project through to a successful conclusion, an outside group of Nanga Nanga people, in need of land has been permitted to participate in the Scheme. If a satisfactory credit scheme can be devised, it is felt that success in their case can be achieved.

140. The Mission heard a great deal about land on the Gazelle Peninsula.

Villages with land shortages were named by speakers at public meetings. There were demands for the return of alienated land whose ownership is disputed, and demands that land not being used should be turned over to people who need it.

A particular source of irritation appeared to be the existence of considerable areas of alienated land not being used near villages which claimed they needed land or would need it shortly. After hearing numerous complaints, arguments and explanations concerning land, the Mission is quite sure that, regardless of their merits, considerable uneasiness does exist about land. Furthermore,

in view of the considerable alienation which occurred in earlier times in the Tolai area, and the present rapidly increasing Tolai population, shortages will soon appear in the Gazelle Peninsula area if they do not already exist.

Due to the rapidly increasing population the same may be said about the Highlands and some other areas. In the Sepik District the problem is different; much of the land is poor, and as long as the people live in these areas, they can produce little in the way of a cash income.



141. In describing projects for the re-settlement of indigenous persons in the Vudal area and the Warangoi Valley, the Administration noted that shifts of population were not simple tasks, governed only by practical considerations. Even when the opportunity and the need to move existed, it was very difficult to get the people to do so. Their old customs and beliefs tied them to the land they lived on, which they would not forsake readily even though it could no longer support them. <sup>The Administration also</sup> / pointed out that even in the Tolai area, where knowledge of a cash economy was most advanced, and responsiveness to the need to shift to other areas was probably greater than in other parts of the Territory, there were signs of resistance to moving, because of old ties.

142. The Mission agrees that population shifts are not going to be simple tasks.

In view of the difficulties which will be encountered and the fact that time will rapidly aggravate population pressures, <sup>it feels</sup> / that the Administering Authority should attack the problem more vigorously. The Warangoi Valley and the Vudal Schemes appear to be test projects as far as the re-settlement of indigenous persons is concerned. Since they will involve only a few hundred settlers, their contribution toward relieving population pressure or land shortages is not going to be very important. But the experience and knowledge gained from their successes or failures / will be invaluable in future re-settlement projects. It takes time, however, to acquire such experience and knowledge. The Vudal Scheme, for example, has been underway for five years, and it will still take some years to bring it to a conclusion. The Mission is certain that the Administering Authority must have now realized that time does not permit re-settlement experiments to be tried out consecutively, but that it should have a number of such schemes in progress simultaneously through the Territory, not just the two noted on the Gazelle Peninsula. The Mission knows that the

Administration is also examining the problem of population pressure in the Chimbu region and the feasibility of re-settling villages into the Wahgi Valley. It feels however, that the whole problem demands greater urgency because it could become serious in the immediate future. It will then be too late to introduce emergency measures, as in the words of the Administrator himself, this is a problem which cannot be dealt with overnight.

#### Land tenure

143. Another problem partly related to land shortages concerns customary forms of land tenure. The Administration is aware that a successful cash economy with permanent tree crops is impossible under the old systems. The Minister for Territories noted that from the beginning the Administering Authority had laid down a policy designed to preserve indigenous land ownership, and that this policy had been carried out. He thought that the cultivator should have the opportunity to obtain a right in land and should always be able to keep it. Under customary systems, however, where control and inheritance are devised for a simple subsistence economy, an individual's sons or daughters may not inherit the land he has planted, but some person who has had nothing to do with it. The time has now come for the Administering Authority to introduce some major reforms in land tenure in order to ensure that individuals able and willing to develop it had access to land. Due to the existing systems of tenure, as well as other factors, it would be necessary to consider major transfers of population. The Administration was planning action in two ways: by obtaining possession of land which was unused and sparsely occupied and allotting it in holdings to land seekers from overpopulated areas or areas of poorly productive land; and by devising a scheme for conversion of land rights from customary tenure to individual holdings. The Warangoi and Vudal projects were examples of the work of this nature that was being done.



144. The Mission also learned that in December 1958, the District Commissioners chose as the subject for their conference at Port Moresby, "Land Tenure Systems". They unanimously agreed that the present system, "makes a terrible muddle of tree cropping and there has got to be an alteration to freehold land holdings or lease holdings". As far as legislation is concerned, the Administration already has all that is necessary to change the customary form of tenure. However, it has not introduced any element of compulsion in this change, and an impasse has been reached due to the fact that the people refuse to sell their customary land to the Administering Authority. It has no land to distribute on a freehold/ or leasehold basis until they agree to sell land. This aspect of the problem is particularly apparent among the Tolai people who want to retain their land for use in their own way, but want other land, either freehold or leasehold, for tree crops and other cash crops. Any suggestion that they should sell land held under customary tenure to the Administration, to be leased back to them, is strongly resisted.

145. Indigenous persons are becoming aware of the difficulties which are developing with cash crops, for the Tikana Local Government Council in New Ireland informed the Mission that it had been discussing this question. Individuals could plant subsistence crops on village held land, but they were not permitted to plant cocoa, copra or coffee. They realized, or at least the more informed members of the community did, that their customary system of land tenure was geared for a subsistence economy, but not for cash crops. Administrative officers did not think that the councillors and the people could solve this problem alone, but would need the assistance of the Administration. It would have to find some way to make land available on lease to men who could pass it on to their children.

146. The Mission agrees that the indigenous people alone cannot cope with the problem of changing their system of land tenure and land use to meet the conditions which are developing with cash cropping, particularly tree crops. It is glad to note that the Administration is aware of the situation and of the danger that exists in failing to deal judiciously with it. It feels that, as Administration officials may have had little or no experience in dealing with a problem of this kind, they cannot be expected to solve it without expert assistance. Although the change of traditional land tenure systems may be new in the Territory, it is not new in many parts of the world, the Mission believes that the Administration would be well advised to profit from the experience and assistance of those who have already dealt with this difficult problem.

#### Forestry

147. It is quite apparent to the Mission that one of New Guinea's most extensive and valuable resources is its forests. The development of this resource is only in its infancy and the Mission was pleased to learn that the Administration is carefully controlling lumbering operations with a view to conserving this valuable asset. It was informed that the present saw-milling activities were supplying much of the sawn timber needed by the building industry in the Territory and that the best of this could compete favourably on the export market. At Bulolo, there is a ply-wood industry, Commonwealth New Guinea Timbers Ltd., which is jointly conducted by the Australian Government and the Bulolo Gold Dredging Co. This industry produces a very fine plywood which is marketed throughout the Territory and overseas. Last year, exports were valued at over £1 million.



Most of the plywood is absorbed within Australia but a considerable quantity is sold in the United States of America. The Mission was able to visit the company's factory at Bulolo and was impressed with its efficiency.

148. The Mission also saw some of the reforestation work at Bulolo being carried out by the Silvicultural branch of the Department of Agriculture and Forestry. The areas cut over by the plywood factory and the Government sawmill are being replanted with hoop and klinkii pine at the rate of about 1,100 acres per year. The cycle of felling-planting-felling, it was estimated, would take about fifty years to complete. The operation involves a nursery and plantation establishment and road construction. Twelve Europeans and 500 New Guineans are employed on this work.

<sup>149</sup>  
~~149~~. On the Sepik River, where the stream and its tributaries can be used for transporting the logs, a quite substantial timber industry has developed. <sup>Indigenous</sup> ~~Native~~ <sup>people</sup> ~~timber fellers~~ cut trees on their own land and then raft or two them down stream to the mills at Angoram and Marienberg. Six sawmills operate within the Sepik District, but do not yet produce enough for export.

150. In the Western Highlands District, there are two commercial sawmills and a number of small Administration-owned mills. The potential of these mills is limited and, apart from the one at Nondugl, timber produce is used almost entirely by the Administration. The Christian missions also operate some sawmills, with timber bought from indigenous owners. The products are used in mission construction work, as, for example, in the building of the very fine hospital at Mambisanda.

### Mining

151. As comparatively large-scale mining by dredging, operated by European miners and companies, continues to decline, alluvial mining by indigenous people is contributing fairly significantly to the economic life in the five districts on the island of New Guinea. In each of the four districts visited, the Mission saw evidences of the increasing role this activity is playing. Every encouragement is now being given to these mines and field officers of the Department of Lands Survey and Mines keep in constant contact with the miners to supervise and instruct them in their mining operations, registering their claims, and assisting them in further prospecting.

152. In Morobe District, during the first half of the year 1958-59, native miners produced approximately 570 fine ounces of gold with a value of £8,904 and 135 fine ounces of silver valued at £41, mostly from the upper Watut and Mumeng areas.

153. Mining operations in the Sepik District is centred in the Maprik area, where a mining field officer is at present stationed. At public meetings held at Ambunti and Avatip, miners complained that they wanted the Administration to pay them more for their gold. It was pointed out to them that the price of gold was determined by factors beyond the control of the Administration which acted only as an agent in the sale of their gold.

154. During the drive from Togoba to Mt Hagen in the Western Highlands, the Mission saw a demonstration of how native mining is carried out. A small dam is made in the stream and the water diverted to the head of the sluice-box, the wash is then shovelled into the head of the box where it is puddled. Stones are removed and the remainder of the material is washed through the box and tail-race. Gold has been found in several areas but in payable quantities only in the Haramp, a tributary of the Jimmi river; the Tunim, a tributary of the Sau river; and the Upper Porgera river.



155. Kainantu is the main area for mining in the Eastern Highlands District and some two thousand people are engaged in this work, but without any interference with their subsistence cultivations.

Public Finances: Taxation

156. Just before the Mission left Australia, the Administering Authority announced its plan to reorganize the internal revenue system of the Territory. An important feature of the scheme is the introduction of direct taxation on the incomes of individuals and companies and a bill for this purpose had been introduced in the Legislative Council.

157. It will be recalled that for some years past, the Trusteeship Council has suggested certain changes in the revenue system of the Territory including the introduction of direct taxation. At the twenty-second session, the Administering Authority informed the Council that an investigation of territorial revenues was in the course of being carried out and that this might lead to the imposition of a tax on incomes.

158. The report of this investigation, which was made available to the Mission, reviews the existing sources of revenue and examines them in relation to the economic needs of the Territory and in terms of the equitableness of their incidence on the various sections of the population. It suggests certain modifications in most of the revenue-producing fields including the abolition of export duties and certain adjustments in import duties. Direct taxation of incomes is suggested as more equitable and as providing a sounder and more flexible basis for budgetary purposes.

~~160~~  
159. The Minister of State for Territories told the Mission that the proposed re-organization, which would include direct taxation, the abolition of export duties and adjustments to certain import duties, would come into operation on 1 July 1959. He expected the new tax to yield about £1,250,000, but the loss of export duties would cost about £800,000 while the adjustments of import duties would cost a further £250,000. He, therefore, expected a net gain to revenue of about £200,000.

160. At the time of the Mission's visit, the question of direct taxation was a matter of public discussion. It was debated in the Legislative Council, where considerable opposition was expressed by the non-official members who contended that direct taxation would discourage investment which the Territory badly needed. All the non-official members, including the two New Guineans, asked for a public enquiry into the question before any decision was made.

161. In a document supplied to the Mission, the Administering Authority contends that the new proposals will in no way inhibit investment but on the contrary should encourage it.

"Income tax will give special encouragement to investment in the plantation industries by virtue of the "carry-forward of losses" provision. The fact that planters establishing themselves in the Territory following the imposition of income tax will be able to carry forward their losses for a period of seven years means that planters (viz., in the tree-crop industries for which the establishment period may be five years or more) can write off their developmental expenditure such as clearing, planting and tending etc., against gross returns - thus they may have virtual tax exemption for their first ten or even more years of operation and this should be a great encouragement to entry into the planting industry as compared with the situation at present for the copra, cocoa and rubber industries under a revenue system which includes export duty on the gross proceeds from products. Further development of established plantations will, of course, also be encouraged since the cost of clearing, planting and tending of new areas will be a charge against taxable profits of the plantation as a whole - this will encourage the ploughing back of profits by individual planters and companies as well as the raising of new funds from outside the business for expansion purposes. Income tax is a more equitable tax than export duties (which will be eliminated upon its introduction), since the contrast to export duties which are imposed on gross returns before any expenses are met, income tax is only imposed upon net profits after allowing for all reasonable expenses including some depreciation. In addition, capital expenditure in mining and forestry will be encouraged by the allowing of capital costs incurred in the development of mines and of forestry-access roads and bridges to be written off against taxable profits over the length of the life of the mine or forest, or 25 years, whichever is the lesser."



162. Since these proposals were submitted on the eve of its departure, the Mission was unable to study them in any great detail. However, it is in agreement with the general principles upon which they are based and it believes that their <sup>adoption</sup> / will place the Territory's finances on a sounder *basis*.

163. As indicated earlier, these changes are not expected to add appreciably to the amount of revenue collected from internal sources and will in no way affect the Territory's need for substantial financial grants from Australia. In the last year, this grant amounted to £6 million, while in the same period, internal revenue amounted to almost £3 million, the bulk of which came from customs levies. A new source of internal revenue last year was derived from the Personal Tax of £2 which was collected for the first time. The total amount collected up to 30 June 1958 was £69,304.

164. This pattern of public finance is a product of under-development and is even encountered <sup>even</sup> in territories where the level of development is much higher than ~~it is~~ in New Guinea. Services that are provided in the course of general administration and in such fields as health, education and agriculture require a revenue which at the present time cannot be provided from within New Guinea. Moreover, these services will inevitably expand and make even greater demands on the Territory's financial resources. Capital works such as <sup>(public buildings,</sup> schools, hospitals, roads, bridges and airfields also require finance beyond New Guinea's capacity to provide and in these fields too the demand will inevitably become greater. The Territory will undoubtedly have to rely on financial assistance from Australia for a considerable number of years.

# CHAPTER IV

## SOCIAL ADVANCEMENT

### Discriminatory legislation

165. The Mission was happy to learn that the Administrator had decided to abolish the curfew and that this would be effective on 20 April/throughout the Territory. <sup>1959,</sup> On this date, restrictions on the movement of indigenous persons, who had had to obtain written permission to enter or remain in certain towns, or be absent from their quarters in those towns between the hours of 11.00 p.m. and 5.00 a.m., were to be abolished.

166. The revocation of the curfew restrictions is actually only one feature of a series of legislative changes underway at present, which began with the establishment of a committee in 1958 to review discriminatory legislation. It first sought out major phases of discrimination for immediate action and as a result, the Native Administration Regulations and Native Regulations were amended to a large extent, removing curfew and associated restrictions. Criminal legislation relating to sexual offences was also completely amended in order to eliminate any existing discriminatory provisions. These were the major actions taken so far, but the work of the committee is continuing and quite a number of matters remain to be dealt with. The committee had produced a list of Ordinances in which there were discriminatory clauses and referred them to various departmental heads and information regarding these was now being furnished <sup>to</sup> it. The test being applied for the retention of a discriminatory feature is that it must be in the interest of indigenous persons.

### Liquor restrictions

167. Another matter which was mentioned to the Mission at some of its meetings with the people, related to the restrictions imposed on the sale of alcoholic liquor to the indigenous people. In reply to a question asking for his views on future policy in this respect, the Administrator said that it had been considered over the past four or five years and a Legislative Council committee had examined the problem. No real solution had been arrived at but officers were still working on the problem.

### Labour

168. At 31 March 1958, there were 43,359 indigenous persons in paid employment including members of the Police Force. Approximately 11,000 of these were engaged in skilled or semi-skilled occupations. In the past, the minimum cash wage was 300 shillings per annum. Employers provided medical attention, housing, food, clothing, travelling expenses and other items free of charge to the worker.



169. The Mission heard various complaints concerning labour during its tour of the Territory. In the Manus, Morobe and Sepik Districts, higher wages were demanded at public meetings. In the Sepik District, there was a surplus of labourers who could not find employment due to their unpopularity among some employers. Officials felt that if this continued, serious difficulties would arise and the unemployment problem would have to be attacked by stimulating an increasing production of cash crops.

170. In New Britain, <sup>plantation</sup> ~~The~~ complaint was against ~~the~~ workers. Here considerable trouble had arisen from desertions, particularly in the case of men from the Sepik District. Individuals entered into labour agreements for the purpose of obtaining free transportation to the Rabaul area, knowing that they could not be punished for breaking their agreement before or after their arrival at the place of employment. One group of 17 plantations reported that they had suffered 774 desertions from 1952 to the end of 1958. One leading New Guinean in the Sepik District was so concerned by the actions of his people in this respect that he advocated that penal sanctions should be introduced in the Labour Ordinance. Responsible leaders, as baffled regarding the desertions as were Administration officers, met to consider the problem and decided that they would attempt to persuade young men to honour their labour agreements in the future.

171. The Mission learned, however, that excellent relations existed between other planters and their workers, and that the former had no desertion problems. They had daily contacts with their workers and were known as "good employers", who provided good living conditions, and were concerned generally about the welfare of their workers. ~~Why~~ It would appear therefore that, to a certain extent, employers themselves might be responsible for the existence of the desertion ~~problem.~~

172. At Port Moresby, the Mission was informed that a new Native Employment Ordinance had been passed, and that under it minimum wages were increased to 325 shillings per annum for ordinary labour, and the rate for heavy labour was increased to 455 shillings. Provision was made for contract workers to be returned home after one or two contracts, but married workers may stay for more than the two-year contract period. Highly skilled workers, able to look after themselves, will not be subject to the more restrictive sections of the new Ordinance. Generally, the Administration noted, there is a broadening of the provisions under which labour may be employed, but there are special provisions, described as stringent conditions, concerning the employment of women. The better features of the old legislation have been retained, whereby all medical services, transport expenses and other features relating to the general welfare of the worker must be provided by the employer. In order to cope with the problem of labour desertions, provision has been made to pay workers in their home districts after they have completed the period of their agreement. When the problem was being considered, a form of identity card for workers was also discussed at a meeting of employers and their representatives, but they did not think this was desirable and recommended that it be rejected.

173. A separate ordinance has also been passed constituting the Employment Advisory Board which was announced by the Administering Authority in 1958. The permanent chairman has been appointed and was expected to arrive in the Territory in April 1959, at which time the Board would be set up and become a permanent part of the Administration. The other members would consist of two Administration officers, two representatives of employers of Natives, and two Native representatives of employees. The Board has been provided with the following functions:



- (a) to inquire into and report to the Administrator on such matters relating to the employment of natives as are referred to it from time to time by the Administrator;
- (b) to inquire into and advise the Administrator on any changes in the conditions of employment or the cost of living, which have a direct bearing on the fixing of minimum wages or margins for skill of native employees; and
- (c) to present to the Administrator at least once in every year a report reviewing the operation of all legislation relating to the employment of natives and drawing attention to any measures which may in its opinion be desirable for achieving the purposes of that legislation.

#### Public Health

174. Like its predecessor, the Mission feels that of the many problems ~~with~~ <sup>confront</sup> which the Administration is ~~confronted~~ in the field of public health, two of the main ones still appear to be the provision of adequate facilities and the training of indigencous medical personnel.

175. In health, as in education, the Administration receives close co-operation from the Christian missions, to whom it gives financial support for this aspect of their work. The total number of hospitals maintained by the Administration and the missions is seventy-seven and fifty-one respectively. Quite a number of them, especially some of the Administration ones, are ~~however~~ badly in need of replacement. The Mission was glad to note that progress is being made in carrying out the programme of new hospital construction.

176. In line with the Administration's policy, the new hospitals are being built in two stages, one for New Guineans and the other for Europeans, in close proximity to each other so that common services can be shared. Thus, in Nonga, near Rabaul, stage 1 for New Guineans and at Lae and Wewak stages 1 for Europeans, have been completed. New hospitals have also been built at Saidor and Bundi in Madang District, at Laiagam in the Western Highlands and at Gumine, Henganofi and Lufa in the Eastern Highlands District. The new general hospital at Madang, estimated to cost £700,000, is under construction, while plans are being prepared for the building of a new base hospital at Goroka, at a cost of £750,000 and for the reconstruction of the

hospital at Bogia in Madang District. New hospitals are also to be built at Green River and Nuku in the Sepik District.

177. Furthermore, in co-operation with Christian missions, a new hospital has been completed at Mambisanda in the Western Highlands District, and tuberculosis hospitals <sup>have been</sup> built at Bita Paka in New Britain District and at Butaweng, near Finschhafen, in Morobe District. A new Hansenide colony is at present under construction at Aitape in the Sepik District.

178. The Mission visited several new hospitals, both those run by the Administration and by the Christian missions. In particular, the Mission was much impressed by the Administration hospital at Nonga, the tuberculosis sanatorium at Butaweng and the general hospital at Mambisanda, both operated by the New Guinea Lutheran Mission. It also visited many other hospitals, such as the Administration ones at Lorengau, Kavieng, Malahang (Lae), Lumi, Maprik, Mount Hagen, Kainantu, Kundiawa and Goroka and Christian mission hospitals such as those at Lemakot, Vunapope and the maternity hospital at Dagua operated by Roman Catholic missions, the Hansenide colony at Togoba run by the Seventh Day Adventists and the general hospital at Kombares run by the Australian Baptist Mission.

179. Some of these hospitals the Mission found to be well-run and adequately equipped. Others, more particularly several maintained by the Administration, it regrets to say, were in very poor condition. It can only hope that in the near future these dilapidated buildings and inadequate facilities will be replaced by establishments worthy of the devoted service performed by the doctors and their staffs.

180. This hope is accentuated by the excellent hospital at Nonga where the non-paying, or New Guinean section, is already functioning. It is fully staffed and furnished with modern equipment, including <sup>rooms for</sup> air-conditioned/X-ray and pathological services, and theatre block containing two operating theatres



and rooms for sterilizing, anesthesia, plaster and staff. It has accommodation for 296 beds and includes all the necessary ancillary services, such as food, laundry, boiler, electricity, ambulance, incinerator, recreational hall and quarters for married and single indigenous staff. Attached to the hospital is a medical training school for nurses, Hospital Assistants, and Aid Post Orderlies. The Mission feels that the Administration is to be highly commended for the establishment of this hospital, which it hopes will be the prototype of the other base hospitals to be built.

181. In addition to hospitals, the Mission visited many other medical establishments administer which / to the general health needs of the people. It was most interested to see the work being carried out at the Malaria Control centre at Maprik and was gratified to note that New Guinean assistants were helping in the work of combatting this widespread disease, which is <sup>the</sup> greatest cause of morbidity in the Territory. The Mission was also shown over the artificial limb factory at Lae, a unique project mainly initiated and directed by an Australian who, himself is teaching his skills to New Guinean assistants. handicapped by the loss of a leg, / His work, the Mission feels, is worthy of special commendation.

182. During its tour, the Mission also visited several Medical Aid Posts and Infant, Child and Maternity clinics. These services usually provide the first contact which the majority of people living in the villages have with proper medical care. Thus they are, in the opinion of the Mission, a most important element of the public health work in the Territory. It was therefore, very pleased to see the interest evinced in this connection by several of the Local Government Councils, which had constructed and were maintaining Aid Posts in their areas, one such example being the three built by the Tikana Local Government Council in New Ireland District.

183. With regard to the problem of ~~the~~ training ~~of~~ indigenous medical personnel, the Mission, while recognizing that it is closely linked to the level of education reached in the Territory, feels that the figures speak for themselves. There are only two assistant medical practitioners and one health inspector's assistant, all three of whom are graduates of the Central Medical School at Suva. At this School, at 30 June 1958, there were eleven New Guinean students, one in his preliminary year, six training to become assistant medical practitioners, one an assistant dental practitioner, one a laboratory assistant and two nurses. Training at the base hospitals in the Territory is given to Nurses, Aid Post orderlies, hospital assistants, infant welfare assistants, X-ray assistants and laboratory assistants. The Mission saw some of these classes where the students were being instructed in the fundamentals of their work through the medium of pidgin. The Mission realizes the difficulties faced by the Administration in this respect and can only hope that, with the advancement of general education and the teaching of English as the lingua franca of the Territory, progress will be reflected in the training of indigenous medical personnel in all branches of public health work. Furthermore, with the functioning of the proposed medical school of the Suva type to be established at Port Moresby to cater for the needs of both Papua and New Guinea, added impetus should be given to increasing the role of the indigenous medical practitioner.

184. With regard to the non-indigenous medical staff, the Mission was given to understand that the situation has improved/<sup>as</sup> compared to what it was at the time of the previous Mission's visit. The system of cadetships for medical officers and medical assistants for training in Australia is functioning satisfactorily. Scholarships for pre-school training are also granted annually to European and Asian applicants.



185 Before concluding its remarks on public health, the Mission wishes to mention that during its visit to the hospital at Kainantu in the Eastern Highlands District, it saw a patient afflicted with kuru, the indigenous name for a disease syndrome new to western medicine. It is estimated that 1% of the 16,000 people in the area where it occurs, are currently afflicted with kuru, which is fatal within twelve months of onset. In some communities over the past five years 50% of all deaths are attributed to it. There is no treatment for the disease and as yet no known means of preventing it. The Mission was much struck by the interested care and research on this comparatively unknown disease carried out by the doctor in charge, who is being aided in his investigations by specialists from the University of Adelaide and from the National Institute of Health at Bethesda, Maryland, U.S.A. Though only seemingly affecting a small group of people in this particular area, the Mission sincerely wishes every success to these men in finding a cure for the helpless victims of this dread disease.

#### Native clubs

186. At the time of the previous Mission's visit, the Goroka Native Club was the only one of its type in the Territory. The present Mission was very pleased to learn that during the intervening period, numerous clubs of a similar kind had been formed in other parts of the Territory. It had occasion to visit such clubs at Wewak and Kundiawa, where, in both places, there are not only men's clubs but women's clubs as well. The Mission feels that the Administration is to be commended for the help it has given in fostering the formation of these praiseworthy adjuncts to the social life of the people.

187. Though not clubs in the strict sense of the word, local associations of Boy Scouts and Girl Guides are to be found in most centres throughout the Territory. The Mission was told that there is also a Brownie Pack, recently formed at Goroka, which includes children of all races. All these activities play a most useful role, not the least of which is in bringing Europeans and New Guineans together in an unofficial association.

## CHAPTER V

### EDUCATIONAL ADVANCEMENT

#### Education

168. Some years ago, the Administering Authority set out its objectives in the educational field and introduced a Five Year Plan as the first step in achieving those objectives. Briefly, the plan was a comprehensive one which sought to spread literacy through primary education and to provide secondary, technical and adult education. The bulk of the work of education has always been carried out by the Christian missions, indeed every mission has regarded the work of education as one of its primary and most important functions. The missions, therefore, were given a very important role to play in the Administration's plan for spreading education. However, the Administration was aware of certain deficiencies in the mission system. Many of the teachers, both New Guinean and expatriate, had no qualifications and the curriculum was often unsatisfactory. The task the Administration set itself, therefore, involved not only expanding and improving its own educational services through the establishment of more schools and the training of more teachers, but also an attempt to raise the standard of education provided in the very large number of mission schools.

169. Subsequently in 1955, as indicated in the report of the <sup>1956</sup> Visiting Mission, this plan was modified to the extent that emphasis was to be placed on providing primary education throughout the Territory. The goal of primary education was stated to be literacy in English, although no directives would be issued against the use of Melanesian pidgin and vernacular languages in schools. In keeping with this new emphasis, special efforts were to be made to increase the number of qualified teachers in both the mission and administration schools and to ensure the co-operation of the Christian missions. At the same time, technical training was to be provided in both primary and special



schools in response to the developing needs of the people. While these tasks were given priority, the other broader phases of education, including the provision of all forms of post primary education, as set out in the plan, were re-affirmed.

190. In January of this year, the Minister ~~of~~ for Territories approved certain arrangements which are designed to accelerate the spread of primary education. When this announcement was made, it was stated that over half of the children of school age were not receiving primary education and that of these only about one-third were being taught efficiently. To remedy this situation the Administration would spare no effort to improve and expand its own educational services but it re-affirmed its belief that the most beneficial and speedy results would be obtained by improving the standards in the existing system of mission schools. This line of approach is, of course, not new; it has been the basis of the Administration's efforts since the war, but what is new is that certain measures designed to intensify the attempts to improve the standards in mission schools will be introduced. These are:

(i) The Administration will provide more officers to carry out inspection and supervision.

(ii) The Administration will examine the possibility of providing more financial assistance for the training of mission teachers.

(iii) The Administration will cease at the end of 1959 to give financial assistance to mission schools which do not teach English.

(iv) Mission schools using as teaching media vernacular languages which are not the mother tongues of pupils, will be closed in 1960.

191. In implementing these changes approval has already been given for additional inspectors, four of whom will have regional responsibilities. Three of these regional inspectors will be concerned with the Territory. Additional District Education Officers will be appointed so that there will be one in each district and three others will be appointed who will be available for special assignments

the work of when/inspection lags behind in particular areas. The duties of all Education Officers have been expanded to include supervisory and inspectorial functions as Area Education Officers. The duty of an Area Education Officer will be to promote the efficiency of all primary schools in his area whether mission or Administration. He will have limited authority under the direction of the District Education Officer to inspect primary schools, but his most important function will be the in-service training of native teachers in primary schools. He will be expected to use the school at his base as a demonstration school at which short courses for mission teachers will be conducted. These courses are to be followed up by regular visits to the schools to see that what has been learned is being put into practice. His aim is to ensure that uncertificated teachers qualify at least for a Permit to Teach and that the missions' "Exempt" schools are raised to a standard which will permit of their being "recognized".

192. The Mission was pleased to note these recent decisions and feels that when they are fully implemented, they should do much to improve the standards in all schools, particularly in the mission schools, and <sup>thus</sup> materially assist the Administration in achieving its goal of universal primary education.

193. The latest figures show that the Administration's own school system has continued to expand. In 1958, the Administration had 184 schools, staffed by 483 teachers and attended by 11,333 pupils, as compared with 152 schools, 424 teachers and 9,968 pupils in the preceding year. On the other hand, comparable figures for mission schools would at first sight indicate a decline. The number of mission schools fell from 3,149 to 2,767, the number of teachers from 4,155 to 3,620 and the number of pupils from 114,976 to 108,046. However, it was explained to the Mission that this apparent decline was <sup>due</sup> to the closing or consolidating of schools and the weeding out of incompetent teachers in pursuance of the Administration's educational policy.



194 The Mission also learned that the great majority of mission schools were still classified as "exempt", that is, they had <sup>not</sup> been judged by the Administration as <sup>so thus</sup> qualified either to be registered or recognized and <sup>in</sup>eligible for subsidization. In 1958, there were only <sup>227</sup> mission schools with <sup>619</sup> teachers and <sup>19,481</sup> pupils which had been registered or recognized. The Mission was informed that the very high proportion of "exempt" schools was due, in part, to the fact that the process of inspection was still going on and that, when it had been concluded, the number of "exempt" schools would undoubtedly be somewhat lower. The decision to appoint additional inspectors, will, of course, speed up this process. The Mission is pleased to note that the Administration recognizes that it must do its utmost in the next few years to help raise the standards in these "exempt" schools and it endorses the projected arrangements by which the Administration hopes to realize this end.

195 The provision of an adequate number of teachers continues to be a difficult problem. The Territory still relies heavily on outside sources for the supply of teachers.

In the last year, fourteen trained teachers were added to the service. In addition, seventeen cadets began their training, bringing the total in

~~Australia~~ to 46. The resignation rate is still fairly high but despite this there was an increase of 22 teachers last year. The Mission realizes the difficulties of recruiting teachers in Australia. As in most other countries where the educational system is being rapidly expanded, there is an ever-increasing need for more teachers. the Mission believes that However, so long as qualified local teachers are not available, ~~the Mission believes that~~ the Administration will have to intensify its efforts to obtain teachers from overseas.

196. The ultimate solution will be in increasing the number of New Guinean teachers and the Mission was interested in the progress that has <sup>so far</sup> been made in this direction. The arrangements for teacher training in New Guinea provide ~~three~~ <sup>ref</sup> types of qualifications; ~~by~~ the "A", "B" and "C" Certificates. The highest qualification is the "C" Certificate which <sup>requires</sup> / as a prerequisite the completion of secondary schooling. The Administration regards this as the normal teacher-training course. However, as part of the Emergency Programme to meet the very great demand for teachers, two courses of lower standard were introduced. In 1958, all the Administration's teacher trainees were engaged in the "B" course. This course lasts ~~one~~ <sup>one</sup> year and training has been carried out at six centres in the Territory at Administration boarding schools. Last year, 44 teachers were trained under this scheme. The Mission was pleased to learn that "C" course training had been re-introduced this year. Fifteen students have been enrolled in this course which has now been extended from one to two years. Special attention has been paid to ensuring that all teachers receive further in-service training by means of correspondence courses, local classes, supervision and vacation courses. A scheme whereby selected teachers from the Territory could tour Australian schools was begun in 1956 and since that date, more than 30 teachers have visited Australia. A greatly increased supply of indigenous teachers is <sup>essential</sup> / to the advancement of education in New Guinea and the Mission was concerned to learn that some difficulty was being experienced in securing recruits. The Director of Education informed the Mission that a major factor was the opening up of new avenues of employment for better-educated youths in other Departments of the Administration and in private enterprise. The Mission feels that special attention should be given to this problem to ensure an adequate supply of teachers and to enable the expansion of education services to continue.



197. As part of its attempt to improve mission education, the Administration has encouraged and assisted the missions to raise the standards of their teachers. This has been done partly by means of the system of subsidization which is now related, not to the number of enrolments, but to the qualifications of both New Guinean and expatriate teachers. Some of the smaller missions have sent their teachers to Administration training centres but the larger ones have established their own training institutions where teachers are prepared for examinations set by the Administration. Only a few mission candidates have taken the "C" course and of the remainder, slightly less than half have taken the "B" course. The majority have taken the lower "A" course which qualified teachers for work in Village Schools up to Standard 2. The Administration assists the missions to train teachers by paying a subsidy for each trainee and by providing equipment and materials and, as indicated earlier, it expects that this assistance will be further increased this year and so provide further incentives. The Director of Education informed the Mission that, after some early misgivings, the missions appreciated the value of his department's insistence on qualifications for teachers as a basis for subsidy <sup>and now</sup> ~~were~~ co-operating fully and producing some very good teachers. An opportunity has also been provided for unqualified European mission teachers to obtain qualifications. A total of 161 mission teachers have successfully completed the prescribed reading course and examination. The Director also informed the Mission that he was pleased with the degree of interest and co-operation shown by these teachers which, he was sure, would be reflected in their work in the schools.

198. Progress is also apparent in the fields of secondary and technical education. At the end of 1958, the Administration conducted ten schools with 908 indigenous

pupils beyond the Standard 6 level. Of these indigenous schools, only one at Kemevat, is a secondary school. The Mission paid a visit to this school which has an enrolment of 132 students and where the emphasis is placed on agricultural studies. The Mission was impressed by this school and believes that it could well serve as a model for other schools in the Territory. There is a secondary school at Rabaul which is attended by European and Asian children. The Director of Education informed the Mission that he planned to open another secondary school at Rabaul at the beginning of 1960 which would admit children of all races. The Mission commends this plan and believes that, when established, this school will do much to foster good relations between the various racial communities. The Director also informed the Mission that 18 other schools of Standard 6 level would shortly be raised to Intermediate School standard. In addition to these Administration schools, the Mission was informed that there were eight Intermediate Schools with an enrolment of 356, and 2 Secondary Schools with an enrolment of 62 students, run by the Christian missions. To complete the picture, there are a number of children, including 25 New Guineans, who are assisted by subsidies and scholarships to attend secondary schools in Australia. The question of New Guinean children attending Australian schools was raised by the people in a number of places. The view was <sup>expressed</sup> ~~put to the Mission~~ that children who went to Australia lost contact with their own people and families during their prolonged absence and returned almost as strangers. The Mission considers that ~~the~~ practice is not a satisfactory one and that ~~in due course~~, it <sup>is</sup> ~~would be~~ preferable to provide secondary schools in New Guinea where the children <sup>will</sup> ~~would~~ remain within their own environment and closer to their own people.



199. Facilities for higher technical training are provided at two very fine schools at Lae and Rabaul. Both ~~these~~ schools are well equipped and well laid out. ~~and~~ The Mission was interested to learn that much of the <sup>in</sup> construction had been done by the students as part of their training. The educational level of entry to these schools has been progressively raised and this has made possible a higher standard of instruction. Trade courses now extend to a period of five years. Lower level technical training is given at such centres as Kavieng and Madang and instruction in manual arts and handicrafts is provided in Intermediate and Primary schools. The Mission wishes to stress the importance of providing adequate facilities for technical training, particularly at this stage of the Territory's development, when the need for skilled workers in all trades is increasing. The Mission is glad to note the Administration's efforts in this direction.

200. The Mission could see that progress was being made in post-primary education. However, it was also apparent that the number of pupils receiving such education was too low to meet the needs of the Territory where there is a growing demand for better educated New Guineans. This demand is coming from the Departments of Health, Agriculture, Public Works and Education itself as well as from private industry and business. The Mission appreciates that the Administration is trying to meet this demand by "in service" training within the departments, through its Auxiliary Division training scheme and by means of an apprenticeship system. However, it is of the opinion that these schemes cannot of themselves provide a lasting solution to the problem which must be met by a further extension of secondary education.

201. With regard to the education of girls, the Administration has had to contend with a marked aversion on the part of the male-dominated society to encourage or even allow its girls to be educated. There are three Administration girls' schools in the Territory which may be classed as post-primary institutions,

all of which are boarding schools. The first was opened at Dregerhafen in 1954 and now has 89 pupils. The Rabaul Girls' School at Tavui has 50 pupils. This year, a third school was opened at Madang with 35 pupils. The Mission was able to visit the Dregerhafen school and was impressed by the interest and enthusiasm of both teachers and students.

202. The Mission was pleased to see evidence of increasing interest displayed by the New Guinea people in the schools. This interest is most noticeable where local government councils have been formed. The Mission saw many council schools and was particularly impressed by the school that the Kotte-Yabim council had built at Finschhafen. But it was also encouraging to find that this interest was fairly general throughout the Territory where in many places schools have been built and are being maintained through community efforts.

#### Melanesian Pidgin

203. The Mission heard a great deal of Melanesian Pidgin during its tour of the Territory. At nearly all public meetings it was used by speakers or local languages were translated into pidgin and then into English. This was necessary because ~~this lingua franca~~ <sup>pidgin</sup> is <sup>at present</sup> the only common <sup>medium</sup> ~~means~~ of communications in much of the Territory. At both Administration and mission schools, however, indigenous teachers and students spoke English and the Mission addressed them directly in English. This difference between the rising generation and older sections of the population reflects the efforts of the Administration to replace pidgin with English as the lingua franca of the Territory. The Mission was glad to note that the people apparently are becoming aware of <sup>The Administration's</sup> ~~its~~ educational programme in this direction, for there were scarcely any complaints concerning pidgin or demands for the teaching of English, similar to those heard by the 1956 Visiting Mission. The people now appear to be satisfied and assured on this point.



Dissemination of information on the United Nations

204. Like its predecessors, the Mission found little awareness of the United Nations amongst the majority of New Guineans, *or* of its role in relation to the Trust Territory.

Furthermore, at meetings with the people, attempts to convey ~~such~~ <sup>about the United Nations</sup> information did not appear to meet with any appreciable success.

Melanesian pidgin is not the best medium to explain anything except of the simplest nature, ~~and the use of the word "mission" is apt to raise a misconception in the minds of many New Guineans.~~

205. Consequently, information booklets and posters concerning the United Nations are of little value except perhaps to the children in the upper classes of schools where social studies include teaching about the United Nations, the Trusteeship System and the specialized agencies. In this connexion, a textbook "United Nations for the Classroom" is in use.

*In the minds of many New Guineans, even the name "Visiting Mission" is often confused with religious missions.*

*Chiping H. Kiang*

Chiping H. C. Kiang

*Alfred Claeys Bouaert*

Alfred Claeys Bouaert

*U Tin Maung*

U Tin Maung

*Sergio Kociancich*

Sergio Kociancich

5 June 1959

## ANNEX I

Itinerary of the Mission

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered in statute miles</u>
10 February	Guam	Arrived by air from New York.	9,390
9 March		Trust Territory of the Pacific Islands.	6,399
10 March	Nauru	Arrived by air from Majuro.	606
14 March	Truk	Arrived by air from Nauru.	1,183
16 March	Manus Distr.	By air from Truk to Momote, By boat to Lorengau, Public meeting at Lorengau.	720 9
17 March		By boat to Baluan, Visited Administration schools, Attended a meeting of the Baluan Council and held a public meeting with indigenous people.	63
18 March		Returned to Lorengau, Visited Administration schools and hospital, Meeting with District Commis- sioner and members of his staff.	63
19 March	New Ireland District	By air from Momote to Kavieng, Visited Administration and Roman Catholic primary schools, Inspected the New Ireland Native Association, Visited Police Barracks and Station, Inspected Native Hospital.	238
20 March		By car from Kavieng to Madina and return, Inspected Nalik Area school, Held a public meeting, Visited Local Government aid-posts at Munawai, Nonopai, Ngavalus and Kaselok, Visited Administration schools at Munawai, Lukurumau, Paruai and the Intermediate school at Utu, Stopped at Lemakot village, and visited Roman Catholic school and hospital, Visited Methodist mission school, Meeting with the District Commis- sioner and members of his staff.	120



<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered in statute miles</u>
21 March	New Britain District	By air from Kavieng to Rabaul, Meeting with the District Commis- sioner and Assistant District Officer.	149
22 March		Rest day.	
23 March		Inspected the Nonga Base hospital, and the Volavolo Cacao Fermentery, Meeting at Vunadidir with the pre- sidents and vice-presidents of the five Tolai Local Government Coun- cils, public meeting with indivi- duals from Council areas.	
24 March		Inspected Ngatur Cacao Fermentery, Public meeting with people of the Vunamami Council area, Visited the Vunapope Roman Catholic mission.	
25 March		Public meeting at Navuneram, Visited Ritung and Iawaka villages, Inspected the Lowlands Agricultural Experiment Station at Kerevat, Visited the Kerevat Education Centre and the Nganelaka Education Centre, Inspected the Malaguna Technical Training Centre.	
26 March		By air to Cape Hoskins, Public meeting with West Nakanai people, Visited the Valoka Catholic mission and inspected the Moramora Patrol Post, By air to Rabaul, Meeting with the District Commis- sioner and members of his staff.	150     150
27 March		Rest day.	
28 March	Horobe District	By air from Rabaul to Finschhafen, Inspected the Butaweng Chest Hos- pital, Meeting with councillors of the Kotte Yabim Native Local Government Council,	342

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered in statute miles</u>
28 March	Horoke District	Public meeting at Nasingalatu, Inspected Council aid post and Council schools, Inspected the Dregerhafen Educa- tion Centre, By air from Finschhafen to Lae.	60
29 March		Rest day.	
30 March		Visited the Lei Womba Native Local Government Council, Public meeting at Butibum Village, Inspected Artificial Limb factory, Visited the Lae Technical Training Centre, Visited Malahang hospital, Visited the Labour Compound.	
31 March		By air to Menyamya, Public meeting at Menyamya, Visited Australian Lutheran mission school, By air to Bulolo, Visited the logging area and re- afforestation area, and inspected the Plywood factory, By air to Lae.	88   46  46
1 April	Sepik District	By air to Wewak, Visited Labour Compound, Public meeting at Wewak, Visited Wewak Native Club, Visited mission Teacher Training Institute and other Catholic mission schools at Wewak.	340
2 April		By air to Lumi, Inspected hospital at Lumi, Visited Catholic mission schools, Public meeting, By air to Aitapé, Inspected the Hansenide Colony, Public meeting.	108   32



<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered in statute miles</u>
3 April	Sepik District	By air to Wewak, By air to Ambunti, Public meeting at Ambunti, By boat to Pagui, Public meeting at Avatip, Inspected Pagui Village Higher School, Public meeting at Pagui, By car to Maprik.	91 74 35 37
4 April		Inspected Yambi rice project, Visited Malaria Control Laboratory at Maprik, Visited hospital, Public meeting with Maprik Local Government councillors and people at Maprik, Inspected Bainyik Agricultural Station, Public meeting with members of the Bainyik Rural Progress Society, Visited the Bainyik Village Higher School.	
5 April		Rest day.	
6 April		By air from Maprik to Dagua, Visited mission maternity hospital and school, Visited But-Boiken Local Government Council and held a public meeting, By air from Dagua to Wewak, Visited Brandi Intermediate School, Conference with District Commissioner and members of his staff.	23 29
7 April	Western Highlands District	By air from Wewak to Minj, Public meeting with leaders and people of area, By air from Minj to Banz, Public meeting with leaders and people of area, By car from Banz to Mt. Hagen Visited Fatima College, Visited Kimil Aid Post and Infant welfare clinic.	181 6 42

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered in statute miles</u>
8 April	Western Highlands District	By air from Mt. Hagen to Wabag, Visited Station school, Public meeting with people of Wabag area, By air from Wabag to Wapenamanda, Public meeting with people of area, By road to Mambisanda, Inspected the Mambisanda hospital, By road to Wapenamanda, By air to Togoba, Inspected Hansenide Colony, By road to Mt. Hagen, Inspected indigenous gold-mining, timber and coffee growing projects en route.	45   10 3 3 45 8
9 April		Visited Mt. Hagen Station school, Aid Post Training school, hospital, and primary school, By air to Baiyer River, Public meeting at Baiyer River, Visited Australian Baptist mission hospital and schools at Kombares, Inspected Western Highlands Livestock Station, By air to Mt. Hagen, Public meeting at Mt. Hagen, Conference with the District Commis- sioner and members of his staff.	23   23
10 April	Eastern Highlands District	By air from Mt. Hagen to Kundiawa, Visited Station hospital, school and Kundiawa Club, Meeting with members of the Waiye Local Government Council, By car from Kundiawa to Goroka, Public meeting at Chuave.	55   60
11 April		Meeting with councillors of the Agulizakivi-Gwivahani Local Govern- ment Council, Visited area school at North Goroka, Inspected indigenous coffee planta- tions and Agricultural Extension Station.	



<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered in statute miles</u>
12 April	Eastern Highlands District	By air from Goroka to Kainantu, Inspected Station hospital and visited Aiyura Agricultural Expe- rimental Station, Public meeting at Kainantu, By air to Goroka.	35     35
13 April		Visited Goroka hospital and Convent of Mercy school, Conference with District Commis- sioner and members of his staff, By air from Goroka to Rogers Air Field in Papua,	    250
	Papua Morobe	By air to Lae (unable to land at Port Moresby due to weather).	200
14 April	Papua	By air from Lae to Port Moresby, Conferences with Administrator and members of his staff.	300
15 April	Sydney	By air from Port Moresby to Sydney	1,815
16 - 19 April		Conferences between members of the Mission.	
20 April	Canberra	By air to Canberra, Meetings with Ministers of State for External Affairs and for Territories, and senior officials.	147
21 April		Meeting with Parliamentary Foreign Affairs Committee, By air to Sydney.	  147
25 April	New York	Arrived by air from Sydney	10,114
Total			<hr/> 34,836



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JUN 1959

2nd June, 1959.

TR 140 PAIS-1959

New York, 2 June 1959

Sir,

With reference to paragraph 59 of the Report of the United Nations Visiting Mission, 1959, to the Trust Territory of Nauru (T/1448), I have the honour to transmit to you, for the information of the Trusteeship Council, the following statement by the Administering Authority :-

" During the visit to Nauru in March, 1959, of the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, the Nauru Local Government Council raised with the Mission the question of claims by Nauruans to phosphate bearing lands formerly used for the German Wireless Station. The Mission asked whether the Council and/or Nauruan claimants to the land could take this matter to Court against the Administration for decision and if so under what law and in what court.

During its subsequent visit to Canberra on 20th April, 1959, the Visiting Mission was informed that the matter had been referred to the Commonwealth's legal officers for advice and that information would be furnished to the Trusteeship Council when that advice was received.

The Administering Authority now wishes to inform the Council that the views of the Commonwealth's legal officers are as follows :-

- (a) There is no reason why this question should not be litigated in the courts of Nauru in the same way as any dispute between individuals as to the ownership of land on the Island.
- (b) The Central Court has jurisdiction in any such proceedings.
- (c) The relevant law of Nauru would apply, in particular the provisions of sections 4(2) 8 and 9 of the Laws Repeal and Adopting Ordinance 1922-1957.
- (d) As it is not clear whether the defendant should be the Administrator or the Administration the claimant would probably be advised to name both as defendants.

The foregoing advice has been passed to the Administrator for the information of the Nauru Local Government Council."

Accept, Sir, the assurances of my highest consideration.

(Signed)

J.D.L. Hood

Minister

Acting Permanent Representative  
of Australia

The Secretary-General,  
United Nations Headquarters,  
NEW YORK.

for Reg. F.  
seen  
(action)  
(reply)



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PACIFIC-1959

14 May 1959

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Sir,

.....

I have the honour to transmit to you herewith, in accordance with Trusteeship Council resolution 1923 (S-VIII) of 17 October 1958 and with rule 99 of the rules of procedure of the Trusteeship Council, the report of the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959, on Nauru.

I am glad to inform you that this report is subscribed to unanimously by all four members of the Visiting Mission.

I should be grateful if you would allow an interval of two weeks to elapse between the transmission of this report to the members of the Trusteeship Council and its general distribution.

Accept, Sir, the assurances of my highest consideration.

*Chiping H.C. Kiang*

Chiping H.C. Kiang  
Chairman

United Nations Visiting Mission to  
the Trust Territories of Nauru, New  
Guinea and the Pacific Islands, 1959.

His Excellency  
Mr. Dag Hammarskjöld  
Secretary-General  
United Nations  
New York, N.Y.

*For Recd  
T. / dec.  
200*

Distr.  
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14 May 1959  
ORIGINAL: ENGLISH

UNITED NATIONS VISITING MISSION TO THE  
TRUST TERRITORIES OF NAURU, NEW GUINEA AND THE  
PACIFIC ISLANDS 1959

REPORT ON NAURU

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REPORT ON NAURU SUBMITTED BY THE UNITED NATIONS VISITING MISSION TO THE  
TRUST TERRITORIES OF NAURU, NEW GUINEA AND THE PACIFIC ISLANDS, 1959

LETTER DATED 14 MAY 1959 FROM THE CHAIRMAN OF THE VISITING  
MISSION TO THE SECRETARY-GENERAL

Sir,

I have the honour to transmit to you herewith, in accordance with Trusteeship Council resolution 1923 (S-VIII) of 17 October 1958 and with rule 99 of the rules of procedure of the Trusteeship Council, the report of the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959, on Nauru.

I am glad to inform you that this report is subscribed to unanimously by all four members of the Visiting Mission.

I should be grateful if you would allow an interval of two weeks to elapse between the transmission of this report to the members of the Trusteeship Council and its general distribution.

Accept, Sir, the assurances of my highest consideration.

(Signed) Chiping H. C. Kiang



REPORT ON NAURU SUBMITTED BY THE UNITED NATIONS VISITING MISSION TO THE  
TRUST TERRITORIES OF NAURU, NEW GUINEA AND THE  
PACIFIC ISLANDS, 1959

INTRODUCTION

Terms of reference

1. The decision to dispatch a visiting mission to the three Trust Territories of Nauru, New Guinea and the Pacific Islands in 1959 was made by the Trusteeship Council at its 933rd meeting on 29 July 1958, during its twenty-second session.
2. The composition of the Mission, approved by the Council at its 938th meeting on 17 October 1958, during its eighth special session, was as follows:

Mr. Chiping H. C. Kiang (China), Chairman;  
Mr. Alfred Claeys Bouffaert (Belgium);  
U. Tin Maung (Burma);  
Mr. Sergio Kociancich (Italy).

3. At the 939th meeting on 17 October 1959, during its eighth special session, the Council adopted resolution 1923 (S-VIII) setting forth the terms of reference of the Mission. By that resolution, having decided that the Mission should depart in February 1959, that it should visit the Trust Territories of the Pacific Islands, Nauru and New Guinea in that order and that the duration of its visit should be approximately three months, the Council directed the Mission:

(a) To investigate and report as fully as possible on the steps taken in the above-mentioned Trust Territories towards the realization of the objectives set forth in Article 76 b of the Charter of the United Nations, taking into account the terms of General Assembly resolution 321 (IV) of 15 November 1949 and other relevant Assembly resolutions;

(b) To give attention, as may be appropriate in the light of discussions in the Trusteeship Council and the General Assembly and of resolutions adopted by them, to issues raised in connexion with the annual reports on the administration of the Trust Territories concerned, in petitions received by the Council relating to the Territories, in the reports of the previous periodic visiting missions to the Territories and in the observations of the Administering Authorities on those reports;

(c) To receive petitions, without prejudice to its acting in accordance with the rules of procedure of the Council, and to investigate on the spot, after consultation with the local representative of the Administering Authority concerned, such of the petitions received as, in its opinion, warrant special investigation;

(d) To submit to the Council as soon as practicable a report on each of the Territories visited containing its findings with such observations, conclusions and recommendations as it may wish to make.

#### Itinerary

4. The Mission left New York on 4 February 1959, accompanied by a secretariat of four persons.<sup>1/</sup> It first visited the Trust Territory of the Pacific Islands and arrived at Nauru from Majuro by air at midday on Tuesday, 10 March 1959.

5. Having made good time on its flight from Majuro, together with the half hour's difference in time between the latter place and Nauru, the Mission's plane arrived at Nauru ahead of its scheduled time of arrival. It spent the extra three quarters of an hour circling and criss-crossing the island many times before landing. The Mission was thus able to obtain an excellent bird's-eye-view of all facets of this small speck of land in the vast expanse of ocean.

6. On landing, the Mission was met by the Administrator and senior members of the Administration, the Nauru Manager of the British Phosphate Commissioners, the Head Chief and members of the Nauru Local Government Council and representatives of the Nauruan and of the immigrant communities. The Mission reviewed the police guard of honour and detachments of Boy Scouts, Girl Guides and recently formed Brownies.

7. In the afternoon of the same day, the Mission had a meeting with the Administrator and heads of departments who gave accounts of the educational, public health, economic and other conditions and problems connected with the administration of the island. Afterwards, the Mission visited the well-stocked Public Library, which was in charge of a Nauruan and had 202 European and 103 Nauruan subscribers.

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<sup>1/</sup> The members of the secretariat were Mr. W. F. Cottrell (Principal Secretary), Mr. J. L. Lewis, Mr. W. T. Mashler (Assistant Secretaries) and Mr. A. Katz (Administrative Officer).



8. On Wednesday, 11 March, the Mission paid a visit to the newly rebuilt Leper colony situated on the east side of the island. This consists of brightly-coloured, airy buildings comprising separate living houses for the men and women patients, dining room, kitchen and recreation room. There is a resident Assistant Medical Practitioner, who looks after the six patients, three men and three women. The Medical Officer informed the Mission that the whole population is examined every three months and consequently there is little chance for the disease to reach any advanced stage.

9. Later that morning, the Mission held the first of two meetings with the Nauru Local Government Council at the Domaneab (meeting place of the people), a sturdy building dating from 1949. Of an agenda finally totalling eleven items, eight were ready for this first meeting and had in fact, been submitted to the Administrator only on the evening previous to the Mission's arrival on Nauru. Two of the remaining items were submitted barely an hour or so before the second meeting and the eleventh item, concerning working conditions, was only handed to the Mission as it was boarding the plane on its departure. As the Mission considered that these meetings with the elected representatives of the Nauruan community were amongst the most important of its activities during its brief stay on the island, it was somewhat disappointed to find that the agenda items had not been fully completed in the ample time before its long-announced arrival. The Mission thus appreciated the difficulty faced by the Administrator in giving his considered comments on subjects/<sup>of</sup> which he had had little notice, more especially in view of the comparatively short time since he had taken up his duties as Administrator. The Mission was much impressed by the manner in which its meetings with the Council were conducted under the chairmanship of the Head Chief and especially by the frank and intelligent way in which the subjects were discussed.

10. Following the meeting, of which details are given later in this report, the Mission was taken to see the Nauru Co-operative Society's store, which it found well-stocked and well-arranged; the Butcher's Shop and the Bakery, which also runs a delivery service. It also called in at the Post Office.

11. The Mission spent part of the afternoon of the 12th. March touring the well-equipped Administration hospital, which had been built since the visit of the previous Mission. It then watched a survey party setting out boundaries determined by the Nauru Lands Committee; visited the workshops of the Public Works Department; saw the new Court House under construction, as the outward and visible sign of the separation between the Judiciary and the executive provided for under the 1957 Judiciary Ordinance; took the salute of the well-drilled and smartly turned-out Police Force and was favourably impressed by the clean and orderly prison which, at the time, contained thirteen prisoners, engaged either on handicraft work within the prison or on public works outside. The Mission was informed that another small prison was under construction to house women and youthful offenders.

12. The whole morning of 12 March was taken up in visiting nearly all the schools on the island. These included the Sacred Heart Mission School; the Gilbert and Ellice School for the children of those immigrant workers in the British Phosphate Commissioners; the Administration Consolidated Primary School, where the Mission met the first, fully-qualified Nauru teacher; Boe Kindergarten, with Australian, Chinese and Nauruan children; the Administration Secondary School, an added feature of which was the Adult class in domestic science consisting of sixteen women which had been started and was run by a Nauruan lady, fully trained at a Teachers Training College in Australia; and finally, the Administration European Primary School which also included several children of the Chinese workers in the British Phosphate Commissioners.

13. In the afternoon, the Mission held a well-attended public meeting in the Nauru Social Centre, which had been expertly adapted by the Nauru Local Government Council out of the buildings of the old Administration hospital. The details of this meeting are given in Annex I to this report.

14. The following day, the Mission spent a most interesting morning being shown over the British Phosphate Commissioners' activities. It saw the whole process from the mining of crude phosphate, its crushing, and drying, to its transport by conveyor belt to the loading cantilever. The Mission then walked through the locations of the Chinese and the Gilbert and Ellice Islands' workers



and was very favourably impressed by the clean and adequate living quarters and the recreational facilities provided, including a Chinese theatre in which it had attended a play the previous evening. The Mission was informed that in the near future the immigrant workers' quarters were to be expanded.

15. The second meeting with the Nauru Local Government Council took place in the afternoon of the 13th. March, the subjects of discussion are dealt with later in this report. A final meeting was then held with the Administrator, from whom the Mission sought some further information and clarification on various points which had arisen during the course of its visit.

16. The Mission left by air early in the morning of the 14th. March after four days spent on Nauru. During its brief stay in Australia, the Mission held conversations in Canberra on 20 and 21 April 1959, with Mr. R. G. Casey, Minister of State for External Affairs, Mr. P. Hasluck, Minister of State for Territories and senior officials of the Australian Government. On 25 April, it returned to Headquarters, where the present report was adopted on 14 May 1959.

17. The Mission wishes to express its sincere appreciation and gratitude for the warm welcome and friendly co-operation extended to it by all the people it met on the island. In particular, the Mission desires to thank the Administrator, Mr. J. P. White and the Nauru Manager of the British Phosphate Commissioners, Captain Anderson, for their generous hospitality. To the Head Chief and Councillors of the Nauru Local Government Council and to the responsible officials of the Chinese, Gilbert and Ellice Islands communities, the Mission wishes to convey its thanks for the warm hospitality and enjoyable entertainment which they so kindly provided.

#### Report of the Mission

18. The agenda of eleven items submitted to the Mission by the Nauru Local Government Council dealt with all the questions which have been the subject of concern and of recommendations by the Trusteeship Council. These items as submitted by the Nauru Local Government Council, the observations thereto of the Administering Authority conveyed to the Mission by letter dated 20 April 1959 and the comments of the Mission, form the main substance of this report. Other questions and comments arising from the Mission's visit to the island are included under the relevant chapters of the report.

## CHAPTER I

### FUTURE OF THE NAURUAN COMMUNITY

19. From its meetings, both formal and informal, with the Head Chief and Councillors of the Nauru Local Government Council, from its contacts with other members of the Nauruan community as well as from its observations of the general standard of life of the Nauruans, the Mission gained the distinct impression of a people well on the way to a Europeanized form of society. They appeared to be a likeable, friendly people, fully Christianized, with a fairly high degree of innate intelligence. For the most part, they are on a cash economy, living in European-type houses, built and designed for the local climatic conditions, many of which are supplied with electric light, and subsisting on imported foodstuffs. Bicycles, motor-cycles and cars, quite a few driven by Nauruan women, are plentiful. In no other island visited, with the exception of Hawaii and Guam, did the Mission observe such an advanced standard of living by the indigenous people. In fact, it was stated that their comparatively high level of economic well-being and contentment tends to act as a bar to further progress. Quite a number receive royalties from their phosphate lands, while there are many jobs available either in the Administration, the British Phosphate Commissioners or in private enterprises. Thus there are few real incentives except individual desires, to exert other than the minimum energy.

20. Taking into account the foregoing factors as well as the nature of the island, which affords little or no scope for agriculture or even for fishing, except to a few individuals in canoes or on the edge of the reef, it appeared evident to the Mission that, although the Nauruan community lives on an island, Nauruans are not 'islanders' as are the inhabitants of most other Pacific Islands in the sense that they have been traditionally accustomed to gain their livelihood by planting or fishing. It would seem that it is more in professions such as teaching, medicine, law, in clerical work and in trades such as mechanics, carpenters, masons, drivers, that the majority of the people must equip themselves to earn their living in the future. Already quite a few are so equipped and, given the incentive, are probably capable of associating themselves on an equal level with similar workers in a Europeanized community.



21. In the discussion of this subject, the Nauru Local Government Council stated that the question of their Future Home had long been at discussion stage and they felt that something more definite ought to be reached by now. A limited number of places had been examined, none of which appeared to be suitable. So far fields of search had been confined to certain parts of the Pacific. The Council wished to propose that, in order to enable those who are searching for a suitable place to have more available places at their disposal for consideration, fields of search be extended to other parts of the Pacific hitherto unexplored and in this respect, member nations of the U.N.O. may help in offering places for consideration - preferably areas within the Pacific.

by the Council

22. The Mission was informed that surveys had been made of several islands off New Guinea, such as Woodlark, Goodenough and Sakar, as well as in the Fiji group and that the Treasurer of the Council, who is also the Administrative and Nauruan Affairs Officer, had visited Rambi island, to which the former inhabitants of Ocean island, another phosphate-bearing island, had been moved. He had, however, not been satisfied that any such similar move would be at all welcome to the Nauruans.

23. In its observations, the Administering Authority stated that contrary to the views expressed by the Council, it has given consideration to practically all occupiable areas in the Pacific. The results of investigation are now being assembled by a committee established by the Administering Authority and will be examined shortly with a view to the possibility of formulating concrete proposals to be discussed with the Nauruans.

24. In the circumstances mentioned above, while noting the statement of the Administering Authority, the Mission is of the decided opinion that, in the event that an island suitable in all respects for the re-settlement of the Nauruan community cannot be found, earnest consideration should be given to its gradual integration into the metropolitan country of one of the three Administering Authorities or in a territory of any one of them where the standard of living is comparable to that at present enjoyed by the Nauruans. In helping to solve this problem, the Mission suggests that the assistance of the South Pacific Conference might be sought.

## CHAPTER II

### POLITICAL ADVANCEMENT

25. In pursuance of an agreement between the Governments of Australia, New Zealand and the United Kingdom, which are designated as joint authorities by the Trusteeship Agreement, the Government of Australia acts as the Administering Authority. The powers of government are vested in the hands of the Administrator, who is responsible to the Australian Government through the Minister of State for Territories. Institutions of self-government, such as an executive or legislative council, have yet to be developed. The Administrator alone has the power to make ordinances for the peace, order and good government of the Territory. In all Nauruan affairs, however, the Administrator is assisted by the Nauru Local Government Council, which in 1951 replaced the former Nauruan Council of Chiefs, established by Nauruan custom.

26. The Nauru Local Government Council is comprised of nine members elected by adult suffrage and secret ballot from the district constituencies, for a term of not more than four years. The Head Chief is elected by the councillors from among the members. The Council may advise the Administrator on any matter affecting Nauruans, including the enactment of new ordinances, and has the power, subject to the approval of the Administrator, to make rules, not inconsistent with the legislation of the Territory, for regulating the conduct of its business and for the peace, order and welfare of the Nauruans. It may also organize, finance and engage in any business or enterprise and provide or co-operate with the Administration in providing any public or social service.

27. The question of more power for the Nauru Local Government Council was raised during its first meeting with the Visiting Mission. The Council submitted six proposals, which were introduced as follows:

Thirty-one (31) years ago in the report on Nauru for the year 1928, pages 30-32, to the now defunct League of Nations, the Administrator of Nauru at the time, on behalf of the Australian Government submitted the following under the heading of Local Government:



"Advisory Council. - In order to afford the widest possible scope, and to provide effective representation of the people, three separate organizations have been established, each directly representative of the interest concerned, viz: Nauruan, Chinese, and European - and charged with the duty of advising the Administrator on matters in respect of which he may need advice; of submitting suggestions for the improvement of matters affecting the community generally; and of acting as a medium through which any grievance or complaint may be brought to notice promptly and effectively.

"The Nauruan Advisory Council consists of sixteen members, viz: The Head Chief, the Deputy Head Chief and the Chief of each of the fourteen districts; the Advisory Council meets in committee regularly once a week. At the conclusion of the meeting the Administrator and delegates of the Council confer in regard to matters arising out of the meeting. In addition to these weekly meetings, the Advisory Council meets in session on the first Wednesday in each month; the Administrator presides over these meetings, which are conducted on business-like lines. Minutes of the meeting are recorded and executive action is taken in respect of all matters arising out of the meeting; it is the invariable rule of the Administrator to submit for discussion at these monthly sessions every matter affecting the moral, social and material welfare of the Nauruan community. Valuable interchanges of views and opinions result, which are intensely helpful to the Administration.

"The foregoing organizations have been in operation since July 1927, and are functioning with complete satisfaction to all concerned."

When the above extract is studied and the Council mentioned therein compared with the present Council, it will be seen that they are almost identical in status in that they are both mainly advisory and consultant bodies, despite a gap of 31 years between them.

Therefore it would appear as if the political development of the Nauruans all these years has not risen above that of an advisory and consultant level, a position which is far from being correct.

The Council, having in mind the smallness in size and population of the island, thus affording easy and favourable facilities for disseminating and communicating knowledge amongst the people, together with the early introduction of learning by the Missionary and the introduction of compulsory education by the Australian Government over 30 years ago, resulting in a very high degree of literacy (95%), ~~also~~ also, ~~the~~ the experience gained in handling governmental matters on purely advisory and consultant level for a long time and the standard of education now reached as compared with that of 30 years ago, ~~feels~~ feels that time has come for some sort of change.

Therefore, the Council wish to propose the following:

Proposal 1. "Decision of the Council in certain matters affecting Nauruan Housing Scheme and its related matters which are normally decided by the Council for seeking approval of the Administrator only as a matter of form, to be final."<sup>1/</sup>

28. Regarding this first proposal, the Administering Authority stated that the extracts from the Nauruan Housing Ordinance 1958 represent provisions to enable necessary guidance to be given to the Council in the early stages of the assumption of housing responsibility. The Council has had no previous experience in this type of administration. Provisions such as these are necessary for the Administration to retain responsibility for public property and funds. As the Council's experience in housing administration widens sympathetic consideration will be given to relaxing the supervisory provisions.

29. The Mission had neither the time nor opportunity to examine closely the administration of the Nauruan Housing Scheme by the Nauru Local Government Council and cannot therefore offer any specific comments on this proposal.

30. Proposal 2. "Decision of the Council in all matters affecting the control and management of the Nauru Co-operative Society - to be final."

31. On this, the Administering Authority observed that the control exercised by the Administration over the Nauru Co-operative Society is expressed in the Native Co-operative Societies Ordinance of Nauru. Its purpose is directed to the control which any central Administration exercises through its Co-operative legislation over the activities of Co-operatives in the interests of its members. The Administering Authority does not consider that the time is opportune to surrender this control to the Nauru Local Government Council which forms the management of the Society. It proposes, however, to examine the legislation to see whether and to what extent the direct control can be modified in accordance with modern co-operative control legislation. In this regard it must take into consideration that the funds of the Society have been provided by the Administration and at present the Society is indebted to the Administration to the extent of approximately £21,000.

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<sup>1/</sup> Relevant extracts from the Nauruan Housing Ordinance 1958, are given in Annex 2.



32. In its discussions on this proposal with the Nauru Local Government Council the Mission stated that, in its opinion, the Nauru Co-operative Society as at present constituted was not a true co-operative society and that in view of its indebtedness to the Administration, the Mission felt unable to recommend any appreciable lessening of control by the Administration. The Mission did, however, suggest that consideration be given to transforming the present Society into a true co-operative one. This would entail, among other things, the issue of shares of a stipulated amount and the election of a board of directors, not necessarily as at present, the Nauru Local Government Council. Were effect to be given to this suggestion, with the assistance of the Administration, the Mission has little doubt that in due course, after the new Society had functioned successfully under the guidance of a qualified registrar of co-operatives and satisfactory arrangements had been agreed upon for the liquidation of the outstanding debt, the Administration would consider relinquishing the control that it now exercises over the existing Society's operations.

33. Proposal 3. "Power to transfer money from one vote to another within the approved estimate of the Council's budget without obtaining first the sanction of the Administrator."

34. The Administering Authority, in its observations, stated that the purpose of the Nauru Local Government Council estimates and their approval by the Administrator is the instruction of the Council in this basic aspect of public administration. The whole object of approving a budget which is financed from public funds is defeated if following their approval, the funds may be transferred from one vote to another without the prior approval of the original approving authority. The control exercised by the Administration over the Council budget is no more than would be exercised by a Treasury over the funds of a public department.

35. The Mission agrees with the observations of the Administering Authority. During its discussions with the Council on this topic, the Mission pointed out

that it was contrary to all recognized budgetary practice to transfer money from one vote to another without the prior approval of the financial authority which had originally approved the budget. As to the question whether the Council should be granted fuller powers in financial matters, or even be consulted when the territorial budgetary estimates are being drawn up, that is one which is touched on below in the general comments regarding the whole question of more power for the Nauru Local Government Council.

36. Proposal 4. "Full power in all matters touching (a) entry into,  
(b) going out of the Nauruan Community - of any people other than Nauruans."

37. The Administering Authority observed that the Nauruan Community Ordinance which is before the Council for approval contains unusually wide powers vested in the Council to declare any person a member of the Nauruan Community. The Council now desires the power to terminate a person's membership of the Community after having admitted him should the person show himself to be "disloyal" to the Nauruan Community. Apart from the difficulty of defining disloyalty other than to the central authority, and the possibility of a clash with basic human rights the following qualifying conditions for membership make the possibility of an unsatisfactory person receiving the Council's permission to enter the Nauruan Community very slight:

- (a) A minimum of ten years' residence;
- (b) Only Pacific Islanders<sup>1/</sup> who originally nominated for entry by the Nauruans and no others may make application;
- (c) Further close scrutiny by the Council as provided for in the Ordinance.

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<sup>1/</sup> Note: Extract from the Draft Nauruan Community Ordinance 1956, para. 2: "Pacific Islander" means a person ordinarily resident in the Island of Nauru who is a descendant of the aboriginal natives of an island or archipelago in the Pacific Ocean other than -  
(a) the Island of Nauru;  
(b) an island or archipelago which appertains geographically to Asia, the Americas, Australia, New Zealand, Indonesia or Japan,  
and includes a person partly descended from those aboriginal natives who, before residing in the Island of Nauru, followed, adhered to, or adopted the customs, or lived after the manner, of those aboriginal natives, but does not include a Nauruan;"



It is the opinion of the Administering Authority that the Nauruan Community should deal with unsatisfactory members otherwise than by depriving them of citizenship.

38. The Mission has read the draft Nauruan Community Ordinance, No. 2 of 1956, and considers that the fears expressed to it by the Council regarding the entry of undesirable persons into the Nauruan Community are unfounded in view of the wide powers vested in the Council under the draft Ordinance. With regard to the deprivation of membership in the Nauruan Community of any person other than a native-born Nauruan on the grounds that he has shown himself to be disloyal to the Nauruan Community, the Mission is of the opinion that the relevant section in the draft Ordinance provides adequate safeguards against the continuance of membership in the Nauruan Community of any undesirable person. In fact, the Mission, while recognizing that the Nauruan Community is not a sovereign State, rather thinks that the relevant section tends to err on the side of illiberality. The Section in question reads, in part, as follows:

"9.-(1). Where the Council is satisfied that a person who became a Nauruan otherwise than by reason of his birth in the Island of Nauru -

- (a) has shown himself by act or speech to be disaffected towards any one of the Administering Authorities;
- (b) has, during any war or warlike operations in which any one of the Administering Authorities is or has been involved, traded or communicated with an enemy of any one of the Administering Authorities or has been engaged on or associated with a business which was, to his knowledge, carried on in such a manner as to assist such an enemy in the war or warlike operations;
- (c) became a Nauruan by means of fraud, false representation or the concealment of some material circumstances;
- (d) was not, at the date at which he became a Nauruan, of good character; or
- (e) has, within five years after the date on which he became a Nauruan, been sentenced in the Island of Nauru or in another country to imprisonment for a term of six months or more,

the Council may order that that person shall cease to be a Nauruan and thereupon that person shall, subject to this section, cease to be a Nauruan."

39. Proposal 5. "Power to decide on certain aspects of Education of Nauruans. Aspects which do not affect formulation of school curriculum and the carrying out thereof, and to have some say in Education Budget."

40. Both the observations of the Administering Authority regarding this proposal and the comments of the Mission are given later in this report in the chapter dealing with educational advancement.

41. Proposal 6. "Other powers that the competent authority thinks the Council is capable of exercising and at the same time will lead the Council to its ultimate goal - self government."

The Council expressed the wish that the above proposals be made effective as from the beginning of 1960 and for the next four (4) years, the Administering Authority and the U.N. Trusteeship Council would continue to guide and assist the N.L.G.C. in discharging its new responsibilities, and at the end of the four years, the whole situation be reviewed with the aim of elevating the Council to the status of a Legislative Council.

42. In its observations, the Administering Authority stated that in the absence of specific proposals the exercise by the Council of its extensive powers under the Nauru Local Government Council Ordinance and other Ordinances will enable the Council to gain experience and skill in public affairs as training for further responsibility. Close examination of the several limitations will show them to be merely checks in the interests of the Nauruan Community during the period of training. Demonstration of the effective performance of existing responsibilities will lead to the extension of additional powers to the Council.

43. The Mission notes the observations of the Administering Authority regarding this matter and considers them to be in line with those often expressed by its special representative to the Trusteeship Council, namely, that as soon as the Nauru Local Government Council exercises to the full the powers it already has, the Administering Authority would gladly consider granting it additional ones.<sup>1/</sup> The point of view, however, of some members of the Council, as expressed in talks to members of the Mission, appeared to be that since the Council was so hedged in by restrictions on the full use of its powers, having to seek the prior, oral or written approval of the Administrator for practically everything

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<sup>1/</sup> Official Records of the General Assembly, Thirteenth Session, Supplement No. 4 (A/3822), Report of the Trusteeship Council, Vol. I, page 95, para. 18.



that it wanted to do, it consequently felt little or no incentive to exercise these powers. On the one hand, instances were mentioned to the Mission where the Council had been dilatory in its work, as for example, in delaying approval of the Coconut Rules Ordinance which had been before it for about two years; in holding up a decision to levy taxes, only by which could the Social Services Ordinance be financed and come into operation; failing to take the necessary actions to repair and maintain a mile of road which had been entrusted to it and to paint and repair the 350 houses it controls under the Nauru Housing Scheme. On the other hand, instances were mentioned by the Council where the Administration had also been slow in fulfilling its declared intentions, as for example, in submitting the Public Service Ordinance to the Council. Naturally, the Mission wishes in no way to pass judgment in these matters. It can, however, state from its own experience that procrastination is not exclusively a fault of the Nauru Local Government Council. In general, the Mission considers that the Administering Authority should not be too reluctant to take a certain amount of risk in carrying out both its declared policy and the objectives of the Trusteeship Agreement. To attempt to seek perfection, especially in human affairs, often results in helping to defeat the attainment of the objectives of administration: only by the exercise of responsibility may self-government be attained. It was mentioned to the Mission that Education and Health were considered as fundamentals in the administration of the Nauruans and that the rest was largely a matter of "house-keeping". While from all that it saw and learnt, the Mission considers that the Administering Authority is to be commended for its work in both the educational and health fields, it would add that it feels the time to be imminent when the "house-keeping" can, for the most part, be entrusted to the Nauruans. The Mission is also of the opinion that the Nauru Local Government Council should make use of its power of initiative whenever it considers it appropriate, without being inhibited by the fact that, according to the existing rules, its decisions must be approved by the Administrator. Only by the full exercise of such initiative will the necessary experience in governmental responsibility be acquired.

Indigenous participation in the work of the Trusteeship Council.

44. During its second meeting with the Visiting Mission, the Nauru Local Government Council proposed, in its own words, that the indigenous representative or representatives attend the U.N. Trusteeship Council's meetings when the territories concerned are discussed **and also the Council's meetings when the** Visiting Mission presents its report for discussion. It was the opinion of the Council that the plan has more advantages than disadvantages. It would facilitate discussions and at the same time help to clear certain matters and thus avoid misunderstanding. **For example, there** may be instances where explanation of certain matters may be insufficient in that it represents the views of one party only, and it will be sometime before the matter can be cleared up, but with the presence of the representatives at the meeting the matters can be cleared up at once.

45. With regard to this proposal, the Administering Authority observed that under the provisions of the United Nations Charter, the Rules of Procedure of the Trusteeship Council, and the Trusteeship Agreements relating to the various Territories, the Administering Authority of any Trust Territory is the sole authority responsible for administering that Territory and for reporting on its administration to the Trusteeship Council. It is appreciated that resolutions have been passed by both the General Assembly and the Trusteeship Council expressing the hope that the Administering Authorities would find it appropriate to associate suitably qualified indigenous inhabitants of the Trust Territories in the work of the Trusteeship Council as part of their delegations or in any other manner that they deem desirable; and that at various times representatives of the indigenous peoples have been attached to the delegations of the metropolitan powers administering their territories. Nevertheless, the view consistently maintained by Australia before the Trusteeship Council that the composition of its delegation is a matter for determination solely by the Administering Authority, and that every member of a delegation must express the official views of the Administering Authority, has never been seriously challenged. From the final sentence of the Nauru Local Government Council's observations on its proposal that indigenous representatives should attend Trusteeship Council meetings when



the territories concerned are discussed it appears that this kind of role is not the one envisaged by the Local Government Council, but that it considers rather than the indigenous representatives should attend to make representations on matters on which their views differ from those of the Administering Authority. In this connexion the Charter already provides avenues of access to the Council for the indigenous populations - through the medium of Visiting Missions and Petitions - on matters which they consider have not been justly dealt with by the Administering Authority, and the Rules of Procedure of the Trusteeship Council make further provision for oral petitions. The rights of indigenous populations in this respect are thus amply safeguarded. While the Administering Authority has no objections in policy to a Nauruan being associated in some way with its delegation it doubts whether in view of the above and the machinery and purpose of representation, any useful purpose would be served thereby.

46. In its discussions with the Nauru Local Government Council, the Mission was given to understand that, in spite of the somewhat ambiguous wording of its proposal, the purport was that a representative of the Council be attached to the Australian delegation to the Trusteeship Council whenever a Visiting Mission's report on Nauru was to be discussed. The Mission stressed the fact that only sovereign States could be members of the United Nations and that Member States had the sole authority in appointing their accredited representatives to any organ of the Organization. Were the Administering Authority to accede to the Council's proposal, the Nauruan selected would be attached to the Australian delegation in an advisory or consultative capacity and if called upon to speak before the Trusteeship Council by the head of that delegation, he would be authorized only to express the official view of the Administering Authority. In order to express before the Trusteeship Council personal views or those other than official ones, it was open to any Nauruan to present a written petition or to make an oral presentation before the Trusteeship Council. Thus the Mission is in agreement with the comments of the Administering Authority. It was, however, so impressed by the maturity of some of the Nauru Local Government councillors that it cannot but consider that there might be mutual advantages in associating such a Nauruan in an advisory or consultative capacity with the Australian delegation to the Trusteeship Council at the meetings during which a Visiting Mission's report on Nauru is under discussion.

Key positions in the Nauru Administration

47. The Nauru Local Government Council requested that the key position previously held by a Nauruan be given to a suitable Nauruan e.g. the position of Post Master and that other key positions within the Administration, for example, Officer in Charge Wireless Station, Field Assistant Surveyor, Works Supervisor and Assistant to the Accountant also be given to suitable Nauruans.

48. The Administering Authority stated that it understands and sympathises with the thought behind this request. It is <sup>the</sup> policy that key positions will be given to Nauruans as the latter become suitably qualified to discharge the duties satisfactorily. Qualifications and capacity are the only determining factors. One Nauruan, Mr. Raymond Gadabu was raised to Branch Head status when he was placed in charge of the Nauruan Affairs Branch in 1957. Education and on the job training are directed towards assisting other Nauruans to become qualified for key positions. A cadetship scheme has been developed for the purpose of giving selected Nauruans the opportunity to undergo professional and technical training in Australia. The position is being constantly reviewed and this year it has been possible to fill the position of Domestic Science Mistress in the Administration Secondary School with a Nauruan. A qualified Nauruan teacher has returned from Australian training and taken up duty.

49. The Mission was informed that the permanent establishment of the Public Service consists of 356 positions, of which 311, or 87 per cent are filled, or to be filled, by Nauruans (excluding those temporarily employed). Twenty-five of the positions are occupied by Europeans and twenty by Chinese, of whom one is the official interpreter, two are mechanics and seventeen are domestic employees. Senior positions occupied by Nauruans include the following:

- Administrative and Nauruan Affairs Officer, who is head of Department,  
Magistrate of the District Court and also of the Central Court.
- Superintendent of Schools, who is also Magistrate of the District Court.
- Assistant Medical Practitioners, who number four.
- Pathologist.
- Domestic Science Mistress.
- Senior Works Foreman.
- Transport Officer.



Foreman Tradesmen.

Sub-Inspector of Police.

Senior Survey Draftsman.

Chief Clerk, Accounts.

Staff Clerk.

Librarian of the Nauru Public Library.

In addition, it was hoped that the first fully qualified Nauruan teacher, whom the Mission met at the Consolidated Primary School, would in due course be capable of assuming the Directorship of Schools. With regard to the specific positions mentioned in the Council's agenda item, the Mission was informed that the former Nauruan Postmaster had had to be dismissed under unfortunate circumstances but that a Nauruan would be re-appointed when a suitable one was available; that the Nauruan Assistant to the Officer in charge Wireless Station, who judging from his long experience in radio work appeared qualified to take charge, was precluded from doing so owing to possible illness; that there was a candidate for the post of Field Assistant Surveyor who, however, had not yet reached the stage of keeping up with the volume of work; that the Senior Works Foreman was being trained to take over the position of Works Supervisor and that the position of Assistant to the Accountant was one which required high qualifications since the work was very involved and dealt with Royalties and Trust Funds, in connexion with which much of the work was carried out in Australia. The Mission fully endorses the policy of the Administering Authority as stated in its observations above, while at the same time it would like to reiterate its view that the Administering Authority should not be too reluctant to take a certain amount of risk in carrying out its declared policy. Like its predecessor, the Mission cannot but emphasize once again the importance of selecting promising Nauruan officials for further training in order to prepare them for higher positions in the Public Service.

### CHAPTER III

#### ECONOMIC ADVANCEMENT

##### General considerations

50. As is well known to the Trusteeship Council and confirmed by expert survey carried out by a team from the Commonwealth Scientific and Industrial Research Organization, the economy of Nauru is entirely dependent on the phosphate industry. Backgarden vegetable growing, pig and poultry keeping and fishing can help to alleviate the subsistence needs of the people but, in the opinion of the Mission, cannot contribute to the economy of the island to any appreciable degree. For the most part, the majority of Nauruans are wedded to a cash economy and satisfy their needs with imported goods, with little incentive to do otherwise. At present, the Administration is attempting, with laudable zeal, to persuade Nauruans to grow vegetables and fruits in their garden plots, in order to improve and diversify their diet. A Nauruan, who is at present studying agriculture at a college in Australia, is destined on return to Nauru to help in improving pig and poultry keeping and in stimulating the growing of vegetables and fruits.

##### Fishing industry

51. The Administration is taking steps to organize the existing private fishermen so as to get them to agree to sell their surplus fish to the Nauru Co-operative Society. Once this is accomplished, the Society would construct a cool room with refrigerator adjoining the Butcher's Shop, with the aim of selling the fish together with meat. For this purpose, the Nauru Local Government Council has agreed to divert £A.700, which it had voted to dynamite channels across the reef so that boats could approach the shore and be lifted onto the land at high tide.<sup>1/</sup> The final step in the new fishing industry scheme, once local Nauruan needs are satisfied, would be to buy a forty foot launch to fish some distance beyond the reef and sell the surplus to the British Phosphate Commissioners. Permission has been obtained from the General Manager of the

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<sup>1/</sup> It is to be realized that, unlike other reef-surrounded islands in the Pacific, the reef surrounding Nauru is contiguous to the land to a varying width up to about a hundred yards and that beyond the reef, the depth falls sheer to about 3,000 feet. Because of this and because of the high winds and strong currents that rush past the island, no boats can anchor off the reef; all must be lifted onto the land which rises about three feet or so above the reef. The phosphate ships are firmly tied to buoys when they come to load phosphate at the end of the cantilever arms and even they cannot do so with any degree of safety when a west wind is blowing.



British Phosphate Commissioners to use the B.P.C. partially-enclosed boat harbour, which the launch could enter and be lifted onto the quayside by derricks for unloading, in the same way as are the lighters at present, which ply between the phosphate ships and the harbour with cargo for the island. Meanwhile, the Nauru Local Government Council has set up a Diet and Nutrition Committee with the aim of propagating fish diet for protein.

#### Phosphate Royalty

52. In discussing this subject, the Nauru Local Government Council stated that for some time it had endeavoured to obtain some information on the prices of phosphate on the world markets but without success. It asked the Mission whether it could supply this information as they wished to ascertain where the Nauru phosphate stood in comparison with the phosphate produced elsewhere.

53. With reference to this question, the Administering Authority observed that pending the discussions to be held in Canberra this month (as reported in the Annual Report at page 42) **it had no further information to communicate.**

54. The Mission, not unnaturally, was quite unable to give the Council any information with regard to the specific prices of phosphate in the world market. It was however, very pleased to learn that the Head Chief and the Treasurer of the Council were going to Canberra towards the latter part of April 1959, to participate in negotiations regarding future phosphate royalties with the British Phosphate Commissioners. The Mission considers that the Administering Authority is to be commended for directly associating representatives of the Nauruan Community in a matter which so closely affects their future well-being and hopes that the outcome of these negotiations will be communicated to the Trusteeship Council in due course.

#### Aerodrome

55. This matter was raised by the Nauru Local Government Council in the following terms:

"For the last thirteen (13) years with the exception of two short periods of about three to six months each in 1951 and 1958 when the aerodrome was in use at an average of once a week by the U.S.A. Weather Bureau temporarily established in the island during these two short periods, the number of planes calling at the island were very few and far between.

When the rarity of occasions which call for the use of the aerodrome is considered in the light of the hardships which the people of the areas are undergoing in regard to living space, lack of areas for improvement of home surrounding, planting of food trees and all that go to make a happy community, the Council feels that the question of the aerodrome is reviewed with a view to returning the areas to the original owners for purposes already mentioned above.

The Council, however, may reconsider its submission if a more regular service of a fortnightly or so interval is established, whose economic return, the educational and other benefits to the Nauruans will outweigh the hardships now suffered by the people concerned."

56. The Administering Authority, in its observations stated that it fully appreciates the outlook of the individual land and food tree owners, but in the interests of the Nauruan people is convinced that the aerodrome should remain as it ensures a means of alternative communication for this isolated community in the event that sea transport is interrupted or is too slow in an emergency, even if a regular air service is not established in the foreseeable future. If such a service, possibly subsidised by the Administration and the British Phosphate Commissioners is practicable, it will provide many advantages for the Nauruan community. In the meantime, however, action to remove obstructions, namely Obstruction No. 6 - Tennis Court, the trees that infringe the 1 in 7 slopes and building Nos. 15 and 19, will be suspended.

57. The Mission gained the impression that while the individuals concerned objected to the cutting down of their coconut trees, the main complaint centres on the fact that, except for a very few occasions, the airfield had remained unused for the last thirteen years. This impression was confirmed by the Nauru Local Government, who stated in their submission of this item, that they would consider withdrawing their objections if the airfield were to be put into use by regular flights. The Mission, while endorsing the view of the previous Visiting Mission that it is in the interest of the population of Nauru as a whole to retain the airstrip and that it is also important to the development of Nauru, recommends that the Administering Authority undertakes effective action to get Nauru included as a regular port of call of some commercial air-line. In this connexion, the Mission would recall the comments it made in paragraph 24 above regarding the future of the Nauruan community, in which the regular use of the airstrip may play a significant part.



Old German Wireless Station land

58. It is thought best to reproduce this item of discussion in the form in which it was submitted to the Mission by the Council:

"This is not the first time this problem is presented to a Visiting Mission of the U.N. Trusteeship Council.

We had thought that at one stage in 1950/1 the then Administration on advice from Canberra were to have the lands returned to Nauruan owners and a letter to this effect was read by the late Head Chief DETUDAMO to the interested section of the community at a public meeting held in the Boe Hall at the time. On that occasion the Head Chief, on behalf of the Council of Chiefs, had tried to obtain approval of the people to use the money from these lands for the purpose of buying a ship. The people were not agreeable and as the meeting broke up the Head Chief advised that his Council will try further persuasion to obtain the money for the purpose he had outlined.

There was nothing further heard about these lands until a recent Administrator decided to challenge the people's statement in a petition that "Lands were never properly acquired by the Germans" and requested proofs and tangible evidences from the Council and the people to support the statement made. At the same time much search was made by the Administration in Canberra and local archives and even in Governments of East and West Germany. A thick wad of documents from Germany establishing the fact that the lands were purchased by April 1914 for a purchase price of 9014.80 Marks was received by the Council from the Administration.

The actual sale document which people signed or affixed their marks to was not among the documents.

The Administration contended at the time it submitted the above papers "that no good purpose could be gained by a further challenge to the Administration's actual ownership of the land" and he, the Acting Administrator at the time, would be pleased if the Council signify its agreement on that point. The Council had been unable to oblige.

The remainder of local people concerned in the transaction remember they were asked to make available lands to the German Administration for purposes of a wireless station. They did, on the understanding that it was for that purpose only. Furthermore, the German authority assured them they would continue to get any food off the trees they own in the area except where these happened to be near live power lines. This they did. Asked if they had been paid any money. They said they were paid money for the lands but how much and calculated on what basis they do not and could not remember at this late stage. One or two vaguely remember amounts of 100 Marks paid to certain individuals. They had continued to get food from the area until a certain time in prewar years when the then Administrator Commander R. C. Garsia, fenced off and prohibited people from entering the area.

In April 1914, when the lands were said to have been purchased, phosphate were already being exported from Nauru and every civilized person should have known the value of the lands which were all rich phosphate bearing lands.



This Council finds it extremely difficult to believe that just because the Germans wanted to have a wireless station, their government could in fact perpetrate a transaction whereby they would purchase approximately 100 acres of high-class phosphate lands, the birth right to which was owned by several Nauruan families, for approximately 9014.80 Marks.

It is easier to believe the people's version that the German Government wanted the lands and paid for their right to use it only for a wireless station, and not to become a phosphate landowner in place of some poor Nauruan families.

The Council therefore respectfully request that the lands be returned to the rightful owners and all royalties accruing therefrom to date should be paid to the same people.

It may be pointed out that the British Phosphate Commissioners had in recent years surrendered to Nauruan owners the free-hold lands which they purchased from the former phosphate company, who in turn had purchased them from original Nauruan owners to facilitate the building of their industry."

59. In its observations, the Administering Authority stated that the question raised as to whether the Nauru Local Government Council and/or individual Nauruans can take the land ownership matter to court as against the Administration has been referred to the Commonwealth legal officers for advice. When that advice is received information will be furnished to the Trusteeship Council.

60. The Mission was rather surprised that this item was brought up, since it was under the impression, gained from the statement of the special representative of the Administering Authority at the last session of the Trusteeship Council, that the ownership of the area generally referred to as the "wireless station land" had been decided.<sup>1/</sup> At its second meeting with the Nauru Local Government Council, the Mission was given to understand that this was not so, though the Council had not hitherto raised the case with the Administration. The Mission could only suggest, therefore, that the question be examined as to whether the landowners concerned could bring their case to court.

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<sup>1/</sup> Trusteeship Council, Official Records, 890th meeting, page 5, paragraph 29.



# CHAPTER IV

## SOCIAL ADVANCEMENT

### General considerations

The population at 30 June 1958, was estimated at 4,308 consisting of:

2,158 Nauruans  
654 Chinese  
363 Europeans  
1,133 Other Pacific Islanders

62. In general, the health of the people appeared to be good. The most prevalent diseases, the Mission was told, were in connexion with the respiratory system. Emphasis was placed on preventive measures. The Mission was informed that complete co-operation in health matters exists between the Administration and the British Phosphate Commissioners. During its tour of the Administration hospital, the Mission saw Gilbert and Ellice islanders of the British Phosphate Commissioners labour force being Mantoux-tested and X-rayed in connexion with the regular island-wide survey for tuberculosis. There were four Nauruan Assistant Medical Practitioners, who were carrying out their duties satisfactorily. The present lack of girls of the right age for training as nurses would be overcome in the near future, it was hoped, when the comparatively large number of children born in the war years becomes available from the secondary school. On the whole, the Mission was very favourably impressed by the medical facilities provided and the measures taken by the Administration to care for the health of the people, as well as its programme for the training of Nauruan men and women to assume eventual responsibility in all sections of the public health field.

63. At the time of the Mission's visit, the labour force employed by the British Phosphate Commissioners consisted of:

590 Chinese, of whom 211 were mechanics and 379 were ordinary workers, and included 28 married families and 12 boatmen.  
687 Gilbert and Ellice Islanders, of whom 14 were trades-men, 2 were clerks, 11 were apprentices, 9 were Hospital nurses and 651 were ordinary workers, and included 63 married families.  
114 Nauruans.

64. As stated earlier in this report, the Mission met the leading representatives of the immigrant workers in the British Phosphate Commissioners and toured their settlements. No complaints of any sort were voiced to the Mission, which was favourably impressed by what it saw.

65. Also as stated earlier, the Nauruan Community enjoys an economic prosperity and a standard of living much higher than that generally found in other Pacific islands. There appeared to be equality of treatment of both men and women, many of whom take active parts in the life of the Community. There is no curfew and corporal punishment has been abolished.

#### Working conditions

66. The Nauruan Workers' Organisation had requested the Council to submit on their behalf to this Visiting Mission the following matters in connexion with working conditions on Nauru:

" 1. HOURS OF WORK

Nauruan employees view with strong disfavour the 44 hour week which is in force on this island. A submission was made to the last Visiting Mission on this matter but there has been no result.

The position remains the same therefore Nauruan Workers petition this present Mission to recommend to the Administering Authority that a 40-hour working week should be adopted on Nauru. Australian workers enjoy a 40-hour week and to persist with the present hours of work for Nauruans is regarded as outright racial discrimination.

2. EQUAL PAY FOR EQUAL WORK

Against this principle, which is widely accepted throughout the world, on Nauru -

Male and female employees doing the same work receive different salaries and wages;

European and Nauruan employees doing the same type of work are paid different salaries or wages.

The Nauruan Workers' Organization wish to petition this Visiting Mission to recommend to the Administering Authority to adopt and put into practice wherever applicable on Nauru the principle of equal pay for equal work.

3. BASIC WAGE BASIS

Basic wage for Nauruan employees is based on a man and wife as pointed out to the last Visiting Mission. As the average Nauruan worker is a man with a wife and two children the Nauruan Workers' Organization respectfully request this Visiting Mission to discuss again with the Administering Authority the submission it made to the last Visiting Mission as there has been no change in the position to date. The Nauruan Workers' Organization had not received from the Trusteeship Council any reply to that submission. It is believed that other petitioners have had replies to what they had submitted to the last Visiting Missions."



The Nauru Local Government Council is of the opinion that working conditions on this island are not satisfactory, agrees in general with the three matters as submitted and at this stage does not wish to add anything thereto.

67. The Administering Authority stated in its observations that employment conditions in Nauru are at present under review by the Administering Authority. On completion, information thereon will be made available to the Trusteeship Council.

68. As stated in paragraph 9 above, this item was only submitted to the Mission as it was about to board the plane on its departure from the island and thus it was not discussed with the Nauru Local Government Council. The Mission was informed by the Administration that the basic wage is reviewed every six months and varies with the rise and fall in the cost of an approved regimen of living costs. A survey to fix the cost of the regimen is made by an officer of the Administration and a representative of the Nauruan Workers' Organization is invited to comment before the fixation. After the last review in November 1958, the basic wage rose to £A.297 per annum, and includes an amount equal to the rental of a Nauruan home. The Dependents' Allowance, paid for dependent children, varies with the rise and fall in the basic wage and is now 12 shillings and sevenpence per week. Also under consideration, is the preparation of a scheme of retirement benefits in conjunction with a Superannuation Ordinance to be issued together with the Public Service Ordinance, which the Mission was told had been approved by the Minister of State for Territories in 1952 but has not yet been submitted to the Nauru Local Government Council.

#### Phosphate dust problem

69. In raising this question during its meetings with the Mission, the Nauru Local Government Council stated that:

"The question of phosphate dust is becoming more than a mere nuisance. It is becoming a serious problem especially to those living within the vicinity of the phosphate works.

"Every part of the house and all furniture have a coat of dust, clothings are sprinkled with dust, all foods, drink and water supplies for baby and all have a film of dust. Dust everywhere. When removed it forms soon.

"All these are what we see and note on the outside parts of the articles mentioned, but we fear to imagine what happens when these people and their children are sleeping and breathing in the dust. We are told it was harmless but still the thought of it is not pleasant.

"It will be recalled that the matter was brought to the attention of the 1956 U.N.O. Visiting Mission and that the Matter had also been discussed with the British Phosphate Commissioners representatives.

"It is with regret to state that the B.P.C.'s effort so far has produced no improvement whatsoever and that the Council urge once again that the Mission assist the B.P.C. to find the best and up to date means of suppressing the dust."

70. In its observations on this matter, the Administering Authority informed the Mission that the British Phosphate Commissioners are actively investigating methods of controlling phosphate dust. Effective control has already been effected at the cantilever shore bin and the same methods are to be used at the main dry phosphate storage bin when reconstruction to that unit is completed. Further experiments have been carried out with a view to reducing or eliminating dust at the transfer points in the belt conveyor system, so far without success, but overseas results suggest that this problem can be solved successfully. Furthermore to re-assure the people that the dust does not constitute a health problem, the Government Medical Officer is to undertake a new dust analysis.

71. In Nauru / <sup>the Mission</sup> received a note on dust control from the British Phosphate Commissioners, on the lines of the above observations. Apart from its nuisance angle, the Nauru Local Government Council seemed more concerned with the possible detrimental effects of the continuous intake of the dust. They suggested that the problem might be investigated by the medical authorities and information might be sought from the World Health Organization, which may have some knowledge of possible effects of the dust in other phosphate-bearing areas. The Mission is very glad to note from the observations of the Administering Authority that the Government Medical Officer is to undertake a new dust analysis and sincerely hopes that the results will be reassuring to the Nauruan community.

#### Visit of Nauruans to the Trust Territory of the Pacific Island

72. During its stay on the island, the Mission was happy to learn that transport arrangements had finally been completed to enable some fifty-eight Nauruans to visit their relatives in the Caroline and Marshall islands. The District ship "Roque" was to call at Nauru at the end of April 1959, to take the Nauruans to Truk, Kusaie and Majuro and to return them to Nauru at the end of three months.



CHAPTER V  
EDUCATIONAL ADVANCEMENT

Education on Nauru

73. In its submission of this item to the Visiting Mission, the Nauru Local Government Council raised eight points dealing with different aspects of education on Nauru, which it prefaced with the following remarks:

"The Council agrees with the aims and object on local education which are often publicised in Annual Reports to the U.N. Organization. We would like to add that we want maximum, unrationed and the best education possible to achieve those aims and objects, in the quickest possible time.

At times and in certain instances however, policies and views of the Administration had, in the opinion of the Council, fallen short of these aims. These are some aspects of education on this island which are worrying the Council :-"

74. Point 1. "In the Administration Secondary School the number of subjects is too limited to cater satisfactorily to our students' needs, which must inevitably vary, at this level of education. A glaring example is that in this school, commercial subjects are not taught despite the availability of jobs for commercial students, the crying need of girls to receive tuition in these kinds of subjects, and requests of the Council for such courses to be adopted there."

75. In its observations on this point, the Administering Authority mentioned that there are 61 pupils at the school at present. The subjects taught are English, Arithmetic, Mathematics (Algebra and Geometry), Science, Social Studies, Music, Art, Physical Education, Hygiene, Woodwork, Mechanical Drawing, Sheetmetal Work, Cookery, Needlework and Dressmaking, Home Management, and Craft Subjects (separately for boys and girls), a total of seventeen subjects. The provisions of additional subjects would require additional staff which is not warranted by present enrolments, or would lead to dissipation of the energy and skills of the existing staff and the pupils. Commercial subjects are already taught at the Mission Secondary School in Forms III and IV (the level at which these subjects are provided in Victoria). Their provision at the Administration Secondary School would at present be a needless duplication of services. Moreover, it should be noted that three girls under scholarship have completed or are undertaking full-time secretarial courses in Australia, and opportunities for girls in commercial work on Nauru should not be over-estimated.



76. Point 2. Administration Scholarships for Higher Education in Australia

" These used to be based on special examination passes of students who were approximately in the first year of Secondary Education and who also satisfy the stipulated age limit. In the beginning, this system was not without its disadvantages and the main one in the Council's opinion had been the bigger age for grade of Nauruan students, as compared with their Australian counterparts. After some years, during which time the Primary Schools had improved and education in primary grades had become much more thorough and sound, the age-grade balance was restored and scholarship students were becoming more promising. However when this stage was reached the Administration changed the basis of scholarship awards and decided to give them to senior forms in the Secondary Schools, that is, scholarship candidates had to be selected from students who had done their first three years of secondary education in the local schools.

The Council protested against this but it was ignored.

The Administration's reason for this change was not too well understood by the Council. There was an expressed belief that sending scholarship students from first year candidates takes away the cream of pupils and this caused harm to local education. The Council does not agree with this, contending that sending seven or eight deserving students every year for this purpose could not and should not kill the development of local education to the maximum, and that if the intention behind the scholarship system is to train Nauruans in the best and quickest possible ways to qualify them to govern their own affairs, it is to their advantage if their higher education is, from the first year, undertaken in the best and well established secondary schools in Australia.

To continue with the present, unrealistic system, the Council fear, would continue to produce unsatisfactory scholarship students and thus putting further away the prospects of seeing our people qualified to take on key positions on Nauru.

The Council request this U.N. Mission to recommend to the Administering Authority the re-adoption of the original basis of awarding scholarships or alternatively, to run the two systems concurrently for a period of say, six years, and compare their results and effects."

77. The relevant observations of the Administering Authority stated that in 1956 it was decided that scholarships should be awarded at the Intermediate Certificate level instead of, as previously, at the early secondary level. This was done partly because it was thought that students would benefit from further study in Nauru before going to Australia and partly because of the serious effects that were expected if the enrolments at the Nauru schools were



further depleted by the sending of the most promising students to Australia. The actual enrolments at the Administration secondary school were 51 in 1957, 49 in 1958 and 61 at present (the low numbers being due chiefly to the effects of the war). If the numbers had been still lower, through the sending of more students to Australia, it would have been most difficult to justify the provisions of the skilled teaching at the school, the proper organization of the school would have been impossible, and the remaining students would have lacked the incentives of working with the prospective scholarship students. It is expected that enrolments at the school will rise to 127 next year and this fact, together with the steady improvement in standards at the primary level, will enable the Administration to reconsider the question of the level at which scholarships are to be awarded in future.

78. Point 3. Primary Education: Disruption of School Time

"Although much good work is being done in the Primary Schools the Council is concerned at the disruption of school time owing to recreational leave and other movements of staff who were recruited from Australia. As these were usually key personnel in the Department, it had been found convenient at times to close schools before its normal course and on some occasions remaining teachers just had to take on extra classes.

These disruptions take on a more serious form when they occur in any one year simultaneously or together with disruptions about which nothing could have been done, for example, the closing of schools for epidemics of diseases.

It was very difficult for the Council to assess what effect the above disruptions have had on the progress of school children, but it was easy to conclude that such state of affairs was not satisfactory.

The Council consider it is a sad thing that under the present system of recruitment and appointment of necessary qualified staff from the mainland, these disruptions to school time will continue to take place.

It is therefore suggested that the U.N. Mission discuss with the Administering Authority ways and means of overcoming these disruptions, if they agreed with the Council that such disruptions are not in the best interests of education on this island.

These disruptions also take place in the Administration Secondary School and in 1955 this School was for several months without a Headmaster, who also normally teaches a considerable number of classes."

79. Regarding this question, the Administering Authority observed that there have been some problems in the past in obtaining staff of the high quality that is required for Nauru. This was the reason for the lack of a headmaster for the secondary school for some months in 1955. Provisions have now been made in the contracts of all teachers recruited for positions on Nauru which require them to complete the school year before taking leave. At the end of 1958, there was no serious disruption: The European primary school closed on 8th December, the Secondary School closed on 12 December, and all other schools closed on 18th December, the date when Victorian schools also closed.

80. Point 4. Period of local preparation on Nauru

"The Council is also apprehensive of the policy whereby students who were earmarked to pursue post-secondary or tertiary education, are forced against their will and the Council's to undergo one or two years of the unrealistic and so-called "preparation" on Nauru.

In the opinion of the Council when in any year a student passes the Secondary School Leaving Certificate or Matriculation such a student should be encouraged to advance to a university or other higher education in the following year if they would be accepted. It is at this stage, the Council feels, that a student's knowledge and grasp of academic work are on the ascendancy and should receive the greatest amount of encouragement they deserve. To force a student to spend a year or two of "preparation" on Nauru before taking on higher education is very discouraging and frustrating. In this state of mind there is a great danger of a student succumbing to attractions of local life which may not be in the best interests of the student."

81. The Administering Authority stated that there is no policy forcing students to undergo "preparation" on Nauru before proceeding to tertiary training. Of nine students who have gained the Leaving Certificate since 1953, four have proceeded direct to further courses; one had his further training interrupted by ill-health; and four spent periods of preparation on Nauru, three of these as student teachers. In these cases, the preparation was required to ensure that the student's interest in his proposed vocation stood to give them an understanding of the special needs of the Nauruan environment, which naturally are not taken into account in Australian teachers' colleges. The Administering Authority considers that, when periods of preparation on Nauru have been given, these have been beneficial to the student himself and to the Nauruan community which he will serve.



82. Point 5. Insufficient Encouragement to Private Students in Australia

"It is the considered opinion of this Council that students who are sent for higher education overseas at the private expenses of their parents deserve encouragement from the Administration.

In ruling that no finances will be made available by the Administration for the medical and dental care of these students whilst they are attending school overseas, it is discouraging this worthwhile Nauruan enterprise.

Even non-Nauruans on this island receive at least free dental services at the Nauru Administration Hospital and we therefore fail to see the wisdom in withholding these benefits to Nauruan private students who need them. "

83. In its observations, the Administering Authority stated that it provides scholarships, including the cost of medical and dental treatment, for students who it considers would benefit from education in Australia. For the rest it provides suitable education on Nauru and the free local medical and dental services are available to them. If they choose to come to Australia for schooling, rejecting the educational and health services available locally, it would not be sound practice for the Administering Authority to meet their medical and dental expenses in Australia any more than it would be to meet their educational expenses in Australia.

84. Point 6. Unsatisfactory Attitude Towards Education of Girls

"Worthy of mention also is the seemingly unsympathetic policy of the education of Nauruan girls. In quantity, quality and standard, the Council is of the opinion that, educationally Nauruan girls have always been somewhat behind the boys.

We do not think anything realistic has been done to remedy this unhealthy balance in the educational progress of the people. On the contrary we see too often girls failing in scholastic courses in their higher education overseas and on account of such failures scholarships were happily terminated and the girls encouraged to stay at home or employed in jobs for which they need not have been sent to Australian higher education.

Scholarships for higher education overseas were originally awarded on an equal basis to the sexes, that is, two for boys and two for girls. For some reason unknown to the Council, scholarships for boys were recently increased from two to four while they have remained at two for the girls.

We think the situation can be remedied and urge this Mission to confer with the Administration and the Administering Authority with the view to consider and devise ways and means of uplifting the standards of girls. In this direction the Council suggests -

- (1) that the Administration should frequently go out of its normal way to ensure that scholarship girls, who have reached their peak of education and cannot absorb more knowledge to pass certificates, are allowed to specialise as boys do in trade apprenticeship courses, or in on the job training courses;
- (2) that every effort should be exerted to ensure that such girls return from higher education overseas, qualified by experience at least for some suitable occupation on Nauru;
- (3) that scholarships for girls should double the number annually awarded to boys;
- (4) that in the Administration Secondary School commercial courses for girl students should be introduced at the earliest possible date.

To persist with the present attitude towards the education of girls would be to court lop-sided progress of the Nauruan race."

85. The observations of the Administering Authority stated that it is gratified that the Council is now seized with the importance of the education of girls. The Administering Authority has given the lead on this matter and the education of girls has been given particular attention. The improvement of the general Nauruan attitude to women is a difficult task but the efforts of the Administering Authority, now supplemented by the support of the Council, should lead to progress. Equal

educational provision is made for boys and girls; the appointment of a female Head Teacher to the Nauruan Primary School and of a First Mistress to the Secondary School have assisted the development of a better attitude among Nauruan teachers to the teaching of girls; and special provision has been made for domestic science and other special courses for girls and women. In the field of scholarships, every effort has been made to encourage girls to take general and vocational courses, and, in spite of the poorer quality of girl students resulting from general Nauruan attitudes, a total of eight girls have completed or are undertaking overseas courses in teaching, secretarial work or nursing. The suggestion that the Administering Authority should go out of its way to ensure that girls undertake vocational training does not have regard to the cases where this has in fact been done. Limits in this regard are of course set by the quality of the students themselves and by their willingness to undertake training. No useful purpose would be served in awarding scholarships to



girls who will not profit from them, and an increase in the number of awards would certainly not be warranted at present. The Administering Authority would not consider itself shackled by any set ratio of boys to girls in scholarships awards if in any year there were more than two girls capable of benefiting from scholarships. In the three years since 1956, only four girls have been available for the total of six scholarships offered. The Administering Authority's views on the question of commercial courses are set out ~~in~~<sup>in</sup> paragraph 75 above.

86. Point 7. Educational Advisory Committee

"This Committee, set up in 1953, includes in its composition, three representatives of the Council. It had been reported in Annual Reports to UNO that by means of this committee Nauruans have participated in the formation of educational policy.

Without saying very much, this Council would like to advise the Visiting Mission so that it may not fail to inform the Trusteeship Council, to attach only the smallest amount of credence if any at all should be given, to such a statement. The Committee acts more as a clearing ground for dissemination of information which the Education Department wants Council representatives to convey to the Council."

87. The Administering Authority stated that full information on educational matters is always provided to the Committee, planned projects are discussed in advance, and reasons behind Administration proposals are always supplied. Discussion is encouraged and due weight is always given to the views of the Nauruan members of the Education Advisory Committee. In the last resort, however, some educational practice must be the determining factor in all decisions regarding educations, in the interests of the children concerned and of the Nauruan community as a whole. When the views of the Nauruan members of the committee are at variance with sound educational practice, those views will not be adopted.

88. Point 8. Courses of Study in Nauruan Schools

"With little modification courses of study adopted are based largely on the system adopted for the state of Victoria in Australia. This in itself has not been and is not criticised by the Council.

The Council is only worried where scholarship students, after doing on Nauru three or four years of secondary school on the Victorian courses of study, they are sent to the New South Wales where the system is known to be somewhat different at the secondary level.

When confronted with this anomalous situation the Director of Education more or less confirmed that it was not desirable for students to do a certain course and then switch over to another as explained in the above paragraph. However all of the five scholarship students last year were sent to New South Wales after having done three or four years in the Victorian courses of study.

The Council respectfully request the Visiting Mission to discuss this aspect of education with the Administration and the Administering Authority and endeavour to work out a more happier solution."

89. In its observations, the Administering Authority stated that there are particular advantages in placing Nauruan students in Sydney because of the close personal guidance and supervision available there from the head office of the Commonwealth Office of Education. The same degree of supervision is not available at centres in Victoria. Generally it is felt that this advantage in the case of Sydney schools outweighs the comparatively minor differences between the New South Wales and the Victorian and Nauruan curricula. Full regard is, however, always had to the wishes of the parents and of the Nauru Local Government Council in the placing of scholarship holders.

90. Quite apart from the fact that this item was only handed to the Mission just before it was to have its second meeting with the Nauru Local Government Council, the Mission was unable to go fully into all aspects of the educational system during its brief stay on the island. It thus cannot offer any comments on the specific questions raised in this item. From its own observations however, as well as from talks both with Nauruans and Administration <sup>(officials)</sup> concerned with education, the Mission was most favourably impressed with the excellent facilities and standard of education provided for the Nauruans, including those of the Catholic Mission, bearing in mind their needs and the stage of development reached. It was particularly pleased to learn that two Nauruans were now attending the University of New South Wales, one studying medicine and the other, science, and also that two Nauruan boys had passed in English at the matriculation level. The command of English displayed and the intellectual level at which its discussions were conducted with the members of the Nauru Local Government Council as well as its conversations with other Nauruan individuals of both sexes were concrete evidences of the educational benefits received. In view, more particularly, of its comments on the future of the Nauruan community, the Mission fully supports the request for instruction in "commercial subjects", such as typing, stenography, book-keeping, business management, etc. referred to in Point I of the Council's agenda item. In this connexion, it would also recommend that more instruction be given to vocational and technical training, such as teaching, automotive engineering, building, and carpentry.



UN Scholarships for Trust Territories

91. Under another item of the agenda submitted to the Mission, the Council requested that benefits derived from and facilities offered by the U.N.O. Scholarships for Trust Territories be also extended to Nauru and that detailed information regarding the scholarships and the requisite qualifications be made available to it.

92. The Administering Authority stated that information on these awards will be made available to the Council. It should be noted that these awards are for tertiary studies and the Administering Authority already makes very generous provision for the training of Nauruans at this level. Generally it is felt that, at this stage, Nauruans are far more likely to be successful in tertiary courses taken in Australia with adequate supervision and guidance than in courses taken overseas.

93. The Mission was somewhat astonished to learn that neither the Nauru Local Government Council nor the Administrator had any definite knowledge regarding the offers of scholarships by Member States of the United Nations to the inhabitants of Trust Territories. It was pointed out that the Director of Education, who was absent on leave at the time of the Mission's visit, might have this information but in any case, it appeared that neither the Council nor the general public had been informed.

Dissemination of information on the United Nations

94. A collection of the Official Records of the Trusteeship Council and pamphlets and handbooks concerning the activities of the United Nations and the specialized agencies is available at the Public Library. Apart from a few United Nations posters on the bulletin boards and walls of the schools, the Mission was not particularly struck by other visual evidence of the dissemination of information on the United Nations.



Chiping H.C. Kiang

  
U Tin Maung



Alfred Claeys Boulaert

  
Sergio Kociancich

14 May 1959

ANNEX I

Questions raised at the public meeting held in the afternoon of 12 March 1959

- 1 (a) Petitioner: Mr. A. D. Lorenzo, a former Administration motor mechanic, stated that he was responsible for setting up the first garage on the island for the servicing and repair of private vehicles. His business had been so successful that he now wanted financial assistance in order to expand it. He had approached the Administrator who had been most helpful in his advice and had requested him to assess his resources and to agree with his partner on the repayment of the money that might be advanced.
- (b) Observations of the Local Authority: The Administrator observed that the Administration was quite willing to help the petitioner as the project was an excellent one and that he had asked the petitioner to provide collateral in agreement with his partner since any capital advance would have to make provision for repayment.
- (c) Comments of the Visiting Mission: The petitioner appeared to be satisfied.
- 2 (a) Petitioner: Mr. Apadinuws, first thanked the Trusteeship Council for the consideration it had given to his previous petition presented to the 1956 Visiting Mission (T/PET.9/19 and resolution 1655 (XVIII)) and also the Administration and the Nauru Co-operative Society for their generous assistance to him. He was receiving the sum of £A.7.10.0 per month in cash from the Administration and free food supplies such as cereals, milk, sugar, etc. from the Nauru Co-operative Society's store. As a result of his previous petition, the Administration had very kindly built him a workshop in which he could make and sell his handicrafts and had supplied him with the raw materials and tools. In order however, to increase his knowledge and skill in handicraft work, he now asked to be sent to Australia for one year.
- (b) Observations of the Local Authority: The petitioner, who is partially paralysed as the result of poliomyelitis and is confined to a wheel-chair, is already sufficiently skilled in all the local arts and crafts and not only is he finding a ready market for his products but is unable to meet the demand. In the opinion of the Administrative and Nauruan Affairs Officer, the petitioner would be unlikely to gain any further knowledge by going to Australia.



- (c) Comments of the Visiting Mission: Since the petitioner was unable to appear in person at the meeting a letter was sent to him in the above sense, signed by the Chairman of the Mission.
- 3 (a) Petitioner: Mrs. Eiyerubo had four requests, the first of which concerned some land which had been registered in her late father's name but she had been unable to obtain any share of it.
- (b) Observations of the Local Authority: The case was a very old one, dating from the time when the island was under German administration, and had been thoroughly examined by the Nauru Lands Board as well as being the subject of a final decision by the Central Court.
- (c) Comments of the Visiting Mission: It could do nothing to reverse the final decision of a territorial court.
- 4 (a) Petitioner: Mr. Eiyerubo has a number of children attending the Consolidated Primary School but the bus service is insufficient.
- (b) Observations of the Local Authority: The Administration provides free transport by bus to take the children to school in the morning and bring them home in the afternoon. It cannot, as yet, provide transport at midday and children must therefore bring their own lunch to school. The question of transport at midday was under discussion between the Nauru Local Government Council and the Administration.
- (c) Comments of the Visiting Mission - none
- 5 (a) Petitioner: Mrs. Eiyerubo asked help in obtaining a new house as soon as possible.
- (b) Observations of the Local Authority: In this case it was the Head Chief who replied since Nauruan housing is within the competence of the Nauru Local Government Council; the matter of building new houses is being dealt with by the Council; by 30 June 1959, the sum of £A.26,000 from royalties will be available and an improved design has been prepared including an extra bedroom and a larger kitchen. The houses will be built by Nauruan contractors who are at present finding it a little difficult to get sufficient labour. When ready, the Council will allot the new houses to the most needy families.
- (c) Comments of the Visiting Mission: The petitioner should present her case to the Council at the appropriate time.

- 6 (a) Petitioner: Mrs. Eiyerubo wanted to be allowed to stay in the hospital when any of her relatives were in-patients; at the moment, she had no sick relatives.
- (b) Observations of the Local Authority: While sympathizing with the concern of people for their sick relatives, regretted that the regulations limited the staying in hospital with sick relatives to breast-fed babies and those dangerously ill.
- (c) Comments of the Visiting Mission: None.
- 7 (a) Petitioner: Mr. Douba Scotty, a former motor mechanic in the Public Works Department, said that he cannot work and asked for assistance for the upkeep of himself and his family. He goes regularly to the hospital for treatment but has not improved enough to enable him to return to work.
- (b) Observations of the Local Authority: The petitioner was an excellent mechanic but about three years ago he suffered some sort of mental disturbance which seems to deprive him of co-ordination between brain and sight and gives him spells of dizziness. The medical officer stated that it was a complicated psychiatric case and the Administration has recommended that the petitioner be sent to Australia for treatment.
- (c) Comments of the Visiting Mission: If the petitioner's treatment in Australia is approved, the Mission and the petitioner were assured that the Administrative and Nauruan Affairs Officer would consult with the Administration on arrangements to care for the petitioner's family during his absence.
- 8 (a) Petitioner: Mr. Danag, who lost an arm during an Allied naval raid on Nauru in 1944 or 1945, is a widower and had petitioned the 1956 Visiting Mission (T/PET.9/15, resolution 1651 (XVIII)), wanted a smaller house than the standard Nauruan house he now has, but if he has to retain his present house, could he be excused from paying rent.
- (b) Observations of the Local Authority: The Head Chief replied that this was the first time he had heard this request and advised the petitioner to take his case to the Nauru Local Government Council. Actually, the petitioner is well off financially, he runs a branch store of the Nauru Co-operative Society, receives some income from the sale of poultry and is assisted by



his relatives, especially his two sons who are in employment on Nauru.

(c) Comments of the Visiting Mission: Hoped that his request would be considered in the near future, with which the petitioner said he was satisfied.

9.(a) Petitioner: Mr. Garoadage Bam, had two requests, the first concerned the restriction on the sale of liquor to Nauruans which should be lifted, because it resulted in many Nauruans being punished for minor drinking offenses.

(b) Observations of the Local Authority: The restriction on the sale of alcoholic beverages was enforced for the protection of the Nauruan Community and had the sanction of the Nauru Local Government Council. The question is under constant consideration, particularly with regard to the possibility of permitting the unrestricted sale of beer with a low alcoholic content.

(c) Comments of the Visiting Mission: This seemed a question within the competence of the Administration and the Nauru Local Government Council.

10 (a) Petitioner: Mr. Garoadage Bam, stated that there should be no racial discrimination on the island, particularly with regard to inter-racial marriages. He said that there had been cases of Chinese who wished to marry Nauruan girls but had not been allowed to do so.

(b) Observations of the Local Authority: There were no laws or regulations against inter-racial marriages.

(c) Comments of the Visiting Mission: On being asked, the petitioner could not specify any case in which an inter-racial marriage had been forbidden.

11 (a) Petitioner: Mr. Heine of Aiwo: Stated that the living standards of Nauruans has improved considerably when compared with the past, but he wanted a still higher standard, such as better furniture in the houses and improved interior decorations, but Nauruans lacked the means.

(b) Observations of the Local Authority - None

(c) Comments of the Visiting Mission: If it was a question of higher wages, the petitioner should take the matter up with the Nauru Workers' Organization.

- 12 (a) Petitioner: Mrs. Robert Eidiegin Rasch had four requests, the first was that the wages of laundresses at the hospital be raised and that they be provided with free meals; she is a laundress at the hospital.
- (b) Observations of the Local Authority: The wage scales of all Administration employees is reviewed at six-monthly intervals by an officer of the Administration in consultation with a representative of the Nauru Workers' Organization; the petitioner is free to take her request to that Organization.
- (c) Comments of the Visiting Mission - None
- 13.(a) Petitioner: Mrs. R. E. Rasch: that there should be no censorship of movie films; some films shown to Europeans had not been shown to Nauruans.
- (b) Observations of the Local Authority: Censorship as such does not operate with regard to books, papers or films and the Administration has made it clear to the Nauru Local Government Council that it is not in favour of censorship. The withdrawal of obnoxious films on the grounds of indecency operates in Nauru as it does in Australia, based on the welfare of the people. The Nauru Local Government Council has a committee to advise the Administration viewer of films who views films together with a representative of the Council. As far as the Administrator could recall, only one film had been withdrawn, with the approval of the Head Chief and the Administrative and Nauruan Affairs Officer, because it portrayed scenes of debauchery detrimental to youthful viewers. The British Phosphate Commissioners had withdrawn the film after one showing to Europeans but there had been no question of racial discrimination.
- (c) Comments of the Visiting Mission: None, especially after the Head Chief had explained the whole matter to the audience at the public meeting.
- 14 (a) Petitioner: Mrs. R. E. Rasch - wanted the European houses to be fenced in so that her pigs could be turned loose without fear of them being impounded.
- (b) Observations of the Local Authority: The Head Chief stated that there is a Council rule that pigs should be kept under control and not be allowed to forage in other peoples' gardens.
- (c) Comments of the Visiting Mission - None



- 15 (a) Petitioner: Mrs. R. E. Rasch - stated that the post of Matron of the hospital should have been filled by a candidate from Australia and not by Miss Clark, the former Sister in charge of Child and Maternal Welfare.
- (b) Observations of the Local Authority: The former Matron had got married and her post became vacant; Miss Clark, together with other applicants in Australia applied for the post and, being fully qualified, was selected for promotion to fill the post by the Minister of State for Territories. A fully qualified Sister for Child and Maternal Welfare is being sought at the present time in Australia.
- (c) Comments of the Visiting Mission: It was learnt that Miss Clark had had occasion in the past to discipline the petitioner for being absent from her work and getting someone else to sign the attendance book in her name; the complaint thus appeared to be motivated by feminine spite.
- 16 (a) Petitioner: Mr. Samuel Halstead complained that he was kept in prison for two days on suspicion of being drunk, without a warrant of arrest; that during that period no sleeping mat or food were provided to him; that his request to contact his Councillor had been refused and that he could not understand why he had been kept in prison without a judgement of the Court.
- (b) Observations of the Local Authority: This was the first time that this complaint had been heard though the case had occurred some time ago.
- The** petitioner had been brought to the prison in a drunken state after midnight on a Saturday night by the Head Chief, to whom the petitioner's wife had complained that her husband had been drinking and she was frightened of his violence. At the prison, the petitioner was obstreperous and had struck the policeman on duty. It was recorded that a sleeping mat had been provided him and that he had been brought food on two occasions, on the first of which he had refused it, not being in a fit state to enjoy it but eating it on the second occasion. There was no record that he had asked to see his Councillor on the Nauru Local Government Council. First thing on the Monday morning, he was brought before the Magistrate who gave him a suspended sentence and bound him over to be of good behaviour. The

authority to arrest him was that of the police to arrest persons who are drunk and disorderly. For the information of the Mission, it was disclosed that the petitioner, who was a young man, refuses to work, preferring to live on his relatives and that he indulges in drinking bouts.

(c) Comments of the Visiting Mission, at the time of hearing, the Chairman said that the Mission would investigate this complaint. **Later, the log of the Prison was read out to the Mission.**

17 (a) Petitioner: Mr. Deignab Bill, employed in the Administration hospital as a temporary Assistant Medical Practitioner, wanted the post changed to that of Assistant Medical Officer and he himself appointed to it.

(b) Observations of the Local Authority: The petitioner had only recently graduated from the Suva Central Medical School and though there was no post on the establishment vacant, he had been given employment as a temporary Assistant Medical Practitioner in order to give him experience and to prove his worth, pending a vacancy.

(c) Comments of the Visiting Mission: That the Petitioner should apply himself in the post he already has and that he could submit his case to the medical authority later, who would judge it on its merits.

18 (a) Petitioner: Mr. Teddy Dubuae: an Administration driver with a family of five children, complained that his present house is too small and that the rent is being deducted from his salary; he would like a house with three bedrooms.

(b) Observations of the Local Authority: With regard to a larger house, he should apply to the Housing Authority, namely, the Nauru Local Government Council. After the last review in November, 1958, the basic wage was increased to £A.297 per annum and included an amount equal to the rental of a Nauruan house, which from 1 February 1958, was fixed at ten shillings and ninepence per week or £A.27.19.0 per annum.

(c) Comments of the Visiting Mission - None



ANNEX II

Extracts from the Nauruan Housing Ordinance 1958

Section 6

"The Administrator may, by writing under his hand, appoint a person to be an authorised person for the purposes of this Ordinance."

Section 14

"(3). The Council may, with the written approval of the Administrator, vary the amount of rent.

- (a) to meet increased costs of maintenance or insurance of the dwelling house or of administration; or
- (b) to meet the cost of improvements or additions to the dwelling house; or
- (c) for any other reason which in the opinion of the Council and the Administrator warrants an increase or a decrease in the amount of rent."

Section 16

"(c) with the written approval of the Administrator, write off the amount."

Section 17

"(1) The Council may, with the written approval of the Administrator, terminate a tenancy of a dwelling house -

- (a) where the tenant dies or ceases to reside permanently in the dwelling house;
- (b) where the tenant ceases to pay rent or fails to comply with a condition of his tenancy; or
- (c) where a married woman is the tenant - if her husband is the tenant of another dwelling house."

Section 23

"The Council may, with the written approval of the Administrator, effect improvements to, and additions to, dwelling houses."

Section 24

"(2). A sale by the Council under this Section shall not be made without the written approval of the Administrator and shall be in accordance with such conditions as the Administrator specifies in the approval.

## ANNEX III

Itinerary of the Mission

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered in statute miles</u>
6 February	Honolulu	Arrived from New York	5,595
10 "	Guam	Arrived from Honolulu (crossed International Date Line)	3,795
11 " to 9 March		Trust Territory of Pacific Islands	6,399
10 March	Nauru	Arrived by air from Majuro at noon: meeting with Administration officers: visited Nauru Public Library	606
11 March	Nauru	a.m. Inspected Leper Colony: Meeting with Nauru Local Government Council: visited Nauru Co-operative Store, Bakery and Butcher's Shop: also Post office  p.m. Visited Administration establishments, including Hospital, Public Works Department, Court House, Police Station and Gaol.	
12 March	Nauru	a.m. Visited Schools  p.m. Held public meeting at Nauru Social Centre	
13 March	Nauru	a.m. Visited British Phosphate Commissioners, minefields, installations up to loading cantilevers; settlements of Chinese and of Gilbert and Ellice Islanders.  p.m. Second meeting with Nauru Local Government Council, followed by meeting with the Administrator.	
14 March	Truk	Arrived by air from Nauru 1.45 p.m.	1,183
15 "	Truk	Final conference with High Commissioner of the Pacific Island Trust Territory	
16 "	Manus, New Guinea	Arrived by air from Truk	720



<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered in statute miles</u>
16 March to 14 April		Trust Territory of New Guinea and Port Moresby	3,517
15 April	Port Moresby	Departed by air for Sydney	1,815
20-21 April		To Canberra for meetings with Ministers of State for External Affairs and for Territories and with officials	294
21 April	Sydney	Departed by air for New York	
25 April		Arrived New York	10,114
		TOTAL	<hr/> 34,038 miles

RECORDS CONTROL

MAY

TR.140 *Pac. 57*

14 May 1959

Sir,

I have the honour to transmit to you, as the representative of the Administering Authority concerned, three advance copies of the report of the 1959 United Nations Visiting Mission to the Trust Territory of Nauru.

.....

The report will be distributed to the members of the Trusteeship Council, in mimeographed document form, sometime next week and released for general distribution two weeks later.

Accept, Sir, the assurances of my highest consideration.



D. Protitch  
Under-Secretary for  
Trusteeship and Information  
from Non-Self-Governing Territories

Mr. J.D.L. Hood, C.B.E.,  
Chargé d'affaires a.i. of the  
Australian Mission to the United Nations,  
750 Third Avenue, 22nd floor,  
New York City 17, New York.



RECORDS CONTROL

14 MAY 1959

TR 140

*Pacific - 1959*

14 May 1959

Sir,

.....

I have the honour to transmit to you herewith, in accordance with Trusteeship Council resolution 1923 (S-VIII) of 17 October 1958 and with rule 99 of the rules of procedure of the Trusteeship Council, the report of the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959, on Nauru.

I am glad to inform you that this report is subscribed to unanimously by all four members of the Visiting Mission.

I should be grateful if you would allow an interval of two weeks to elapse between the transmission of this report to the members of the Trusteeship Council and its general distribution.

Accept, Sir, the assurances of my highest consideration.

Chiping H.C. Kiang  
Chairman

United Nations Visiting Mission to  
the Trust Territories of Nauru, New  
Guinea and the Pacific Islands, 1959.

His Excellency  
Mr. Dag Hammarskjöld  
Secretary-General  
United Nations  
New York, N.Y.

ORIGINAL

FTL/mt

RECORDS CONTROL

MAY 1959

TR 140 *PACIFIC*  
*195-9*

8 May 1959

Sir,

..... I have the honour to transmit to you, as the representative of the Administering Authority concerned, three advance copies of the report of the 1959 United Nations Visiting Mission to the Trust Territory of the Pacific Islands.

The report will be distributed to the members of the Trusteeship Council, in mimeographed document form, sometime next week and released for general distribution one week later.

Accept, Sir, the assurances of my highest consideration.



D. Protitch  
Under-Secretary for Trusteeship and  
Information from Non-Self-Governing  
Territories

His Excellency  
Mr. Henry Cabot Lodge  
Ambassador Extraordinary and Plenipotentiary  
Permanent Representative of the United States  
of America to the United Nations  
2 Park Avenue  
New York 16, N.Y.



ORIGINAL DIRECT

WM/mt

RECORDS CONTROL

TR 140

8 May 1959

8 MAY 1959

*Pacific - 1959*

Sir,

I have the honour to transmit to you herewith, in  
..... accordance with Trusteeship Council resolution 1923 (S-VIII)  
of 17 October 1958 and with rule 99 of the rules of procedure  
of the Trusteeship Council, the report of the United Nations  
Visiting Mission to the Trust Territories of Nauru, New  
Guinea and the Pacific Islands, 1959, on the Trust Territory  
of the Pacific Islands.

I am glad to inform you that this report is subscribed  
to unanimously by all four members of the Visiting Mission.

I should be grateful if you would allow an interval of  
one week to elapse between the transmission of this report to  
the members of the Trusteeship Council and its general  
release.

Accept, Sir, the assurances of my highest consideration.

*V. H.C. Kiang*

Chiping H.C. Kiang,  
Chairman,  
United Nations Visiting Mission  
to the Trust Territories of Nauru,  
New Guinea and the Pacific Islands,  
1959.

His Excellency  
Mr. Dag Hammarskjöld,  
Secretary-General,  
United Nations,  
New York, N.Y.

no incl. when  
classified

UNITED STATES MISSION  
TO THE UNITED NATIONS

RECORDS CONTINUING

JAN 1959

TR 140 PAC-1959

January 26, 1959

9

The Representative of the United States of America to the United Nations presents his compliments to the Secretary-General of the United Nations and has the honor to refer to note TR 140 Pacific (1959) from Mr. H. A. Wieschhoff, Director, Division of Trusteeship, dated January 8, 1959, in which Mr. Wieschhoff requested that the necessary permits for entry into the Trust Territories be issued to the members of the United Nations Visiting Mission to Trust Territories in the Pacific.

The Representative of the United States has the honor to enclose the necessary entry permits for Guam and the Trust Territory of the Pacific Islands for the members and staff of the 1959 Visiting Mission to the Pacific.

Enclosures:

Letters from the Office of the Chief  
of Naval Operations addressed to:

Honorable Chiping H. C. Kiang  
Honorable Alfred Claeys-Bouuaert

UN-3254/26



Honorable U Tin Maung  
Honorable Sergio Kociancich  
Mr. William F. Cottrell  
Mr. James L. Lewis  
Mr. William T. Mashler  
Mr. Alfred F. Katz

Asm

KEEP ATTACHED  
ROUTING SLIP

Comments for the record should not be written on this slip. Referral sheet PT.108 should be used instead.

TO:

TRI Reg

FROM:

J Ryznar

DATE:

	APPROVAL		YOUR INFORMATION
	REPLY DIRECTLY		AS REQUESTED
	SEE ME, PLEASE		FOR ACTION
	YOUR SIGNATURE		REPLY FOR MY SIGNATURE
	NOTE AND FILE		PREPARE DRAFT
	NOTE AND RETURN		ATTACH RELATED PAPERS
	YOUR COMMENTS		FOR CLEARANCE

No action