

REPORT
ON
NETHERLANDS NEW GUINEA
FOR THE YEAR 1961

*

Presented to the Secretary General of the United Nations
pursuant to Article 73(e) of
the Charter

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Ministry of Home Affairs
Ministry of Foreign Affairs

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INTRODUCTION

As a member of the United Nations the Netherlands, which is responsible for the administration of Netherlands New Guinea, has recognized the principle that the interests of the inhabitants of this Territory are all-important and has accepted the obligation to further the welfare and the material prosperity of the inhabitants of this Territory to the best of its ability within the system of international peace and security created by the Charter of the United Nations.

Under this international regime the Netherlands Government has set itself the task of assisting the inhabitants of Netherlands New Guinea to pass as quickly as possible through the successive stages of development, which will culminate in their being given complete freedom of choice regarding their future place in the world.

For this purpose the Netherlands Government has outlined a *policy* which will permit of the most rapid possible completion of the process that is to lead to political maturity and to the exercise of the right of self-determination.

The Netherlands Government has in this respect adopted the principle that this objective can be realized in the near future only by systematically making representatives of the population participate in it, by arousing their political interest and by showing them what their responsibilities are likely to be in practice.

These ideas are reflected in a revision of the 1955 Decree for the Regulation of the Administration of Netherlands New Guinea, which was made by the Act of 10 November, 1960 (Government Gazette No. 454 of 1960), and in which the legal foundations are laid for the institution of a central representative body, the New Guinea Council, which was installed on 5 April, 1961.

In this representative body, most of whose members are Papuan (23 out of the 28), the future policy can be worked out in close and constant cooperation with representatives of the population elected by a majority vote.

The Council was at once granted a co-legislative function, including the right of initiative and the right of amendment, and also a genuine say in the policy to be followed. It has been granted the right of petition and the right of interpellation and collaboration in drafting the budget. As a result, a partner has been created with whom the policy to be followed can be discussed in all its aspects, publicly and openheartedly, in anticipation of and as practical preparation for the application of the principle of self-determination. As regards the latter, the New Guinea Council has been requested to state its views on the way in which and if possible the period within which the right of self-determination is to be effectuated. It should do this within a year of its institution, i.e. before 5 April, 1962.

In 1961 the Council collaborated in the enactment of 16 ordinances, whilst recommendations were made on the budget for 1962.

It may be said that the institution of the New Guinea Council has had a catalytic effect on the political awakening of the population of the Territory. This is very evident from the fact that during the year under review the population resolved 1. to call themselves Papuans and to refer to their country as West Papua; 2. to design a flag of their own (the design of which was laid down by ordinance) and 3. to adopt a national anthem to be played on official occasions after the Netherlands national anthem.

At the same time the need was felt to give expression abroad, too, to the newly gained awareness of national identity. The Netherlands Government met this expression of awakening national consciousness by including Papuans in the Netherlands delegations to sessions of the General Assembly of the United Nations, of the South Pacific Commission and of the International Labour Conference, and in other ways.

Moreover, the policy of having the Papuans participate at all other levels of political and social life is being vigorously pursued, as is the further implementation of local decentralization. Accordingly, with a view to the further democratization of the administration, also at local level, the above-mentioned revision of the Decree for the Regulation of the Administration of Netherlands New Guinea also provided for the institution of further territorial communities, at village, town and regional levels.

As in the New Guinea Council, the members of the administrative bodies of these territorial communities are elected by a majority vote in free and secret ballot, without any discrimination as to race or section of the population (the common roll system), and in which women and men are equally entitled to vote and to be elected.

The first territorial community of this kind was instituted in 1959 for the Biak-Numfoor regional community under an ordinance specially laid down for this community. Soon after the revision of the Decree for the Regulation of the Administration of Netherlands New Guinea became operative in 1960, uniform rules were laid down by ordinance with regard to the composition, the functions and the powers

of the administrative bodies of the territorial communities in the rural regions (Regional Community Ordinance). The Biak-Numfoor regional community was established according to these rules in 1961. For this purpose new elections were held. The new regional council was installed during the year under review.

The regional councils for the Fak-Fak subdivision, the Japen-Waropen subdivision, the non-urban area of the subdivision of Hollandia (Dafonsoro) and the Radja Ampat subdivision were likewise instituted and installed under the Regional Community Ordinance. The regional community for three districts of the Merauke subdivision, called the Animha regional community, has already been instituted; all the regional council elections had taken place by the end of the year under review. The regional communities to be instituted for the Teminabuan, Nimboran, Ransiki, and Muju subdivisions are in an advanced stage of preparation.

The senior administrative body of the regional community is the regional council, of which the majority of the members are directly elected. The rest are appointed by the Governor. These appointments are still necessary to give the interests in the community that are inadequately represented as a result of the as yet insufficient development of political organization a voice on the Council. In some regional communities the day-to-day management has been entrusted to an executive committee, consisting of the chairman of the council and a number of persons elected by and from the regional council.

The administrative bodies of these communities cooperate in the implementation of general ordinances. Furthermore, the ordinance of institution provides that the administrative bodies can be entrusted with the regulation and administration of certain matters or with the control of their domestic affairs. Within their competencies they can lay down ordinances and can make infringement of them subject to penalties or other means of coercion. They are empowered to levy taxes and charges to meet the cost of their administration. The urban centres, with their individual atmospheres, require separate forms of communities. An ordinance with regulations on behalf of the creation of urban communities is in preparation.

The measures relating to democratization have been applauded by the population, thanks in part to a publicity campaign aimed at political education. This is demonstrated by the setting up of political parties and a very good turnout of the electorate at the elections. A remarkable fact is that the councils themselves soon began to take steps to raise the standard of living in their own regions.

In order to stimulate to the same extent the social, economic and cultural development which is such a necessary adjunct to the political development outlined above, the Netherlands Government, continuing to build on what had already been achieved in past years, drew up a *multi-year development and working programme* in 1960. In this plan, which is to constitute a basis for Government policy in the years to come, a special place has been reserved for the training and creation of a Papuan cadre. An official planning committee was instituted for the purpose of promoting systematic consultation between various Government departments on the problems which are closely bound up with the principles of future Government policy.

An important aspect of the measures being taken with an eye to the future is the modernization and simplification of Government administration. The revision of the tax system that took place during the year under review was a great step forward in this respect. The new tax system that was introduced on 1 January, 1962, is characterized not only by a certain shift towards indirect taxation (import duties) but also by considerable simplification.

The *extension and intensification of administration* made good progress during the year under review. Intensification of the contacts established with the population from new administrative posts proceeded satisfactorily.

In view of the problems of administrative organization in the Central Highlands, a Commissioner for the opening-up of the Central Highlands was appointed in the middle of the year under review. His function was to prepare for the establishment in that area of official administrative districts. The result was that a Central Highlands division was established as from 1 January, 1962; it comprises the Central New Guinea division and the southern part of the Hollandia division.

In the South New Guinea division contacts with the population from the Waropko administrative post, the post at the confluence of the Becking and Wildeman rivers and the post on the Casuarine coast have been consolidated to such an extent that the areas covered by those posts have been turned into districts.

The penetration of administrative influence along the upper reaches of the Eilanden river and onwards to the basin of the river Casuaris and the East Digul continued. The new administrative posts

in the Vogelkop and south of the Carstensz mountain range mentioned in the 1960 Report developed into centres where the population, who live in small scattered groups, are beginning to settle. These posts are concerned on the one hand with placing the hitherto unadministered population under administration and on the other hand with causing the inhabitants who are already registered but who are widely scattered throughout the area to migrate and at the same time to improve their living conditions.

Besides the ordinary training of potential Papuan administrative officials, a two-year course for experienced administrative assistants who, after completion of the course will be considered for functions at subdivision level, was started during the year under review; this was done in the interests of an accelerated Papuanization of the machinery of administration.

With regard to *economic development*, the Government is concerned in the first place with improving the population's material conditions by the introduction of perennial cash crops. Moreover, efforts are being made to develop the resources of the forest and of the soil, for instance by encouraging foreign interest in this endeavour.

Planting by the population of perennial cash crops such as the coconut palm, Banda nutmeg, cocoa and rubber displays a marked upward trend.

A new element was introduced into the dissemination of agricultural information viz. the granting of Government credits to the population in proportion to the progress of the work done in the applicants' own cash crop gardens; this satisfied the Papuans' need for a larger income. As a result, the growing of native rubber in South New Guinea was considerably accelerated. Preparations were made to do the same thing in other regions.

Inland fisheries, which are very important as a means of providing the population with protein, were encouraged throughout the Territory. The production of fish fry at the station on Lake Sentani was doubled and the laying-out of fish ponds by the population was successfully propagated.

Stock-breeding was also vigorously encouraged. The cattle stock increased during the year under review to about 4000, which means an increase of about 25% over 1960.

The agricultural development of the Territory will profit greatly from the agricultural centre that is being built at Manokwari with aid from the EEC Development Fund. This centre will consist of an experimental agricultural station, costing f. 7,699,000, and a central training institute for agriculture, stock-breeding, inland fisheries, forestry and topography, for which f. 2,581,000 has been made available.

Developing the extensive forest regions of the Territory is proving difficult. For instance, the work of a foreign timber-felling company on the island of Pulau Adi, started with great alacrity in 1960, came to a standstill during 1961 owing to difficulties of a technical, staffing and financial nature.

This timber concession was withdrawn and reissued at once to a company from Guam. In 1961 another timber-felling concession was issued for 9,100 hectares on the eastern part of the island of Japen. This concession was granted to a company from Australian New Guinea.

The growing interest in mining possibilities in Netherlands New Guinea gives cause for satisfaction. The Government entered into an agreement with a combine of North American and Dutch companies for prospecting and working cobalt-bearing nickel ore deposits. A North American and a Dutch company jointly set up an undertaking to continue prospecting and working the gold-bearing copper ore deposits in the Carstensz mountain range. Other foreign groups are actively interested in certain regions of Netherlands New Guinea, and their interest is being encouraged as much as possible by the authorities.

Crude oil production declined still further. The oilfields in South-East Vogelkop were abandoned. Crude oil is now produced solely in the Klamono field, in Western Vogelkop.

Finally, reference should be made to two projects carried out with the assistance of the EEC Development Fund, that will be of great importance to the further economic development of the Territory. The first is a general geological survey, for which the EEC has set aside 18 million guilders, and the aerial mapping of the whole Territory, for which f. 11.8 million was granted. Both projects are still being carried out.

Constant attention is being given to the expansion and broadening of the *educational system*.

During the year under review the number of training schools for village teachers was doubled; there are now eight of them. Together with the training college, which has now entered its second year, these training schools, the three-year courses of which have also been turned into four-year courses, will in the years to come supply larger numbers of teachers for primary education, thus strengthening the whole basis of that education.

The number of pupils at the seven intermediate secondary schools increased in 1961 by about one third over 1960. The total number of pupils is now 579, whilst a further rapid increase in this

number is to be anticipated in the next few years, as the schools opened in 1960 fill up.

With a view to rapid Papuanization, which is being earnestly aimed at in every possible way, practically every Government department runs courses at junior and intermediate level; some of the latter are developing into institutes of higher education that will form the nucleus of a future university. This development is particularly manifest in the training school for indigenous administrative officers, which is being transformed into an Institute for Administrative and Legal Sciences.

Besides various Government courses in the Territory itself, Papuan pupils holding intermediate secondary school certificates received further training in Port Moresby (Australian New Guinea) and Suva (Fiji). Young people from Netherlands New Guinea are studying at the P.T.T. training institute in Port Moresby and at the Papuan Medical College there, while there is a dental course in Suva. A satisfactory aspect of these courses abroad is that it has proved that the knowledge of English possessed by the Papuan pupils from Netherlands New Guinea was adequate to allow them to follow the teaching profitably.

Generous use was also made of the training opportunities offered by the Netherlands, to which country 58 Papuans were sent in 1961. Seventeen of these are receiving "continued" training in the Netherlands (general secondary or specialized secondary education) on the basis of a full Government scholarship, like the some 40 Papuans who have already studied in the Netherlands under the same arrangement. The other 41, who were already in Government service, have been sent to the Netherlands for further professional training. Therefore they remain in Government service, so that their social security is guaranteed.

The number of girls receiving education is satisfactory. 42% of the pupils at village schools and "continuation" schools are girls; over 44% of the pupils at the urban primary schools (those not meant for Dutch children) are girls; 41½% of all the pupils attending educational establishments are girls (again ignoring the Dutch-style schools).

In the field of *public health* progress was again made in the control of endemic diseases, in medical care in out-patient clinics and hospitals, whilst considerable attention was given to the medical training of Papuan personnel.

The contractual agreement with WHO and UNICEF for the mass treatment of 400,000 persons suffering from yaws had been complied with by the middle of 1961. This disease now no longer forms a separate problem for public health in Netherlands New Guinea.

In the struggle against malaria 250,000 persons were protected by insecticides in the year under review. The control of tuberculosis was extended. X-ray examination is now possible at 19 locations scattered throughout the Territory. There is extensive home treatment of tuberculosis patients.

As part of leprosy control out-patient treatment of the noninfectious patients was extended, whilst the infectious patients are hospitalized in the leper colonies, of which there are five.

Particular attention was also given to maternal and child welfare. 103 nurses were taking part in this programme by the end of 1961.

Various hospitals and out-patient clinics were renovated and extended during the year under review.

The opening of the Central Nursing School at Hollandia was an important step in the modernization of the training of staff for public health. Eight pupils went abroad for further study. The building plans for the Medical Centre were completed; it is to be built at Hollandia with a f. 4.9 million grant from the EEC Development Fund. It will house under one roof the now scattered sections and laboratories of the Department of Public Health.

In the *social field* reference should be made to the opening of a labour exchange at Hollandia. Supply and demand on the labour market are subject to fluctuation, partly under the influence of the execution or completion of larger projects, so that there was a demand for such an institution.

A newly constituted Labour Affairs Committee commenced its activities at Hollandia in 1961. The Committee, composed of representatives of the Government, employers and employees, makes recommendations to both the Governor and business circles, either on request or on its own initiative. One of the subjects it dealt with was the preliminary draft of a new labour law for the Territory, aiming at a modern, simple and effective regulation of this matter. A problem receiving considerable attention is the social guidance of adolescent youth in the urban centres. Young people in these centres will have to adjust themselves to new standards. As they are not used to having spare time at their disposal (in the villages spare time is shared with the village community) leisure-time activities should be fitted into the framework of youth work so as to introduce a positive element into personality development. The church-run course for the training of autochthonous youth leaders is important in this respect. The training of female autochthonous leaders for women's and girls' clubs has been undertaken privately, with the aid of a subsidy.

In order to obtain a complete picture of the demographic and social structure of the autochthonous community, which is essential for the drawing up of further development plans, a socio-demographic structural survey of the population is being carried out with the support of the EEC. At the end of the year under review the initial investigations for this project, for which f. 2.5 million has been made available from the development fund of the EEC, had been completed in much of the receiving area.

Racial discrimination is being deliberately condemned in Netherlands New Guinea. Consequently it does not exist, either in legislation or in practice.

In many ways participation in *international cooperation* benefits the development of Netherlands New Guinea, both within the framework of the United Nations and the specialized agencies of the United Nations and otherwise.

As regards the United Nations, reference should in the first place be made to the activities of the Committee on Information from Non-Self-Governing Territories. As regards the specialized agencies close cooperation has developed, in particular with the World Health Organization (WHO). The WHO has not only helped by making fellowships available and by sending experts to make recommendations; during the year under review it made two experts available on a long-term basis, viz. for maternal and child welfare and for environmental improvement.

The assistance given by UNICEF for the programmes for malaria control, environmental improvement and maternal and child welfare are closely connected with WHO aid.

The Territory representatives attended various technical meetings organized by the Food and Agriculture Organization of the UN (FAO), whilst the fisheries expert of the FAO bureau at Bangkok visited the Territory.

For the first time in history a Papuan attended the annual International Labour Conference at Geneva during the year under review as adviser to the Netherlands Government delegation.

As an associated territory, Netherlands New Guinea also profits by the financial support of the development fund of the European Economic Community. The various projects approved by the Commission of the EEC up to the end of the year under review have already been mentioned.

There are very close relations with the South Pacific Commission, of which the Netherlands is one of the six member-countries.

This year, too, a number of Commission experts visited the Territory, and Netherlands New Guinea participated in the various technical meetings convened by the Commission. During the year under review pupils from Netherlands New Guinea attended courses organized by the SPC in the building of small seaworthy vessels, sea fisheries and typography. Furthermore, the Territory was represented by two Papuans in a study group organized by the Commission to discuss the problem of young people in urban communities.

The Netherlands delegation to the twenty-second session of the Commission held in Noumea in October 1961 included a Papuan (a member of the New Guinea Council) for the first time.

Close contact is maintained with the authorities of Australian New Guinea. At the School of Navigation at Hollandia a second group of young people from Australian New Guinea were trained during the year under review as ordinary seamen and engine room hands, whilst, as stated above, pupils from Netherlands New Guinea are studying at the P.T.T. training institute at Port Moresby and at the Papuan Medical College.

The Second Inter-territorial Malaria Conference was held at Hollandia during the year under review, and was attended by delegates from Netherlands New Guinea, Australian New Guinea, the British Solomon Islands and the WHO.

Finally, it should be mentioned that Netherlands New Guinea sent a delegation of five experts to the Tenth Pacific Science Congress held in Hawaii.

CHAPTER I

GENERAL INFORMATION

A. GEOGRAPHY 1. LOCATION

The part of New Guinea administered by the Netherlands lies approximately between long. 130° E in the west and long. 141° E in the east. In the north it stretches as far as the Equator and in the south it extends just below lat. 9° S.

The territory of Netherlands New Guinea includes a number of islands. Of these, Komoran, Frederik Hendrik Island and Poelau Adi are the best known southern islands. To the west all the islands are included which lie east of a line that starts north of the Aroe Islands, runs in a north-westerly direction between Ceram and Misool and, beyond this latter island, curves to the north in such a way that the Boo Islands, Poelau Gag and Poelau Sajang come within Netherlands territory. The principal islands thus enclosed by this line are Misool, Waigeo, Batanta, Kofiau and Salawati (better known as the Radja Ampat Islands). To the north the Ajoe and Asia Islands, the Mapia Islands and all that lies south thereof form part of the territory of Netherlands New Guinea. The most important of the islands thus enclosed, the Schouten and Padeaido Islands, Noemfoor and Japen, lie in Geelvink Bay (see Appendix I).

2. AREA AND POPULATION

The area, including the islands, is 416,000 square kilometres. From east to west Netherlands New Guinea stretches in a straight line for more than 1200 km. The greatest width along the eastern frontier is 730 km. The distance between Sorong and Merauke, measured across the island, is 1300 km.

For the area brought under administration relatively accurate population figures, based on censuses, are available. As regards the patrol areas, or in other words those districts of the various subdivisions which have not yet been brought under effective administration, the number of inhabitants can only be estimated.

No exact population statistics are as yet available on the exploration districts located in the Central Highlands. It is assumed from observations and provisional estimates that more than 250,000 persons are scattered about this region.

Including these, the number of inhabitants is estimated at about 700,000, which amounts to a population density of about two persons per square kilometre. The density varies very much from district to district, however. Biak, Noemfoor, Japen, the Nimboran plain, many valleys in the Central Highlands and a number of urban centres are more densely populated. Other regions, such as the Meervlakte, are sparsely inhabited. The chief centres of population are Hollandia (the seat of government), Sorong (centre of oil production), Biak (central airport), Manokwari, Merauke and Fak-Fak.

3. TOPOGRAPHY

The structure of the country is dominated by extremes: endless swamps and enormous massifs. The swamps are some of the most extensive in the world, whilst the mountains reach a height which makes it possible for glaciers, a rarity in the tropics, to form. The snow line lies at a height of about 4500 metres. It is a region difficult of access for human beings and difficult to open up; geologically it is young: only at a few places, for instance in the Central Highlands and the Bougainville and Cycloop Ranges, do pretertiary formations appear at the surface.

Netherlands New Guinea contains the following chains of mountains:

1. *Bougainville – Cycloop*

This range is to be regarded as the oldest in Netherlands New Guinea; it consists mainly of metamorphic rock. The highest peak attains a height of 2160 m. This rock is also encountered on the Wondiwoi peninsula and the island of Roon.

II. The Northern Watersbed Range

Little is as yet known about the structure of this chain, which reaches a peak of 2200 m.

III. The Central Highlands

These consist in the main of folded limestone formations. North of the lifted Central Highlands lies the Meervlakte graben. Some peaks which are above the snow line are:

Mount Carstensch	5040 m
Mount Wilhelmina	4750 m
Mount Juliana	4700 m

Physiographically the Central Highlands join on to the Kaimana system, which is connected to the Vogelkop range by a narrow isthmus.

IV. The Vogelkop range

The northern and northern-eastern part of the Vogelkop consists of igneous rock. The central part is occupied by folded Palaeozoic and Mesozoic rock. Folded tertiary sediments are found in the south.

In the case of all these mountain chains the direction of folding is in general east-west. The valleys are mostly deep and steep-walled, the ridges narrow. Even under conditions of optimum vegetation, erosion is considerable and, since the soil-forming rock is usually poor in chemicals and as there are no young volcanic rocks, land is to be expected which, apart from a few exceptions, is only moderately suitable for agriculture.

In between these mountain chains and upfolds, valleys are to be found at a number of places, such as those of Kebar, Ransiki, Nimboran, Grimé-Sekoli and Dojo, whilst in the deeply dissected Central Highlands, too, plains of varying size occur, such as the Baliem Valley, the Ara, Edere and Ilaga valleys, all of which have a marshy floor.

The principal plains are:

I. The Northern Coastal Plain

This is relatively narrow and consists of folded tertiary sediments, which are covered by alluvia along the coast.

II. The Meervlakte

This area, some 15,000 square kilometres in size, sparsely populated and swampy, lies between the Northern Watershed Range and the Central chains. Its rivers are for the greater part not navigable by larger vessels. The area is drained by the Mamberamo, a river which is navigable by ships with a draught of up to 1.90 m as far as 170 km up from the coast.

III. The Southern Plain

In this plain, which widens towards the east, a large number of rivers occur, which discharge the enormous quantities of water precipitated in and near the Central Highlands. In the west the floor rises fairly quickly in a northerly direction, so that here the rivers are not navigable for any great distance. In the east, however, where extensive swamps occur, navigability improves. Along the Digoel ships of a draught up to 1.90 m can reach Tanah Merah, which is more than 300 km from the coast.

In the extreme south on a somewhat higher ridge there is savannah country, called the Merauke zone.

Finally, reference may be made to the existence of a number of lakes, the leading ones being Lake Sentani, the Wissel Lakes, Lake Jamoer, Lake Wam, the Anggi and Ajamaroe Lakes and Lake Rombebai.

4. CLIMATE

Wind

In general two seasons may be distinguished: that of the south-easterly winds from May to November, and that of the north-westerly winds from December to April. At most places these two seasons are clearly defined. Good examples are Merauke and Sorong.

Temperature and humidity

As regards temperature there is little difference between the various places on the coast. The mean temperature in the lowlands is 26° C, with a maximum of about 35° C and a minimum of about 20° C. Only around Merauke can the temperature drop to about 16° C in the period of the south-easterly winds. The relative humidity is in general high. Needless to say, it is cooler in the mountains, as emerges from the figures for the Baliem Valley, situated at about 1600 m above sea level (see Appendix III).

Rain

At most places rainfall, too, is seasonal, there being a connection between the air-currents and the seasons.

In the area around Merauke a markedly dry season prevails in the period of the south-easterly winds, May to November.

In Kokonao and Fak-Fak, on the other hand, considerable rain falls in the same period, partly owing to the clouds breaking against the mountains.

In Ajamaroe, Sorong and near the Wissel Lakes, too, most rain falls in this period.

In Manokwari, Steenkool and Hollandia a distinctly greater amount of rain falls in the period from December to April than in the remaining months of the year.

Furthermore, there are many transitional types (see Appendix II).

5. NATURAL RESOURCES

Nature of the soil

The nature and properties of the sedimentary rock that predominates in the Territory (mainly limestone and quartz) and the preponderantly rainy tropical climate form a combination of factors which mean that in general only moderately to poorly fertile weathering soils have been able to form. Where (mostly older) volcanic rock occurs, as is the case locally, this has had a favourable effect on the fertility of the soil.

In the mountains, which are predominantly steep and highly dissected, soil suitable for agriculture is encountered only in a number of valleys and on a few plateaux, though this soil usually derives its fertility from the humus that has developed on it (e.g. the Wissel Lakes area, the Baliem Valley, etc).

In the lowlands and the coastal strips better, alluvial, soils occur at several places, e.g. the Nimboran plain, the Grimé plain, the Ransiki and Momi plains, the plains on the island of Japen and the young sea clay soils in South New Guinea (Merauke, Koembe), which offer favourable possibilities for agriculture.

The lowlands, however, are often swampy, sometimes marshy.

Vegetation

The area under forest is estimated at more than 32 million hectares, or about 80% of the total area of the Territory. The enormous timber stands, which contain valuable species (such as *Agathis*, which is important for the production of copal, *Araucaria* and *Intsia*) form one of the principal natural resources of the country. However, economic exploitation is hampered by the heterogeneous composition of the forests and the difficult accessibility of the terrain.

In the salt-water swamps along the coasts the mangrove trees and the Nipa palm are to be found.

Characteristic of the salt-water swamps is the sago palm (*metroxylon* sp.). The extent of the sago stands is beyond estimation, but sago is the main item of diet for about one quarter of the total native population.

Natural grass plains do not occur, with a few exceptions, of which the savannah area near Merauke is the principal one.

Fauna

The fauna of New Guinea closely resembles that of the Australian continent. For instance, there are all kinds of marsupials, such as the kangaroo, the opossum and the phalanger.

The savannahs near Merauke are rich in game, i.e. deer, kangaroos and birds; the Central Highlands, on the other hand, are poor in game. Hunting is universally practised by the population and, depending on the region, contributes more or less to the menu.

The bird-world is characterized by the occurrence of the bird of paradise, of which more than eighty species are known. Also to be found are the cassowary, some forty different species of parrots and the crowned pigeon.

The waters around Netherlands New Guinea are rich in fish, including tunny, and shells which can be used for industrial purposes (troca shells).

In general the inland waters are rather poor in fish. Many crocodiles are to be found in the rivers. The export of crocodile skins provides a not inconsiderable money income for the population. An item worthy of mention is the occurrence of the sawfish in Lake Sentani, whilst in Lake Jamoer the fresh-water shark is encountered.

Minerals

Petroleum is the most important useful mineral, and the Territory's most important export product. However, production is declining.

In the Cycloop Mountains and on the island of Waigeo and a number of other islands of the Radja Ampat group nickel- and cobalt-bearing ore strata have been encountered.

Further investigations have shown that the nickel ore reserve and the average nickel content of the ore strata render economic exploitation possible.

Further, the ground contains various other valuable minerals, including gold, silver, copper, zinc and lead. However, it has not yet been demonstrated that these minerals occur in quantities allowing of economic exploitation.

B. HISTORY

Prior to the year 1900 practically nothing was known about the prehistory of Netherlands New Guinea. Only in the last decades has some idea been obtained of the ancient history of the country. Recent archaeological investigations, finds of bronze axes, discoveries of rock drawings and of remains of old fortifications have given indications of migrations in former times. However, we are very far from being able to obtain a well-rounded comprehensive picture of the prehistoric era.

From the beginning of the sixteenth century representatives of Western European countries often had contact with the country, but they found it as it remained until modern means came to the aid: barren, inaccessible, producing nothing for the markets outside the island.

Two Portuguese, Antonio d'Abreu and Francesco Serrano, are believed to have been the first to sight the coasts, without going ashore, in 1511. Don Jorge de Menezes, who sailed in 1526-1527 from the Malayan Peninsula to the Spice Islands, drifted off course and was the first to set foot on the soil of New Guinea. The name Papua was already known then.

In 1545 the Spaniard Ynigo Ortiz de Retez sailed along the north coast. He gave the island the name "Nueva Guinea" because of the similarity between the inhabitants and the negroes of Guinea, on the west coast of Africa.

Various explorers, whose names live on in this part of the world in some geographical name or the other, called at the island. Luiz Vaez de Torres in 1606, Le Maire and Schouten in 1616, Jan Carstensz in 1623, Abel Jansz. Tasman in 1643, William Dampier in 1700, Captain Cook – who recorded the fact that he was received by the inhabitants in a particularly unfriendly fashion – in 1770, Shortland in 1788, and Hunter and MacCluer in 1791, on which occasion MacCluer charted part of the west coast.

The United East India Company was never immediately interested in New Guinea. It was only concerned that the island should not be used as a base for British or Spanish penetration, a danger to which its position – so close to the valuable Spice Islands – might give rise.

However, when in 1826 rumours went the rounds about a possible British settlement on the south coast, the State of the Netherlands proceeded officially to take possession of the island by

proclamation in 1828. For the first time the 141st degree of longitude was now stated as furthest eastern frontier in the south and in the north the Cape of Good Hope.

This proclamation was the beginning of an attempt to establish active Dutch rule over New Guinea, an attempt which was doomed to failure, since in those days man was still powerless against the tropical diseases raging on the island, the causes of which were not understood. In 1836 the high mortality rate made it necessary to abandon the settlement established in 1828 at Merkusoord (on Triton Bay). From then on attempts at administration were confined for many years to keeping the peace on the seas around and on the fringes of the island.

In 1835 the Protestant Mission established itself in New Guinea for the first time, on the island of Mansinam, opposite Manokwari.

On the eastern half of the island increasing activity on the part of Europeans began to be noticeable, particularly after 1860. And yet, partly owing to the inhospitable nature of the country, it was not until 1883 and 1884 that the island came under German and British rule.

This led to the decision to establish actual Dutch administration. This came into being in 1898 at Manokwari on the north coast and Fak-Fak on the west coast, followed in 1902 by establishment at Merauke on the south coast, whilst the first Catholic Mission station was founded there in 1905. From then on administration was regularly extended.

In general it may be said that an effective exercise of administration did not become feasible until after the beginning of this century, when progress in the medical and technical fields made it possible to cope with malaria and other common tropical diseases, and to tackle successfully the inaccessible terrain.

Besides the work of numerous scientific expeditions, separate reference should be made to the work of military exploration, which lasted from 1907 to 1915. As a result of this, the knowledge of the country and its people was greatly extended in a short time and a basis was laid for further investigations.

During the war the greater part of the Territory was occupied by the Japanese; only part of the south remained free. In 1944, after the advance of the American armies, headquarters were established at Hollandia, and this circumstance led to Hollandia being made the centre of Netherlands administration.

In July 1946 the area again became administratively a separate residency, after which the institution of the Government of Netherlands New Guinea took place on 27 December, 1949.

In the years which have elapsed since then, the development of the country and its people has been systematically tackled. This has been made possible by a substantial annual financial contribution from the Netherlands Government.

Scientific research has been carried out so as to obtain an idea of the possibilities in the fields of agriculture, forestry, stock-breeding, fishing and mining.

Basic facilities required for economic and administrative development have been created or improved. For instance, airfield and port accommodation has been considerably improved, the result being better communications and greater possibilities of transport, and a great many houses, offices, hospitals and schools have been built.

The cultivation of new crops, both food and commercial crops, has been introduced, and new methods of tilling the soil have found acceptance.

Education has been considerably extended and improved, not only general, but also technical and vocational education.

The missionary societies have extended their activities. An independent Protestant Church, the Evangelical Church in Netherlands New Guinea, was constituted.

Health care has been considerably extended, not only in the field of curative health care, but also and in particular in the field of preventive medicine. With the aid of and in collaboration with the WHO and UNICEF, important results have been gained in this latter field, in particular by the mass campaigns against yaws, malaria and tuberculosis.

Administration has been extended and intensified, for instance by the introduction of six administrative divisions and the creation of a number of new subdivisions, coupled with the founding of a large number of new administrative posts.

The policy has always been to bring the Papuan population themselves, both men and women, into this development, not only at an official level, but also by the institution of representative bodies in which they can promote their own interests.

On 5 April, 1961, a central representative body, the New Guinea Council, was set up. This body has 28 members, of which 23 are Papuans, including one woman. Its creation gives the population, through their representatives, a say in the legislation and the administration of the country and in deciding on the policy with regard to further development which is intended to lead to self-government and self-determination.

C. POPULATION

1. BRIEF DESCRIPTION

The population consists almost exclusively of Papuans. Their classification still confronts physical anthropology with many puzzles. However, our knowledge has increased considerably, thanks to the study made by a physical anthropologist, who was a member of the expedition to the Sterren mountain range, organized by the Netherlands New Guinea Expedition Institute, a body founded by the Royal Netherlands Geographical Society and the Society for Scientific Research in the Tropics (the Treub Society).

It is very improbable that the Papuans form a separate race. Instead, they are probably a variant of the subrace of the Eastern or Melanesian negroids. However, this term is misleading, since this ethnic type has very little in common with the African Negro as regards its physical characteristics. This is definitely so in the case of the Papuan too. In fact, he often displays striking similarities to representatives of the Caucasian race, which includes the West Europeans.

There are further indications that the Papuan is anthropologically related to two of the oldest known ethnic types, the Australoids and the Veddoids.

A remarkable and as yet unexplained fact is that as one proceeds further inland from the coast the physical height of the Papuans gradually decreases, until in many – but not all – regions of the Central Highlands a height of approx. 1.60 m is encountered, which has been taken as one of the characteristics of pygmies. However, the gradual decline in height, together with the resemblance to the coastal population, in other physical characteristics, are factors not in agreement with the notion of a distinct pygmoid type in the Central Highlands.

Along the north and north-west coast Papuans have probably interbred with people belonging to another variant of the Melanesian negroids which occurs particularly in the eastern part of the island of New Guinea, and which is known by the name Melanesian. In this mixture the Papuan element predominates.

The linguistic situation is also complicated, and runs more or less parallel with the anthropological one. The majority of the some 200 languages which may be distinguished are summarized under the collective name of Papuan languages. This designation has more of a negative than a positive meaning, viz. that none of these languages listed under one common name belong to the great Austronesian or Malay-Polynesian family of languages.

However, it is not yet certain how far the Papuan languages are interrelated and share characteristics, at least not at the present stage of the investigation that is being performed by a Government linguist and a large number of Catholic and Protestant Mission linguists. Languages forming part of the Austronesian family of languages are encountered solely as small enclaves along the north coast, in the Geelvink Bay area and on the mainland and the islands off the west coast.

A striking feature of all the groups of languages is the large number of them spoken by only a small number of people. Only a handful of the languages are spoken by more than a few thousand persons, and most of them have only a couple of hundred or even a few score speakers.

Examples of languages spoken by more than a few thousand are found in the Central Highlands, the Sentani area and the Nimboran area in the north, on Biak, West, Central and South Japen, on the Waropen coast and in the Wandammen region in the area of Geelvink Bay, in the Ajamaroe region in the Vogelkop and in the south in the Asmat, Mappi and Moejoe areas, and also in the Marind region.

The occurrence of numerous small linguistic areas may be partly explained by the isolation in which some groups of the population live or have lived, but on the other hand reflects the differentiating effect of interbreeding and contact between speakers of different languages.

The total of the Papuan population in the area under administration at the end of 1961 was about 487,800. About 61,000 Papuans were under administrative influence, whilst in the

unadministered area the number was estimated at about 169,000. The number of Papuans in the area brought under administration has risen in the last five years from 359,600 (1957) to 487,800 (1961), an increase of 128,000.

The number of Asians is about 16,600; the European section of the population numbers some 15,500.

A survey of population figures is given in Appendix IV, a-g.

In the Sentani district (about 10,000 inhabitants) a pilot project was started in 1958 for the purpose of investigating to what extent it would prove possible in the more developed areas of Netherlands New Guinea to keep elementary vital statistics from which data on the numbers and trend of the population could be drawn. The results of the registration years 1959 and 1960 showed that only 5% of the births and deaths had not been included in the vital statistics, which are kept in the villages by the village heads, and by 1961 this percentage had dropped to below 3. These results justify the conclusion that this pilot project may be regarded as a success.

A scientifically sound demographic picture of the whole Territory cannot yet be given. In view of this a socio-demographic structural survey of the population has been instituted, in order to have a full picture of the present-day demographic structure of the Papuan community, and also of the socio-biological ties in native society. This project which, spread over a period of five years, will cost the sum of f. 2½ million, is being financed by the Development Fund for the countries and territories overseas of the European Economic Community. After extensive preparations, a start was made in September 1959 on the Schouten Islands with this survey, which was continued in 1960 and completed in the course of 1961.

The results of this survey have been used for setting up permanent facilities for the registration of vital statistics. This registration has been entrusted to the chairmen of the local administrative committees.

In 1961 a socio-demographic structural survey was instituted in Lower Waropen and in Nimboran. The survey in Lower Waropen has now been completed and is to be followed by the introduction of permanent registration of vital statistics.

The survey in the Nimboran area will be continued in 1962.

It is further intended, also in 1962, to institute an investigation in a number of areas in West and South New Guinea.

2. CULTURE

The natural surroundings in which the Papuan lives offer him few possibilities. The technical means at his disposal are from of old extremely simple and few in number.

For instance, the Mountain Papuan has nothing else with which to lay out and tend his garden than a dibble and stone implements.

In the extensive swamps of the lowlands the Papuan is obliged to keep on the move all the time in search of his food between the upstream sago and hunting land and the downstream fishing grounds. In the hills and the mountains shifting cultivation, coupled with extensive use of the soil, is the only possibility. And added to this is the fact that the fertility of the soil is mainly dependent on the layer of humus. Methods of soil conservation are barely known, except in the Wissel Lakes area and in the Baliem Valley. The poor accessibility of many regions and the highly dissected nature of the hilly and mountainous areas are other unfavourable factors.

Adaptation to these conditions requires the population to live in a very scattered fashion and so to spread themselves over a large number of sometimes extremely small settlements.

The following table, compiled from demographic data of 1957, shows that the small local group with a maximum of 300 inhabitants is the most common one. Within this category the number of settlements with less than 100 inhabitants even predominates: 55% of the number of villages have less than 100 inhabitants. In this latter group the average number of persons per village is 58.

Division	Number of villages, with inhabitants						Total
	under 100	100 to 300	300 to 500	500 to 750	750 to 1000	more than 1000	
Hollandia	277	117	9	5	—	—	408
Geelvink Bay	205	243	24	6	3	2	483
West New Guinea	517	213	26	1	4	3	788
Fak-Fak	129	71	6	2	—	—	208
South New Guinea	131	208	41	16	3	2	401
Total	1259	876	106	30	10	7	2288

This table does not take into account the Central Highlands, the regions not yet under effective administration and the urban centres.

It is the small local group that leaves its mark on society and culture, even to the extent that at places where larger groups are possible, smaller ones are still preferred. The predominance of the small local group in society has led to great stress being placed on the importance and the function of the family. In the whole Territory the tight bonds and the close cooperation between members of a family, even after marriage, are particularly striking.

In a wider connection this has the consequence that both the relationship with relatives of the father and of the mother, and the relationship with the progeny of brothers and sisters, are of great functional importance. The larger groups of relatives are often not clearly defined and frequently have only vague functions. Really functional groups, extending over a wider area, such as clans and regional political federations, are scarce. Closely connected with this is the fact that regional political ties and regional leaders are rare in the Territory as a whole. However, this does not detract from the fact that in certain regions, especially in the mountainous areas, regional leaders are not infrequently of very great importance, because of their personal qualities, their wealth, their following of relatives, their knowledge of social standards and customs and of personal relationships. Within the small local group, where everyone knows everyone else, and where rank and class are absent for the greater part, there is little need for formal authority and formal dispensation of justice. However, it would be wrong to conclude that traditional authority is absent there. It is certainly present, but it is not clearly defined and hardly tangible.

The Papuan's attitude towards persons who do not belong to his own small group is one of reserve and distrust. This has led in the past and still leads even today to insinuations, arguments, feuds and bloodshed, even among members of one and the same group of relatives who belong to different local groups. On the other hand, the very smallness of the Papuan's own community makes him dependent on the outside world, particularly when he is looking for a wife. As a result, relations with other communities are ambivalent; on the one hand, there is a certain measure of intimacy as a result of and with a view to intergroup relations in the field of barter, family alliance and marriage, and on the other hand reserve and distrust in the presence of a stranger.

A final phenomenon connected with the dominant position of the small local group which may be mentioned is that there is a great diversity of culture.

Although certain similarities of culture may be pointed to, it is the differences that strike the observer first.

In this region the most divergent types of social structure are encountered; the manifestations of magic are countless, and the themes of myths and stories, as well as of rituals and ceremonies based on these, are many and varied. New Guinea offers a variegated selection of patterns of culture, and though they show general tendencies and fundamental principles, it is still difficult, at least at the present stage of our knowledge, to give it a convincing general characteristic.

Nevertheless, the fact that there is a considerable diversity of culture does not mean that there is any great difference in the field of material culture. In this respect all these native civilizations are among the most primitive in the world. In those parts of the interior where contact with modern civilization has not been possible, the stone axe is still in use.

Previously metals were unknown, except in Geelvink Bay and on the coast of West New Guinea; apart from one insignificant exception weaving did not occur in these areas. Consequently clothes

were hardly worn. Cereals were unknown and in the greater part of this region even the art of pottery did not exist. Food was not cooked but stewed between leaves on stones which had been heated beforehand, a method of cookery still widely used.

Our knowledge of the native religious systems is still imperfect. Systematic studies of the religion of certain sections of the population are rare. It is therefore impossible to give a general characteristic of the Papuan religions. However, one thing that is certain is that the Papuan also tries in his myths and legends to consider the fundamental problems of life confronting him in this world of ours, such as the origin of man and his world, disease, death, shortage of food, war, natural phenomena, marriage, pregnancy and birth.

He too wonders about the meaning of things and tries to base some social rules on supernatural tenets. His myths even state exactly how a certain feast must be celebrated and how sago must be pounded. The origin of the foreigner and of his world also finds a ready explanation in the myths.

In the coastal regions in particular the myths were or still are staged, often in precisely elaborated rites and ceremonies, partly to preserve the present scheme of things.

Extensive masquerades, sacred houses, sacred objects such as flutes and bullroarers have extremely important functions here. The external forms of religious life in the Central Highlands are less spectacular. However, a striking feature of religion there is the ceremonial and religious significance of the pig, which plays an important part alongside shell money in socio-economic transactions.

In the mountains of the Vogelkop ceremonial tissues imported in former times take the central place occupied in the Central Highlands by the pig.

Magic, which must be regarded as an essential component of religion, is everywhere highly developed, and occurs in manifold forms. Very many christianized Papuans still believe in it. Only rarely are natural factors, the existence of which is known at least in part and is being learnt to an increasing extent from western agencies, regarded as the *ultimate* causes of disease and death. These are believed to be the result of infringement of certain taboos or the influencing of supernatural forces by persons who may or may not be members of one's own community. Needless to say, these views can very easily create a spirit of distrust, which does not further relations between individuals and groups. Wars, quarrels and homicide often have these suspicions behind them.

A real christianization of the population which extends more deeply than the external forms is rendered difficult by the survival of established views and practices such as those described above. These obstacles to a new way of life are all the more awkward now that many other elements of the old culture have lost their value for the population as a result of the confrontation with the western world, or are quickly losing their value. The old principles have been drawn into the maelstrom of rapid change, whilst the new principles are not yet functioning properly.

This applies in particular to one of the principal mainsprings of modern life: the steady, uninterrupted effort through generation after generation to arrive at a higher standard of living and towards progress. But all too often it is believed that greater prosperity can be obtained for nothing and sometimes literally by a miracle, instead of by personal effort.

Finally, saving for investments and the increase of the Papuan's personal standard of living are hampered by the still prevalent demand for a series of gifts and counter-gifts, rapidly increasing in financial value, to be made in connection with a marriage. There is a discrepancy in the rate of development towards self-determination and that towards economic independence. Moreover, the still very concrete linguistic and tribal barriers form an obstacle to both development processes.

The number of Christian Papuans is now about 300,000. About 10,000 Papuans are Mohammedans. The influence of both religions extends further than these figures suggest, however, as is the case with that of contact with the outside world in general.

3. IMMIGRATION STATISTICS

In Appendices V A and B data appear regarding private persons and Government officials entering and leaving the Territory during the year under review.

D. GOVERNMENT

1. THE POLITICAL SITUATION, FORM OF GOVERNMENT AND NATIONALITY

Sovereignty over Netherlands New Guinea is vested in the Kingdom of the Netherlands.

The Act of 9 June, 1955 (Netherlands Bulletin of Acts, Orders and Decrees No. 247 of 1955), which confirms the form of government for the Territory (the Decree for the Regulation of the Administration of Netherlands New Guinea), was amended by the Act of 10 November, 1960 (Netherlands Bulletin of Acts, Orders and Decrees No. 454 of 1960).

This amendment partially revised the regulation of administration. The purpose of this revision is to accelerate the political development of Netherlands New Guinea, with due observance of the political aspirations of the population, in accordance with the principles and directed towards the objectives of Chapter XI of the Charter of the United Nations.

Insofar as the residents of Netherlands New Guinea are not aliens, they have the status of Netherlands national or Netherlands subject.

2. THE ADMINISTRATIVE ORGANS

I. Central organs

A. The Governor

The general administration of Netherlands New Guinea, in accordance with the provisions of the Decree for the Regulation of the Administration of Netherlands New Guinea, and with due observance of the instructions of the Crown, is exercised in the name of the Queen of the Netherlands as Her Majesty's Representative by a Governor appointed by the Crown. He is responsible to the Crown for the exercise of his office.

At the immediate disposal of the Governor is the Government Secretariat, which is under the direction of the Government Secretary, aided by the Assistant Government Secretary and a number of graduate officials.

B. The Departments of General Administration

In the exercise of the general administration entrusted to him the Governor is aided by eight Heads of Departments of General Administration. Like the Public Prosecutor and the President and members of the Court of Justice, they are appointed by the Crown.

The eight Departments of General Administration are the following:

I. *The Department of Internal Affairs*, consisting of the following branches: General Affairs, Administrative Affairs, Democratization and Decentralization, Land Affairs, Police, Prisons, Immigration, Central Security Service, Police and Native Affairs.

The Native Affairs Branch has been entrusted with the organization of registration of the native rural population.

Under this Department also come the Training School for indigenous administrative officers, the Central Training School of the General Police and the courses for administrative prison staff.

II. *The Department of Finance*, consisting of the General Treasury, under which come the Inspection and Budgetary Affairs Branches, the Financial Administration Branch and the Accountancy Branch; the Revenue Branch under which come the Customs Affairs Branch and the Tax Affairs Branch; the General Personnel Affairs Branch, of which the Travel Office forms part; and finally the following separate branches: the Purchasing Office, Central Provisioning and Government Stores.

Two Government concerns also come under the Department of Finance: the "Konijnenburg" shipyard at Manokwari and the State Printing and Publishing House at Hollandia.

III. *The Department of Social Affairs and Justice*, consisting of the following branches: General Affairs, Justice, Labour Affairs, Social Welfare, Hotels and Lodgings and Provision of Workpeople.

IV. *The Department of Public Health*, with sections for Malaria Control, Yaws Control, Tuberculosis Control and Leprosy Control, Maternal and Child Welfare, Health Education, and Medical Courses, and also for Hospitals (including Dental Care and Care of the Mentally Deficient), Pharmaceutical Care

and the Central Medical Laboratory. Under the general administration of the Department come Smallpox Control, Quarantine, Environmental Sanitation and Documentation and Statistics.

V. *The Department of Cultural Affairs*, consisting of the following branches: General Affairs, General Inspectorate and Educational Affairs. Under the first branch come educational legislation, finance, statistics, public worship, arts and sciences and the Broadcasting System.

VI. *The Department of Economic Affairs*, consisting of the following branches: Agriculture and Stock-Breeding (with sections for Food Production and Agricultural Education, Agricultural Export Production and Plant Quarantine, Agronomic Research, Inland Fisheries and Stock-Breeding), Forestry, Sea Fisheries, Mining and General Economic Affairs.

VII. *The Department of Transport and Power*, under which come the following branches: the Post Office, the Post Office Savings Bank, Electricity, Shipping, Motor Vehicles Inspection Service, Government Bus Service, Meteorological and Geophysical Bureau and the Air Transport Bureau.

VIII. *The Department of Public Works*, consisting of the following branches: Buildings and Town Planning, under which come house-building, working-class housing, utilitarian construction, town planning and health engineering; Public Works, under which come matters relating to roads and bridges, airfields, ports and harbours, irrigation and drainage works, heavy equipment, hydrometry and hydro-electric power, and also the Government workshops and the Land Registry and Mapping Branch, which is responsible for civil-engineering surveying, topography, triangulation, astronomical position-finding and Land Registry inspection, together with the registration and transfer of all immovable property.

C. The Council of Heads of Departments

The Council of Heads of Departments is formed by the eight heads of the Departments of General Administration as ordinary members and the Public Prosecutor attached to the Court of Justice and the Officer Commanding Naval Forces New Guinea as extraordinary members. The latter is appointed as such by the Crown; the rest are *ex officio* members.

The Governor may act as Chairman as often as he deems necessary, and in that case has an advisory voice. The Vice-Chairman of the Council is appointed by the Crown from among the members and extraordinary members.

The Government Secretary acts as secretary of the Council.

By virtue of Section 66 of the Decree for the Regulation of the Administration of Netherlands New Guinea, the Governor consults the Council of Heads of Departments concerning draft ordinances, decrees containing general provisions, draft budgets, matters where this is laid down by general regulations, extraordinary cases of an important nature and other matters concerning which the Governor wishes to know the feelings of the Council. The Council is entitled to advise the Governor of its own accord in cases where it judges this to be advisable in the interests of the Kingdom or of Netherlands New Guinea.

Under Transitional Provision 4 of the Decree for the Regulation of the Administration of Netherlands New Guinea, ordinances shall, until such time as the New Guinea Council has commenced its activities, be decreed by the Governor with the concurrence of the Council of Heads of Departments, and also the remaining functions entrusted to the New Guinea Council shall be performed by the Council of Heads of Departments.

For a list of the ordinances enacted during the year under review with the concurrence of the Council, see Appendix VI.

D. The New Guinea Council

The sixth chapter of the Decree for the Regulation of the Administration of Netherlands New Guinea, amended by the Act of 10 December, 1960 (Bulletin of Acts, Orders and Decrees No. 454 of 1960), lays down that there shall be a New Guinea Council to represent the inhabitants of Netherlands New Guinea (Section 72), and gives regulations with regard to the composition, institution, task and methods of the Council and of the executive committee which shall be appointed by the Council from among its midst.

In view of the political development of the population and the fact that part of the Territory has not yet been brought under administration and other parts are not yet being intensively administered, whilst such areas must also qualify for representation on the Council in the future, the number of

members of the Council has not been definitely fixed, but has been put at not less than 24 and not more than 48 (Section 73). It has further been laid down that the members shall be elected or appointed by the Governor, the number of the members to be elected and those to be appointed being laid down for each session by general administrative order. For the first session the number of members was fixed at 28, 16 elected and 12 appointed.

In the elections a constituency system is applied; however, it is the intention to apply a uniform system of direct elections to the whole country, as soon as circumstances permit. No distinction may be made according to groups of the population, whilst men and women alike possess both the right to vote and the right to sit on the Council.

For the first session the franchise is further regulated by the ordinance of 10 December, 1960 (Government Gazette No. 69 of 1960) and by the Electoral Ordinance, New Guinea Council (Government Gazette No. 71 of 1960). Besides the requirements made by the Decree for the Regulation of the Administration of Netherlands New Guinea of the right to vote and the right to sit on the Council, the former ordinance adds the principal requirement of three successive years' residence in Netherlands New Guinea prior to the year in which elections are held for the New Guinea Council. Proceeding from the system of constituencies laid down by law, the Electoral Ordinance, New Guinea Council, lays down fourteen constituencies, each covering a region which, as regards development of the population, qualifies to appoint one or two members for the New Guinea Council through free and secret elections.

In the urban centres of Hollandia and Manokwari direct elections have been held, and elsewhere, where this was not yet possible, indirect elections.

In the constituencies with direct elections the vote was 83% of the indigenous electors and 70% of the non-indigenous electors. In the other constituencies the vote for the election of electors varied from 55 to 85%, whilst the electors themselves put in a practically 100% appearance for the election of the member.

In those regions where elections could not yet be held, the Governor appointed members of the population as members of the Council. In four of these regions, in accordance with the ordinance of 10 January, 1961 (Government Gazette No. 2 of 1961), the recommendations of the inhabitants were first sought. For the rest, care is taken in the appointment that the representative nature of the Council finds the clearest possible expression in its composition.

The Chairman is appointed for each session by the Crown. For this purpose, the Council submits a nomination of three persons (except for the first session).

Of the 28 members of which this first Council now consists, the great majority (23) are Papuans.

The New Guinea Council possesses a number of concrete powers, viz. the right of petition, the right of interpellation, cooperation in the enactment of ordinances with the right to move amendments and the right to propose ordinances (this applies to normal legislation in the whole field of internal affairs of the Territory) and also the right of cooperating in the drafting of the budget. Furthermore, the Council is consulted on bills of Dutch laws and on general administrative orders which will also be binding in Netherlands New Guinea.

As the New Guinea Council will not be able to sit continuously, the law provides for the institution of an executive committee which is to be elected by the Council from among its midst and which consists of seven members for the first session. During the period that the Council is not sitting, the executive committee performs the duties of the Council, with the exception of a few powers which are reserved for the full Council, such as cooperating in the drafting of the budget and the right to propose new ordinances. The Council is moreover empowered to reserve the right to deal in plenary session with certain drafts of statutory regulations and can on the other hand authorize the executive committee to exercise certain powers on behalf of the Council.

The New Guinea Council was officially installed on 5 April, 1961. The first session has been fixed at three years, the second one at four years.

During the year under review sixteen ordinances were enacted with the cooperation of the Council or the executive committee. Furthermore, the Council was consulted on a number of subjects, of which the principal one was the draft budget for the year 1962.

E. Advisory bodies

Besides the local advisory councils, which will be dealt with in the following section, the Council for Native Development has operated so far as an advisory body.

This Council had the task of advising – also of its own accord – on subjects of importance to the social and cultural development of the Papuan.

The institution of the New Guinea Council marked the beginning of a period of government of quite a different nature which made it no longer necessary to maintain the Council for Native Development, so that this council was abolished in the year under review.

II. Local bodies

Introduction

The Government's policy has always been directed towards local decentralization, the institution of territorial communities which foster their own interests, or in other words manage their own affairs. The basic rules for these territorial communities are laid down in the Decree for the Regulation of the Administration of Netherlands New Guinea, Chapter 8, Section 2.

To lay the foundations for such communities advisory councils were instituted in 1955 and 1958 in a number of rural regions and in two urban centres. These had in the first place the task of deliberating on the creation of a territorial community for the region concerned, the composition of the council, the tasks to be allotted to it, etc., and further the gaining of some experience. They have been abolished again in places where the institution of a territorial community has become a fact for the region concerned. They are now to be found only in the urban centres of Hollandia and Manokwari.

A. Regional communities

In the institution of territorial communities efforts are made in the first place to create regional communities for rural regions. The composition, organization, powers and obligations of the governing bodies of these communities are regulated by the Regional Community Ordinance (Government Gazette No. 84 of 1960). This also gives rules regarding the day-to-day management and implementation of affairs, the meetings of the councils, the administration and the accounts of the financial resources, supervision, etc. Each regional community is instituted by an institution ordinance, which at the same time lays down the number of members of the council and gives further rules regarding the task and the powers of the community's governing body.

So far the following regional communities have been instituted:

regional community	approximate number of residents	elected members	appointed members	total number of members
Biak-Noemfoor	32,500	12	3	15
Dafonsoro *)	15,700	16	4	20
Japen-Waropen	37,500	10	3	13

*) The regional community of Dafonsoro covers the area of the Hollandia subdivision with the exception of the area of the urban centre.

Fak-Fak	12,500	9	3	12
Radja Ampat	17,000	13	2	15
Animha **)	18,700	12	4	16

***) The regional community of Animha covers the area of the Merauke subdivision, with the exception of the Kimaan administrative district.

Most of the members of the councils are elected. A few members are appointed, in order to have those communal interests represented which, on account of the as yet embryonic development of suitable political organizations, do not yet find adequate expression in the elections.

The franchise makes no distinction between groups of the population, whilst men and women equally possess the right to vote and the right to be elected. The method of election is regulated in the Electoral Decree, Regional Councils (Government Gazette No. 85 of 1960). The members of the Japen-Waropen and Fak-Fak regional councils were elected by the system of indirect elections; the members of the other regional councils were elected directly. In the regional communities where direct elections were held the vote was as follows:

Biak-Noemfoor	89%
Dafonsoro	84%
Radja Ampat	82%
Animha	85%

The most senior administrative body is the regional council. This body also lays down the ordinances which it considers necessary for the performance of its duties in the interests of the regional community.

For practical reasons the chairmanship of the council is for the time being exercised by the subdivision head concerned.

The day-to-day management and implementation of affairs in the Biak-Noemfoor and Dafonsoro regional communities is entrusted to an executive committee, consisting of the chairman of the council and a number of members elected by and from the regional council. As soon as circumstances permit, executive committees will be instituted in the other regional communities as well as day-to-day administrative bodies.

B. Village communities

The regional councils can by ordinance institute village communities for districts which form part of the area of the regional communities, with due observance of rules to be laid down in a by-law.

The question whether there is a need for village communities in a given area is therefore entirely up to the regional council. Relations between the regional and the village communities are regulated in a by-law.

To prepare for the institution of village communities the Biak-Noemfoor regional council and, in the year under review, the Dafonsoro regional council, too, have proceeded to institute local administrative committees for their areas.

These committees are administrative bodies; they have no regulating powers. They consist of a chairman appointed by the regional council, who is at the same time a member, and, depending on the number of inhabitants of the area concerned, of not less than five and not more than ten elected members. The number of local administrative committees in the regional communities of Biak-Noemfoor and Dafonsoro is 18 and 9 respectively.

In some regions of the Territory (Merauke, Mimika, Fak-Fak, Teminaboean, Sorong, Ransiki and Wissel Lakes), there are informal village councils (some covering one village, others covering several). However, these councils have no legal status and may be regarded as predecessors of statutory local communities to be instituted in the areas concerned, with their own bodies.

C. Village communities

The regional councils can by ordinance institute village communities for areas which form part of the area of the regional communities, with due observance of rules to be laid down in a by-law.

The question whether there is a need for village communities in a certain area is therefore entirely up to the regional council. Relations between the regional and the village communities are regulated in a by-law.

The Biak-Noemfoor regional council has set up a total of eighteen local administrative committees in preparation for the village communities to be formed in the area of the regional community and for the institution of independent administration in these communities.

These committees are administrative bodies; they have no regulating powers. They consist of a chairman appointed by the regional council, who is at the same time a member and, depending on the number of inhabitants of the area concerned, of not less than five and not more than ten elected members.

In some regions of the Territory (Mimika, Fak-Fak) there are informal village councils (some covering one village, others covering several). However, these councils have no legal status and may be regarded as predecessors of statutory local communities to be instituted in the areas concerned and with their own bodies.

3. LOCAL ADMINISTRATIVE AND POLICE ORGANIZATION

Administrative organization

At the end of the year under review the administrative breakdown was as follows:

I. Division of *Hollandia*, with *Hollandia* as the chief town.

Subdivisions:

Hollandia, with *Hollandia* as the chief town;

Nimboran, with Genjem as the chief town;
Sarmi, with Sarmi as the chief town;
Keerom, with Oebroeb as the chief town;
Exploration district of *East Highlands*, with outposts at Wamena, Bokondini and Sibil.

II. Division of *Geelvink Bay*, with Biak as the chief town.

Subdivisions:

Schouten Islands, with Biak as the chief town;
Japen/Waropen, with Seroei as the chief town.

III. Division of *Central New Guinea*. Temporarily under the resident of the Geelvink Bay division.

Subdivisions:

Paniai, with Enarotali as the chief town;
Tigi, with Waghete as the chief town;
Exploration district of *Central Highlands*;
Exploration district of *West Highlands*.

IV. Division of *South New Guinea*, with Merauke as the chief town.

Subdivisions:

Merauke, with Merauke as the chief town;
Mappi, with Kepi as the chief town;
Upper Digoel, with Tanah Merah as the chief town;
Asmat, with Agats as the chief town;
Moejoe, with Mindiptanah as the chief town.

V. Division of *Fak-Fak*, with Fak-Fak as the chief town.

Subdivisions:

Fak-Fak, with Fak-Fak as the chief town;
Kaimana, with Kaimana as the chief town;
Mimika, with Kokonao as the chief town.

VI. Division of *West New Guinea*, with Manokwari as the chief town.

Subdivisions:

Sorong, with Sorong as the chief town;
Radja Ampat, with Doom as the chief town;
Manokwari, with Manokwari as the chief town;
Ransiki, with Ransiki as the chief town;
Teminaboean, with Teminaboean as the chief town;
Bintoeni, with Steenkool as the chief town.

During the year under review 15 pupils passed the final examination of the Training School for Indigenous Officials in the Administrative Service. The number of pupils is now 13. They will have to take their final examination in mid-1962.

In the year under review an extension course was attached to the Training School for Indigenous Officials in the Administrative Service, to allow the older Papuan administrative officials to qualify for the more senior administrative posts. The length of the course has been set for the time being at two years: a start was made at the beginning of September with seven students.

It is also the intention to institute in 1962 a secondary course in political and social science and law for the education of Papuan administrative and police officials, legal staff and senior administrative staff. In view of this, no new pupils were accepted for the Training School in the year under review.

Organization of the police

Pursuant to Section 140 of the Decree for the Regulation of the Administration of Netherlands New Guinea, the Public Prosecutor attached to the Court of Justice is the head of the legal and administrative police throughout Netherlands New Guinea.

The Director of Internal Affairs is, in consequence of Government Gazette No. 28 of 1959, entrusted with the administration of the police.

In every chief town of a division there is a divisional commander, who is under the immediate orders of the resident/head of the division. Detachments or subdetachments of police are stationed

in every chief town of a subdivision. For matters of policy the detachment commander is immediately subordinate to the head of the subdivision.

Independent of the police units scattered throughout the divisions is the Mobile Police, which has the following tasks:

- a. to step in in emergencies requiring extra police;
- b. to aid in the extension of administration and to protect scientific and economic exploration parties, particularly in areas not yet brought under administration.

The Central Training School of the General Police is situated in Hollandia. For details of the training see Appendix XLII.

4. PARTICIPATION OF THE PAPUAN POPULATION IN ADMINISTRATION.

Of the 6467 established posts for officials in the Territory, 2799, or about 43%, are now occupied by Papuans. There are also 2365 persons on daily and monthly pay in Government service, of whom about 2150 are Papuans. In all, therefore, there were about 8,800 civil servants in Netherlands New Guinea in 1961, of whom about 4950, or 55%, were Papuans.

The further Papuanization of the civil service depends entirely on the availability of adequately trained personnel, since all the junior and many junior executive posts have already been filled in the course of the years by Papuans, as soon as this was possible.

Practically all the Government Departments organize courses of their own for further training of their own staff to fill more senior posts. For instance, in September 1961 a two-year course began for older Papuan administrative officials for the purpose of qualifying them for the senior ranks of the civil service. For further details of these Government courses see Appendix XLII.

Reference may also be made in this context to the democratization of the administrative system by the institution in April 1961 of the New Guinea Council, the majority of the members of which are Papuans, and the institution of the regional councils, as a result of which Papuan representatives of the population are directly involved in the responsibilities of government. Through these bodies, which without exception consist for the greater part of elected Papuan members, the population have a direct say in the running of their own region.

5. JUDICIAL ORGANIZATION

A distinction is made between a. Government administration of justice, or administration of justice in the name of the Queen, and b. indigenous administration of justice, by which is understood the administration of justice by the Papuan population who have been left in the enjoyment of their own dispensation of justice.

The *Government administration of justice* is regulated by the "Provisional Regulations for the Administration of Justice in Netherlands New Guinea". These regulations were amended to some extent by the ordinance of 16 December, 1955, which came into effect on 1 February, 1956. These amendments mainly concern the administration and dispensation of justice by the police court magistrates (Politie-rechters).

In view of this, the executive regulations have also been amended. Under these regulations, and having regard to the above amendments, justice is now administered on behalf of the Government by the following:

- a. Police court magistrates for offences for which a prison sentence not exceeding three months or a fine not exceeding f. 500 may be imposed, and for misdemeanours.

The Governor appoints law officers as police court magistrates. A police court magistrate sits at Hollandia for the area of the Hollandia and South New Guinea divisions.

The district judge at Manokwari discharges the function of police court magistrate in his district. Moreover, at each of the chief towns of the subdivisions an administrative official has been appointed to act as police court magistrate extraordinary for the area of the subdivision.

- b. District judges who, as ordinary judges, hear in the first instance all civil cases and all criminal cases which do not fall within the jurisdiction of a police court magistrate. District courts are established at Hollandia (for the area of the Hollandia division), Manokwari (for the area of the West New Guinea, Fak-Fak, Geelvink Bay and Central New Guinea divisions) and Merauke (for the area of the South New Guinea division).

Two district judges have now been appointed, one at Hollandia and one at Manokwari; the district court of Hollandia is also charged with exercising the jurisdiction of the Merauke district court.

In certain cases an appeal against the decisions of the district courts can be made to the Court of Justice, which is the court of last resort.

- c. The Court of Justice, which is the supreme court and at the same time deals with cassation proceedings for the time being. Since 1957 the Court has also been responsible for the administration of justice in tax cases.

All who are not subject to the indigenous administration of justice are under the jurisdiction of the above courts. The institution of legal proceedings is handled by the Public Prosecutor, who also acts as prosecutor in the Court of Justice.

The indigenous administration of justice

In the subdivisions of the division of South New Guinea, in the subdivisions of Paniai, Tigi (both Central New Guinea division), Ransiki (West New Guinea division), and in the East Highlands exploration district (Hollandia Division) there is a single judge. In the subdivisions mentioned this function is exercised by the head of the subdivision, whilst in the exploration district the head of the division and also an administrative official appointed by the Head of the Department of Internal Affairs act as such. In the exercise of his function the single judge is required to consult the chiefs and elders as much as possible.

In each of the remaining subdivisions of the Territory there is a bench, with the head of the subdivision acting as adviser.

The sentences of the single judges and of the native benches are subject to revision by the Head of the Department of Internal Affairs if they relate to more serious cases.

For less serious cases the final instance is the resident.

Starting from the principle that in Netherlands New Guinea the Papuan population are left to administer their own justice, the judges apply in the first place local customary law.

In cases where there are no rules of law or where the application of customary law would lead to a decision at variance with humanitarian principles, justice is administered in accordance with the principles of equity.

The general rule that justice is administered in accordance with local customary law has as background the idea that the legal requirements of the Papuan population are best met by such a dispensation of justice.

Where the legal requirements change or new ones arise as the result of development of the Papuan community, provision is, however, made for these to the greatest possible extent by declaring the appropriate general rules of modern law applicable to such cases.

In view of the continuing and, in recent years in particular, accelerated development of Papuan society towards a more modern community, and having regard to the accompanying political awakening of the population, the idea has steadily won ground of a complete unification of administration of justice, both in its formal aspects and with regard to material (criminal) law.

It is now being studied whether this is feasible and what legal and organizational provisions would be required.

CHAPTER II

THE ECONOMIC SITUATION

A. THE

GENERAL ECONOMIC SITUATION

From the economic point of view, Netherlands New Guinea is still one of the most underdeveloped areas of the world.

Although in some regions, particularly in the urban centres and in the coastal areas, there are clear signs of a growing material prosperity among the Papuans, and they are participating to a greater extent in Western transactions in goods and money, the general economic picture of Netherlands New Guinea is still that of a highly underdeveloped country. In the interior in particular the population still live in a closed village economy for the greater part.

The Government is endeavouring to foster economic development in many ways.

In order to obtain an exact picture of the potentialities of the Territory, great attention is being devoted to scientific research, especially in the fields of agriculture, forestry and mining. To promote agricultural research and geological surveys two foundations have been set up, viz. in 1957 the Foundation for Agricultural Research on behalf of Netherlands New Guinea and in 1959 the Foundation for the Furtherance of Geological Surveys in Netherlands New Guinea. Both foundations are established in the Netherlands; they do their research work in close cooperation with the appropriate Government departments in the Territory.

The association of Netherlands New Guinea with the European Economic Community is of great importance to the Territory's economic development. As a result of the conventions that have been concluded, the Netherlands has the right to draw for Netherlands New Guinea on the Development Fund for the Countries and Territories Overseas of the European Economic Community up to the sum of \$ 35 million (f. 133,000,000).

The necessary funds were made available in 1960 and 1961 for a number of development projects – designated as social projects, since they are not concerned with any immediately productive investments. These projects relate to the following:

1. Agricultural Experimental Station at Manokwari	f. 7,700,000
2. General geological survey	f. 18,000,000
3. Demographic survey	f. 2,486,000
4. Medical Centre, Hollandia	f. 4,902,000
5. Agricultural Training Centre, Manokwari	f. 2,581,000
6. General aerial mapping	f. 11,775,000

The Agricultural Experimental Station, construction of which is already in an advanced stage, comes under the Foundation for Agricultural Research mentioned above. It will be greatly to the advantage of agricultural development, and is also of particular importance to the economic development of the Territory. The same may be said of the general geological survey, the performance of which has been entrusted to the above-mentioned Foundation for the Furtherance of Geological Surveys in Netherlands New Guinea.

The demographic survey, also known as the structural survey of the population, started in 1959. It is expected that the results of this survey will provide a better picture of the growth of the population and the economic and other complications for development work which this growth in population will entail.

The Agricultural and Topographical Training Centre at Manokwari will offer combined educational facilities for the training of Papuans for agriculture, stock-breeding, forestry, inland fisheries and the Land Registry. The training institute, with its boarding establishment, trial farm and fish ponds, is being established in the immediate vicinity of the Agricultural Experimental Station, so that use can be made of the facilities of the experimental station in training.

The general aerial mapping forms an essential complement to the agricultural research and the compilation and elaboration of development programmes. The aerial photographs to be obtained will thus serve for interpretation in the fields of soil science, forestry, mining and others.

Other projects concerning agricultural regional development, road-building, port facilities and educational and medical provisions, which will demand a total investment of some f. 38,000,000, are still in the preparatory stage.

Papuan agriculture is being fostered by agricultural extension and education, and also by the provision of selected planting material on a basis of a steadily improving insight into pedological, climatological and agronomic factors. This applies also to those regions where there are no possibilities of setting up economic projects on a larger scale.

Both improvement and extension of the growing of food crops, in conjunction with the publicizing of a better diet among the population, and the introduction on a lesser or greater scale of cash crops, together with the increase in money income to be expected from this, are aimed at raising the population's level of prosperity.

The promotion of a combined improvement of food cropping and the growing of export crops is being given concrete shape by the formation in suitable regions of nuclei of practically trained farmers, from which a farming class can develop which can form a foundation for the further development of the region. In many regions (Nimboran, Hollandia, Sarmi, Japen, Waropen, Manokwari, the "neck" of the Vogelkop) cocoa growing is being introduced in this way. In other regions (Fak-Fak, Kaimana, Misool), preference has been given to the growing of Banda nutmeg.

The greatest annual extension of the area under agriculture is to be found in the traditional coconut cultivation. Coffee is being propagated as local farmyard crop. On the strength of the favourable results obtained with trial plantings of rubber, there are good prospects for rubber growing, especially in South New Guinea.

In some regions, in particular the latter area, the extension of the area under agriculture is being coupled with the construction of roads on behalf of economic opening-up of the Territory.

Foreign interest in the possibilities of timber exploitation in the Territory led during the year under review to the granting of one timber exploitation concession, viz. for East Japen. Domestic timber-felling concerns also displayed a lively interest in timber export, although the necessary experience and capital required for this kind of work are often entirely absent. The timber industry cannot as yet develop adequately, as a result of the country not yet having been opened up enough from the economic point of view. Making accessible and opening up suitable forest areas will still require large investments for the construction of primary access roads and harbour installations.

In the sphere of Western industrial activity a number of projects requiring considerable capital investment have been embarked upon in past years. These concerns, a sawmill and a shipyard, both located at Manokwari on the north coast, can be of great importance in the endeavour to make Netherlands New Guinea less dependent on other countries for the fulfilment of its needs. In recent years the sawmill has provided about two thirds of the Territory's requirements of timber.

In recent years much energy has been devoted to equipping the Territory with the infrastructure essential to its economic development. Work continued in the year under review on the further extension and improvement of these basic facilities (harbours, airfields, roads, schools, hospitals, laboratories, offices, houses, etc.).

The Vocational Training Foundation is paying special attention to the training of skilled workers for the building trade.

Much attention was further devoted to the development of local coastal shipping, in order to ensure regular shipments of native products and to promote the widest possible distribution of imported goods over the producing coastal regions.

The balance of trade for Netherlands New Guinea deteriorated in 1961, mainly as a result of a drop in the exports of crude oil, whilst the export value of agricultural produce also declined considerably as a result of the drop in world prices, against which imports displayed a rise, though only a slight one. Consequently, the cover percentage fell from 32% in 1960 to 20% in 1961 (see section K 2, Foreign Trade, of this chapter).

Employment increased somewhat in 1961, while the wage level was adapted to the small rise in the cost of living (see section F of Chapter III, Standard of Living).

An increasing consumption of Western consumer goods may be noted among the Papuan population.

As in past years, the authorities granted credits in 1961 to Western and Papuan businesses.

To meet the credit requirements of commercial enterprises which do not qualify for normal bank credits but which are considered important for the economic development process, bank credits can be obtained under Government guarantee (see section J. 2, Banking and Credit Facilities, of this chapter).

B. AGRICULTURE AND STOCK-BREEDING

1. ORGANIZATION

The Government's task in this field is entrusted to the Agriculture and Stock-Breeding Branch of the Department of Economic Affairs. Scientific agricultural research is entrusted to a non-governmental body, which works in close cooperation with the Agriculture and Stock-Breeding Branch, viz. the Foundation for Agricultural Research on behalf of Netherlands New Guinea, which has started to set up a central experimental station in Manokwari. The construction and fitting-out of this agricultural research centre are being financed by the EEC Development Fund.

The Agriculture and Stock-Breeding Branch consists of a central and local service. The central service consists of the Agriculture and Stock-Breeding sections, the first of which has seven subsections: Food Cropping, Export Crops, Agricultural Education, Agricultural Regional Projects, Statistics, Plant Quarantine and Inland Fisheries. The local service consists of five residency agricultural extension services, each of which is divided into subdistricts.

The establishment of the Agriculture and Stock-Breeding Branch in 1961 was 10 agricultural engineers, 3 veterinary surgeons, 182 executive and junior agricultural officers, 14 executive and junior stock-breeding officers and 68 technical and clerical personnel. In 1960 the establishment was as follows: 10 agricultural officers, 3 veterinary surgeons, 155 executive and junior agricultural officers, 14 executive and junior stock-breeding officers, and 68 technical and clerical personnel.

The estimates of the Agriculture and Stock-Breeding Branch for 1961 comprised the following:

Agriculture:	staff	f. 1,267,400
	materials	f. 3,067,600
	1961 total	f. 4,335,000
	1960 total	f. 2,676,200
Stock-Breeding:	staff	f. 189,800
	materials	f. 379,200
	1961 total	f. 569,000
	1960 total	f. 456,100
Revenue:	agriculture	f. 685,500
	stock-breeding	f. 79,400
	1961 total	f. 764,900
	1960 total	f. 436,300

2. UTILIZATION OF LAND AND LAND TENURE

a. Utilization of land

The generally applied extensive farming system used in Netherlands New Guinea, ladang cultivation, is practised in scattered gardens which are not of a permanent nature. As long as the ratio of available land to size of the population is large enough and the gardens can lie fallow for a sufficiently long period, ladang cultivation can be regarded as an entirely justifiable form of land utilization under the prevailing circumstances.

More intensive agricultural methods are to be found only in the Central Highlands, where sweet potatoes are grown in small beds surrounded by deep gullies, in which year after year considerable quantities of organic matter (weeds that grow on the patch) and mud (from the trenches) are forked under.

Increasing the productivity of native agriculture lies in the more permanent forms of agriculture, a development which the Agriculture Branch is aiming at via the cultivation of perennial cash crops, as a result of which the population also come into possession of a money income. As a result of the agricultural extension activities this shift in the agricultural system is beginning to occur at a large number of places.

In the swampy and marshy regions of the plains are the areas where sago grows.

Sago forms the main item of diet of about 200,000 people, for which over 800,000 ripe trees (about 40,000 hectares) are used every year, a number forming only a small fraction of the total.

In the non-swampy regions tubers are chiefly grown for food. These root crops, which form the main item of diet for an estimated 500,000 persons, may be subdivided into a keladi, yam and tapioca group and a sweet potato group. In general it may be said that the first category is found in the plains and that sweet potatoes tend to be eaten more in the mountains.

Further, bananas are the main foodstuff in a few places.

In the urban centres rice is eaten, also to an increasing extent by the Papuan population. The demand for this is for the time being met mainly by imports.

The total area under coconut is estimated at about 15,800 hectares. The extent of the land planted with nutmeg is about 2900 hectares, of which 865 hectares with the high-grade Banda nutmeg (*Myristica fragrans*), and that of the area under cocoa is about 1350 hectares.

Grazing land (laid out) is encountered only around Manokwari, whilst the extensive savannahs around Merauke offer natural grazing of indefinite size. Investigations, including a grass survey around the Wissel Lakes, have shown that there are possibilities here for stock-breeding.

b. Protection of the soil

In a number of cases in which the presence of a relatively dense population makes it impossible to comply with the requirement that the ground must have a long period in which to lie fallow after ladang cultivation, the need arises for the authorities to take steps to protect the soil. Furthermore, the agricultural extension service publicizes everywhere those farming techniques which, whilst fitting into the native system of agriculture, are directed towards preservation and improvement of the natural level of soil fertility.

c. Land tenure

The forms of land tenure may vary greatly. There is land which is counted as belonging to the territory of a village without this implying any use of that land, or in which that use is confined to hunting rights. Then there is land that may be used only with the permission of the village community, and other land which is the property of a clan, family or individual.

Rights to use land are granted to members of the group or to relatives within the group, but also the outsiders in some cases; this right of use can be alienated and is often hereditary.

The Government's policy with regard to land is directed towards protection of the rights of the Papuan population. This principle finds particular expression in the provisions of Section 39, subsection 1, of the Decree for the Regulation of the Administration of Netherlands New Guinea: "The Governor shall ensure that the rights of the native population to their land shall be respected". Expropriation is possible only in the public interest and against compensation received or guaranteed beforehand. Rights which the Papuan population have to the use of land cannot be alienated to non-Papuans; all agreements envisaging such alienation directly or indirectly are null and void ipso jure.

No data are available on the extent of land tenure by the native population; this cannot be registered, owing to the system used by the Papuans of crop rotation on ladangs.

d. Occupation of land by non-Papuans and the legislation relating to this

Occupation of land by non-Papuans is possible only when the right to do so has been granted by the Government. Only if the interests of the native population will not be harmed as a result, and after any native rights to the land have been relinquished voluntarily and against reasonable payment and the Papuan community have consented to the curtailment of their right of disposition, may a property or personal right (depending on the purpose of the occupation) as described in the Civil Code be granted.

Apart from a few minor exceptions, only uncultivated land may be issued for agricultural and stock-breeding enterprises, in which case a lease is usually granted.

In urban centres land is granted to non-Papuans for building and for residential purposes with the right of building. At present land is not granted in ownership.

Illegal occupation of land by non-Papuans is an offence.

Data on land occupied by non-Papuans are given in Appendix VIII.

3. PRINCIPAL CROPS

a. Food crops

Sago (Metroxylon sp.)

Owing to the scattered and poorly accessible location of the areas under sago, which are to be found exclusively in the swampy lowlands, an itemized survey of these areas has not proved possible so far.

At a rough estimate the annual sago consumption is 90,000 tons of sago flour, with a moisture content of about 35%. The population eat the sago flour in the form of porridge or cakes; it is the principal item of diet of the Papuan population of the lowlands. It is dealt in only on a modest scale and in limited areas.

Root crops

Where the sago palm does not occur, i.e. in the hills and mountains, root crops and bananas are the population's staple diet. The principal root crops eaten are keladi (*Colocasia sp.*, *Xantosoma sp.*, *Alocasia sp.*) and sweet potatoes (*Ipomoea batatas*). Besides these, the population eat yams (*Dioscorea sp.*) and tapioca (*Manihot utilissima*). As the gardens in which these root crops are grown are highly scattered, and the area mostly shifts every year (ladang cultivation), no exact figures of the area planted with root crops can be given. The production is estimated at about 180,000 tons a year.

Rice

The cultivation of rice assumes significant proportions only in South New Guinea. In that area are to be found the native paddy fields around Merauke, which are dependent on rain, and the technically irrigated and mechanically farmed trial polder near Koembe. Rice is further grown in small quantities at a number of places on Argoeni Bay, along the Amberbaken coast and on the island of Japen.

Area	Area under rice (in hectares)		Production in tons of rice milled
	planted	harvested end of 1961	
Koembe trial polder	233	233	391
Native paddy fields at Koepruk and Merauke	155	69	95
Elsewhere	44	19	21
Grand total 1961	392	321	507
Grand total 1960	498	461	578

t/ac.
0.68
1.27

A rice expert, made available by the Manokwari experimental station to the Koembe rice farm, is making pedological, land-improvement and varietal trials.

Fruit and vegetables

Every town now has its market-gardening centre which, according as the size of the town increases, is subject to expansion.

For Hollandia the Baliem area is in part the vegetable centre; Biak is supplied by the market-gardening centre of Bosnik on the island itself and Ransiki. From the latter area most of the finer vegetables come, such as lettuce, endive, cabbage, tomatoes, etc. Around the Anggi Lakes potatoes and brown beans are grown, which are mainly sold in Manokwari.

A rough estimate of the areas under fruit and vegetables is given in the following table:

<i>Department</i>	<i>Area in hectares</i>	
	fruit	vegetables
Hollandia	30	95
Geelvink Bay (Central New Guinea)	35	15
West New Guinea	69	70
Fak-Fak	32	6
South New Guinea	12	10
Total, 1961	178	196
Total, 1960	187	112
Total, 1959	172	93

The production of the Bosnik market-gardening centre on Biak was 21 tons, that of the Ransiki market-gardening centre 92 tons, the fruit and vegetables production on Japen 83 tons, and the export of vegetables from the Baliem Valley 9 tons.

Maize and legumes

These food crops are grown in small but gradually increasing quantities by the Papuan population, mainly for their own consumption. The area under these crops is about 800 hectares of maize/sorghum (last year 755 hectares) and 460 hectares of groundnuts and other legumes (last year 350 hectares).

b. Cash crops

Copra

The area under coconut is estimated at about 11,500 hectares of producing trees and 4300 hectares of young plantings, or in all about 15,800 hectares. In suitable areas the authorities are successfully encouraging the extension of coconut growing, with which the population are already familiar in many cases, and increasing interest is noticeable.

In the years 1955 to 1957 incl. 1055 hectares of coconut were planted by the population, whilst the extension in the period 1958 to 1960 incl. was 2004 hectares. In 1960 a registered area of 738 hectares was added, and in 1961 1231 hectares.

Copra exports 1960 and 1961	Weight in tons	
	1960	1961
Production area		
Hollandia	899	974
Geelvink Bay	667	656
West New Guinea	2673	2103
Fak-Fak	340	392
South New Guinea	1269	1480
Total export volume	5848	5605
Total export value	f. 3,072,100	f. 2,261,600

With the exception of the regions of Geelvink Bay and West New Guinea, copra production increased in respect of 1960.

Despite the fact that the crumbling of prices that began in 1960 continued in the year under review, total exports nevertheless dropped only slightly. However, the low price level is sharply

manifested in the total export value. The average fob prices of copra in recent years with the export volumes offer the following picture:

	1952	1956	1957	1958	1959	1960	1961
average fob price in guilders per ton	375*)	468	437	514	646	525	404
export volume in tons	2945	5094	5025	5652	5008	5848	5605

*) lowest average fob price since World War Two.

Nutmeg and mace

The species *Myristica argentea*, known under the name of Papua nutmeg, is found in small scattered plantations, mainly in the Fak-Fak subdivision. In recent years this growing of nutmeg has brought relatively great prosperity to this area, thanks to favourable pricing of the product on the world market. Interest in nutmeg cultivation is therefore growing, elsewhere in Netherlands New Guinea as well, especially as regards the more quickly producing and superior-quality Banda nutmeg (*Myristica fragrans*). Additional planting of Banda nutmeg for 1961 amounted to 400 hectares. In the 1958-1960 period this was 412 hectares and before them a total of only 51 hectares was planted.

The total Banda nutmeg area is now about 865 hectares, mainly young plantings.

The very marked price-drop in the year under review and moreover the poor fruit-setting resulted in the export volume (exclusively Papuan nutmeg) declining by a third in 1961 and the value falling to less than half. Since the Banda nutmeg does not enter into production until after 7 years, the new plantings do not as yet have any effect on exports.

EXPORT VOLUME IN TONS

	1936 (prewar peak)	1956	1957	1958	1959	1960	1961
nutmeg	503	264.5	353.7	248.3	377.6	459.2	324.2
mace	80	90.8	62.8	82.0	110.2	141.0	80.3
Total	583	355.3	416.5	330.3	487.8	600.2	404.5

EXPORT VALUE IN MILLIONS OF GUILDERS

	1956	1957	1958	1959	1960	1961
nutmeg	0.79	2.07	1.68	2.53	2.58	1.14
mace	1.11	0.70	0.61	0.76	0.87	0.41
Total	1.90	2.77	2.29	3.29	3.45	1.55

The average fob price 1956-1961 (in guilders per ton) offers the following picture:

	1956	1957	1958	1959	1960	1961
nutmeg	2992	5850	6766	6695	5611	3528
mace	12,189	11,188	7405	6939	6188	5132

Cocoa

Additional cocoa plantings in 1961 were 337 hectares (1960: 179 hectares); in the period 1955 to 1957 incl. 400 hectares were added and in 1958 to 1960 incl. 675 hectares. This clearly illustrates the annual increase in additional plantings.

A total area of 1352 hectares is now under cocoa.

Since the first year in which cocoa was exported, cocoa exports have been as follows:

1958	-	3.2 tons to the value of f.	6000
1959	-	24.9 tons to the value of f.	55,500
1960	-	52.0 tons to the value of f.	90,800
1961	-	81.5 tons to the value of f.	108,200.

Exports will increase rapidly in the years to come, owing to the young cocoa trees coming into production.

The fob prices followed the gradual drop in world market prices. During the year under review the latter were at a distinctly low level.

AVERAGE FOB PRICE IN GULDERS PER TON OF MARKET COCOA

<u>1961</u>	
1st quarter	- 1663
2nd quarter	- 1315
3rd quarter	- 1203
4th quarter	- 1310

4. STOCK-BREEDING

The Government's tasks with regard to stock-breeding comprise the following: the prevention and control of diseases and pests; improvement of the country's stock by importing stud animals which are further bred or crossed with native stock at the Government breeding stations, and the distribution throughout the Territory of breeding material from these stations; information and advice with regard to the care of stock and the use of cattle as draught animals.

The cattle stock was improved by the importing of three Santa Gertrudes and one Brahman bull from Texas and a stud stallion from Australian New Guinea.

For the first time eggs were hatched out locally by artificial means and the chicks were distributed.

a. Stock-breeding statistics (see Appendix X)

b. Survey of stock

Cattle

During the year under review the stock of cattle grew to about 4000 (1960: 3324). Cattle introduction took place in Tanah Merah, along the Maro river near Merauke, Argeoni Bay, Teminaboean, Soepiori and the Wissel Lakes (dairy cattle).

The number of participants in stud-sharing contracts increased for cattle from 18 to 63 and for goats from 18 to 56. In South New Guinea in particular there was great interest in cattle contracts, whilst there was more enthusiasm for goats in West New Guinea and Geelvink Bay.

The consumption of beef from the country's own stock increased from 18 to 22 tons. In Manokwari a simple slaughterhouse was built and taken into use, whilst a survey was instituted into the possibilities of building a slaughterhouse with a cold-storage plant attached at Merauke.

The interest of Dutch smallholders at Manokwari in cattle-keeping declined sharply. It was possible to give part of the stock which consequently became available to Papuans under stud-sharing contracts, whilst the dairy cattle offered for sale were taken over by the Government. It is the intention

to give the cattle taken over to the missionary societies in the Baliem Valley under stud-sharing contracts in 1962.

Horses

The stock of horses increased to 705 (1960: 649). Interest in the use of horses as mounts, as beasts of burden and as draught animals is increasing. For the first time five horses were flown to the Wissel Lakes.

Goats

The stock of goats is at present about 2900 (1960: about 2380). The Papuan population's interest in these animals is still increasing.

Pigs

In 1961, too, the stock of pigs around the urban centres remained constant at 2000. Interest among farmers in pig-breeding declined.

The pig stock of the Papuan population is estimated at 140,000, of which more than half are to be found in the Central Highlands. To improve this stock 70 white stud pigs were again supplied to the population by the Government.

The consumption of pork from the pigs mentioned in the first paragraph can be estimated at 30 tons for 1961; that of the population will be about 2500 tons a year.

Poultry

Poultry farming remained practically constant last year. Though the number of farms declined, the existing farms expanded to such an extent that production remained about the same. The provision of good and cheap chickens by the Government will cause imports of chickens from Australia to decline. Good results were achieved with the provision of pedigree cocks in the villages near Fak-Fak and on Japen.

Control of diseases and pests

The control of diseases and pests in close collaboration with the Institute for Tropical and Protozoan Diseases, Utrecht, the Netherlands, was continued, together with the investigation into new parasites unknown in Netherlands New Guinea.

In Sentani a case of Newcastle disease occurred for the first time for seven years. The infected chickens, 700 in number, were slaughtered to prevent further infection. At the same time all poultry in the vicinity of Hollandia were preventively inoculated against this disease. Thanks to these measures no further outbreaks occurred.

The control of cattle tick continued. On the islands of Biak and Japen no further ticks were observed in the second half of 1961. They were, however, encountered in the Baliem area, which they probably entered with the horses taken there in 1960.

Chickens were generally inoculated preventively against fowl pox and diphtheria, and in the second half of 1961 likewise against Newcastle disease.

The following new parasites were found:

<i>Species of animal</i>	<i>Disease or parasite</i>	<i>Observed at</i>
Cat	Panleucopenis infec.	Hollandia
Pig	Amblyomna cyprium	Ransiki
Pig	Amblyomna sp.	Sentani
Pig (wild)	Dermacentor auratus	Hollandia
Goat	Bamalinia capae ?	Sorong
Kalong (flying fox)	Ancytropus spec.	Hollandia
Pig	Bourgelatia spec. (strongylide)	Baliem
Kalong	Oipetalonema sp. ? (nematoda)	Hollandia
Kalong	Ornithedorus sp.	Hollandia

At Hollandia, Biak, Manokwari and Merauke a total of 114,000 poultry, 650 cattle and goats, 155 horses, 214 pigs and 662 small domestic animals were preventively or curatively treated for various diseases in 1961.

Experimental and stud farms (for staffing see under Statistics)

Merauke Experimental Stock-Breeding Farm

Crossing of the Merauke cattle with Santa Gertrude and Brahman bulls continued. In 1962 the first F2 (second-generation) animals will be born.

From Texas two Santa Gertrude heifers, one Santa Gertrude bull and one pedigree Brahman bull were imported. At the end of 1961 they were still in quarantine at Manokwari.

Furthermore, on behalf of this farm a stud stallion was imported from Australian New Guinea and 300 day-old chicks from Australia. A number of F1 Brahman bulls and one F1 Santa Gertrude bull were shipped to various places in 1961, including Teminaboean, Manokwari, Seroei and Hollandia. Most of them were furnished to the population under stud-sharing contracts.

Kota Nica (Hollandia)

At the beginning of 1961 a start was made with the setting up of a poultry-breeding farm with eggs imported from the Netherlands. By the end of 1961 160 young breeding hens were available, which also came into production about this time.

A feed test was made with store pigs, which were fed exclusively with imported feed. The pigs grew very quickly and the feed consumption was very low. However, the cost of the feed made the economic result dubious. Further, a test was performed with imported chicken feed, in which the egg production of three flocks of layers was investigated.

Manokwari

An artificial insemination trial with imported deep-freeze sperm produced a calf. In the Wosi experimental garden chickens and piglets were again bred for the population.

Biak

At Bosnik near Biak the pastureland was extended by three hectares. A start was also made with the building of a poultry house. A number of goats were furnished under stud-sharing contracts.

Rerami (Seroei)

The stables and pastures were improved and a poultry house was built. The first stud-sharing contracts for goats lapsed. The animals were collected and reissued.

Enarotali

Ten pigs were brought in from Hollandia.

The Inspector of Stock-Breeding instituted an investigation into the possibilities of stock-breeding in this area. These may be described without more ado as very promising. The dairy cattle issued to the Catholic mission under a stud-sharing contract in 1961 have developed excellently and the animals, which have already calved, have a satisfactory production. Plans for the development of stock-breeding were further worked out.

5. AGRICULTURAL INDEBTEDNESS

In this respect the situation in Netherlands New Guinea may be regarded as favourable.

It is the general custom that buyers of native produce give advances to the Papuan population in the form of goods. In general these advances do not become higher than the estimated yield from the production. There is so to speak an account current between population and buyers.

Only in the Fak-Fak Division do debts of a more serious nature occur. The population sometimes

incur debts with the Chinese traders, using the whole of the coming nutmeg harvest as security. Mortgaging of gardens also occurs.

The Government is endeavouring to protect the interests of the native population with regard to trading in agricultural produce by economic information and advice, the fostering of cooperative societies, the stimulation of home production of copra, the holding of public auctions of cash crops with payment in cash and the creation of markets for food crops.

6. ASSISTANCE FOR AGRICULTURAL PRODUCTION

a. Credit

Under the system allowing Dutch smallholders to obtain cocoa credits for the laying-out and initial upkeep of cocoa plantations, f. 6370 was paid out in 1961.

The total sum of outstanding cocoa credits is now about f. 117,000.

The Bureau for the Development of Native Business granted credits to Papuan farms in 1961, including a credit of f. 8000 to a poultry and market-gardening farm at Sentani.

b. Marketing, storage, grading and processing

Much of the assistance in the buying, processing, storage and marketing of Papuan agricultural produce was given to the cocoa producers on Japen, at Manokwari, in the Nimboran subdivision and at Sentani. A total of some 225 tons of cocoa pulp and 233,000 cocoa pods were bought up for the total of f. 84,766. The central cocoa processing plants at Japen (Seroei and Konti Unai), in the Hollandia division (Jacotim and Sentani) and Manokwari (Ransiki and Wosi), produced 60, 15 and 6 tons of market cocoa respectively in the year under review, a total of 81 tons (1960: 52 tons).

The sum of f. 10,400 (1960: f. 7300) was spent on buying up other produce, viz. cereals, legumes, fruit and vegetables.

In the nutmeg-producing area near Fak-Fak assistance was given in the fumigation of the product.

c. Mechanical assistance

The total number of hours worked by the joint machinery and tractor pools during the year under review was 4398. Of these, Kota Nica worked 2771 hours, Wosi 810 hours, Seroei 442 and Merauke 375 hours.

In general, the role of the mechanical element in agriculture is modest, in connection with the prevailing circumstances of soil and climate.

d. Supplying of materials, seeds and fertilizers

Implements, artificial fertilizer, insecticides, fungicides and imported seeds to the value of some f. 77,500 were provided (including those for official use) as follows:

Division	Implements	Artificial fertilizer	Chemical control agents	Vegetable seeds	Misc.	Total
	(x f. 1000)					
Hollandia	13.6	3.5	2.1	4.1	1.2	24.5
Geelvink Bay	12.8	2.4	2.4	2.-	3.8	23.4
West New Guinea	10.-	2.2	3.9	3.5	-	19.6
Fak-Fak	1.-	0.3	-	0.1	0.2	1.6
South New Guinea	2.-	1.6	1.2	2.3	1.2	8.4
Total, 1961	39.4	10.-	9.6	12.-	6.5	77.5
Total, 1960	20.9	10.3	6.-	8.4	3.5	49.1

Provision of planting material and seeds

In 1961 the following were provided in all:

Coconut seeds	117,500
Cocoa pods	13,000
Cocoa seedlings	33,250
Rubber stumps	294,500
Rubber seeds	541,750
Nutmeg seedlings	58,750
Coffee seedlings	25,000
Fruit trees	24,750
Auxiliary crops	62,500
Other seeds	7,125 kg.

e. Control of diseases and pests

Serious diseases and pests covering the whole Territory of Netherlands New Guinea did not occur. Plagues of leaf-eating insects and caterpillars, rats and wild pigs were of some local and temporary importance. Although control of these pests is not easy, good results were obtained locally.

The investigation into the control of the agate snail (*Achatina fulica* Fer), i.e. the introduction and propagation of predatory enemies, was continued by the Agricultural Experimental Station. With a subsidy and advice from the agricultural extension service the chemical control of the agate snail in the vicinity of Manokwari was further intensified. *Euglandina rosa*, a predatory snail, is so far the only enemy with which some success could be achieved in trials.

At some places (Inanwatan, Kaimana), pigs did serious damage to young coconut plantations. Control sometimes encounters difficulties, since in some regions poisoned bait cannot be used, because the population do not know this method of control and there is the danger that they will eat the flesh of animals killed by poison.

Rats caused particular damage in the plantations of maize and groundnuts and in nursery beds of rubber and nutmeg.

Reports were received of damage to cocoa pods, caused by among others *Melomys rufescens* (alston) and *Melomys platyops*. Cocoa pods at Manokwari were attacked by *Helopeltis* spp. and *Pseudoniella laensis* Mill. The damage done at Genjem to cocoa was found to have been caused by *Helopeltis clavifer* Walk.

In Ransiki yellow mite (*Tarsonemus translucens* Gr.) was observed on rubber; it was possible to restrict the damage through prompt control.

The coffee-bean borer (*Stephanoderes hampei* Ferr.) was reported this year not only at Manokwari but also at Ambaidiroe (Seroei), but the damage was so far insignificant.

Fairly considerable damage was done in the coconut plantations on the north coast of the Vogelkop by the *Scapanus Australis* Boisd. The striking feature of this was that the damage on plots with favourable pedological conditions was fairly slight.

7. AGRICULTURAL AND PEDOLOGICAL RESEARCH

Agricultural research is performed by the Agricultural Experimental Station of the Foundation for Agricultural Research on behalf of Netherlands New Guinea. At present this experimental station has temporary establishments in Manokwari and Hollandia, but will soon be able to move into the new laboratories, offices, workshops and houses at Manokwari, construction of which started in the first months of 1961. This work, which is being financed by the Development Fund of the European Economic Community, is making steady progress. The experimental station also has small but permanent establishments at Ransiki (near Manokwari) and Waghete (Wissel Lakes area), opened in 1961. Furthermore, a number of experimental station staff members are stationed at Merauke (for investigations into mechanized rice growing) and on the Koembe rice farm (for research into the damage done by vertebrates to the rice crop).

During the year under review research was mainly in the fields of soil science and agriculture. Activities concerning forestry and stock-breeding were still very restricted, since trained staff could not yet be hired for these divisions. This will not be possible until the new institute at Manokwari is finished.

Agricultural research

The observations in various cocoa trials already laid out were continued, whilst a number of new plot trials were started with this crop, in which among other things legitimate seedling families and clones are being compared with one another and the effect of varied planting patterns on the development and production of cocoa is being studied. A start was made with the laying out of a rubber collection. Furthermore, in collaboration with the agricultural extension service in various parts of the country planting pattern trials with rubber and varietal trials have been laid out.

Much attention was also devoted to sweet potatoes (*Ipomoea batatas* Poir.), one of the most important food crops of the Papuans. After numerous analyses had shown that the protein contents of the many clones grown by the population vary greatly, a start was made with breeding work. It is expected that in this way clones can be produced which combine a relatively high protein content with other favourable properties. The introduction of such clones could contribute greatly towards an improvement of the protein supply of those whose main item of diet is formed by sweet potatoes. Meanwhile, the research work into various other root crops and a number of legume, cereal and fibre crops continued.

In the field of diseases and pests cocoa borers, a number of polyphagous insect pests, a disease of sweet potatoes and the very injurious agate snail formed the centre of interest.

A varietal and a tillage trial were made on behalf of rice growing in South New Guinea. In a pot trial the effect of the administering of organic matter on rice production was investigated. The investigation into the damage caused by vertebrates concentrated on the mandar, a bird which from time to time does great damage to the rice crop in the field. New observations give reason to believe that this bird hatches in North Australia and migrates to South New Guinea when life in Australia is less easy.

Pedological research

In 1961 a total of 100,000 hectares were soil-mapped, viz. 80,000 hectares (scale 1 : 100,000) in the Digoel-Bian area on behalf of the rubber roads project embarked on by the Department of Economic Affairs, and 20,000 hectares (scale 1 : 50,000) near Waropen in order to find suitable land there for the cultivation of perennial crops. Further, a start was made with preliminary studies for a survey mapping of the Merauke coastal region and an aerial photographic interpretation of the Great Baliem Valley.

The soil fertility research performed related mainly to the in many respects difficult Ajamaroe area, to rubber lands in South New Guinea and at Ransiki, to cocoa lands in the Nimboran and to the lands which may be destined for rice growing near Merauke. At the same time fertilization recommendations were given.

In the laboratory a total of some 11,000 analyses were performed as part of mapping work and other pedological investigations.

Forestry research

A start was made with the laying out of trial beds of promising species of building, carpenter's and industrial timber from Netherlands New Guinea and other countries, and also with an investigation into the possibilities of natural rejuvenation of *Pometia* spp. on karang lands.

Stock-breeding research

Preparations were made for feed trials with pigs and chickens. A start has also been made with a feed trial with ducks that do not require swimming facilities, to investigate whether a good deal of the feed of such ducks can consist of agate snails.

8. AGRICULTURAL EDUCATION

There are three forms of agricultural education: firstly, simple practical teaching given at the village and continuation schools, which forms an integral part of the education given at these schools. Its purpose is to familiarize the young children with the growth of plants and crops and to show them the connection between this growth and the natural conditions of soil and climate, and also the effect of methods of cultivation suitable for native agriculture. As far as possible, this practical teaching is

confined to the growing of the crops in question in the school gardens. Attention is in particular paid hereby to high-grade protein-rich crops and fruit trees, both annual and perennial. In Nimboran young fruit trees are being grown in the school gardens, after which these trees are taken home by the pupils to be planted out in their own yards.

The second form of practical agricultural education is directed towards certain facets of native agriculture within the framework of agricultural regional development projects. Examples are the agricultural training centres at Kepi, Fak-Fak and in the Kamoe Valley and the village courses on the island of Japan. This form of agricultural education is very satisfactory. The students remain in their own environment and therefore do not become estranged from the village milieu. If a central training is necessary, it is desirable that this be simple in set-up and that the course does not last long.

In particular the village courses, in which the theoretical instruction is translated into practice directly under the guidance of the teacher, are yielding good results.

The third form of agricultural education consists of the Government courses for Papuans, training them as junior agricultural, stock-breeding or inland fisheries officers and as agricultural supervisors in the agricultural extension service.

Survey of the courses

a. Training centres and village courses

Kepi agricultural training centre

At this centre young men who come to the fore in their own communities, together with their families, are given a one-year practical course.

This course is directed towards the setting up of family farms, thus making it possible to improve the money income and the diet of the family. The main item of diet (sago) will remain unchanged, but special attention will be drawn to improvement of supplementary items of diet by the introduction of crops containing protein, the planting of farmyard crops and the keeping of small live-stock. By also including in the programme the processing of the produce and by having the family jointly consume the produce which they have processed, influence can be exerted on the improvement of dietary habits. The income of the family farm will be found in the planting of rubber.

Since the centre was opened in 1956, a total of 95 families from 22 villages have completed the course. In June training started of a further 20 families from 5 different villages.

Fak-Fak training centre

At the Fak-Fak training centre leading farmers who are considered capable of taking command in their villages are trained in the growing and processing of nutmeg, the main crop grown in this region. In 1961 18 persons from the Fak-Fak subdivision attended this course (1960 : 13).

The course with 16 pupils from the Akimoega region (Mimika subdivision), which started in 1960, was concluded in July. This was mainly a practical course in which most attention was paid to the use of the right implements, the setting out and making of planting holes and the growing of food crops.

Kamoe training centre (Moanemani)

The building and fitting-out of this training centre, for which preparations were made in 1960, made little progress owing to unforeseen difficulties in the bringing up of materials and implements.

Village courses on Japan

The village courses on Japan were successfully continued in 1961. Certificates were awarded to 62 pupils from 9 villages, stating that they had passed the course. New courses were started in six other villages. By the end of 1961 the number of pupils was 73.

Cocoa information courses

Cocoa (and rubber) information courses were held not only at Manokwari, where in 1961 12 farmers attended a cocoa information course, but also at Ransiki, Seroei and at Biak in the gardens there.

b. Government courses

Two-year courses for junior agricultural officers at Kota Nica

All 18 candidates passed the final examination of this course in 1961. Of these, sixteen were posted to the residency extension services and two to the Agricultural Experimental Station at Manokwari.

Of the 19 pupils in the first class, 18 were promoted, three to the Inland Fisheries course and four to the stock-breeding course; 11 pupils are attending the further agricultural course.

Eighteen new pupils, selected from over 60 applications, were accepted for the new course.

Extension course for junior agricultural officers

This course, which lasts four months, is meant for unqualified junior agricultural officers with years of experience who, by their nature and their aptitudes, are suitable to become junior agricultural officers. They take the same final examination as the pupils of the two-year course, but are exempted from certain subjects. Of the ten candidates, nine passed this year. They were all posted to the residency extension services.

Inland fisheries course

Two of the three candidates passed this course. Three pupils were again placed on the new course.

Course for junior stock-breeding officers

Thirteen pupils were placed on the one-year course for junior stock-breeding officers which started in September of the year under review.

Course for agricultural supervisors

The three pupils of Class II passed the final examination. They were all posted to agricultural regional projects.

Of the five pupils of Class I, four were promoted. Five pupils were placed on the new course. This course, which started in 1958, has now supplied eight agricultural supervisors.

9. AGRICULTURAL EXTENSION

a. Organization

The implementation of agricultural extension activities is vested in the five residency agricultural extension services in the divisions of Hollandia, Geelvink Bay/Central New Guinea, West New Guinea, Fak-Fak and South New Guinea. These agricultural districts are subdivided into 19 subdistricts which coincide with those subdivisions in which agriculture is being carried on, viz. Hollandia/Sentani, Nimboran, Sarmi, Baliem, Schouten Islands, Japen/Waropen, Wissel Lakes, Manokwari, Sorong/Radja Ampat, Teminaboean, Ransiki, Wandammen, Fak-Fak, Kaimana, Mimika, Merauke, Mappi, Moejoe, Upper Digoel. The technical and financial direction is given by the Agriculture and Stock-Breeding Branch (central management) of the Department of Economic Affairs.

The heads of the residency agricultural extension services are attached as advisers to the residents. The latter coordinate agricultural activities with the general policy in the administrative divisions.

The establishment of the agricultural extension service at the end of 1961 (1960 figures between brackets): 4 (4) agricultural advisers, 34 (26) senior executive, 21 (16) junior executive and 127 (105) junior agricultural officers, 11 (10) technical and 35 (32) clerical employees.

b. Aims and activities

The agricultural extension service sets itself the aim of developing and increasing the productivity of agriculture and enhancing the possibility of earning a living by farming.

To achieve these aims, efforts are being made to arrive at the greatest possible expansion of the area under cash crops, besides the qualitative and quantitative improvement of food cropping.

In this connection the agricultural extension service is fostering the creation of family farms adapted to the specific local conditions, in which the main element is formed by a combination of the

cultivation of food crops for the family's own consumption and the growing of cash crops (mainly perennial ones) to meet the growing need for money, whilst around this main element subsidiary elements in the form of stock-keeping and poultry-keeping and the breeding of fish may be grouped. Such a type of farm fits in best with the cultural level of the population and is hardly vulnerable from the economic point of view, since the family continues to have its main requirement, food, covered at all times, even in periods of economic depression. The possibility of the cultivation of annual crops as a source of money income is limited to the existing demand in the urban centres, which is chiefly for fruit, vegetables, legumes, potatoes and rice. The annual crops cultivated by the population are not yet eligible for foreign markets, since with the present production system, among other things because of the absence of draught animals for tilling the soil, the return for the work involved is too low, whilst moreover the prevailing natural conditions (heavy rainfall and relatively poor soil) are in general more suitable for the cultivation of tree crops.

Consequently, it is for the time being only the perennial crops (coconut, nutmeg, cocoa, coffee, rubber), that lend themselves to large-scale cultivation by the population for export.

Besides the advantage of a relatively large return for the labour involved, the incorporation of perennial market crops in the native farming pattern is a usually easily accepted first step towards a permanent form of farming and a means of inducing the family, and in particular the man, to participate more regularly in agriculture, and thus to increase the productivity of the family's work.

Meanwhile, besides the traditional method of agricultural extension work by persuasion and conviction, it has become possible to introduce a new element into this Government activity from which a rapid increase in the planting of cash crops can be expected. In suitable regions the construction of access roads is combined with the laying-out of native gardens for export crops, the construction of the roads being done as paid labour, whilst the laying-out of native gardens containing export crops is coupled with the furnishing of credit by the Government to the population in proportion to the progress made by the work. After the crop has come into production this credit has to be repaid in instalments of 10% of the annual harvest income.

The advantage of this new method is that the urge to earn a money income is satisfied at once.

A start has now been made with such projects in three areas, Mappi, Moejoe and Upper Digoel, whilst preparations were made elsewhere (Manokwari, Teminaboean, Wandammen and Mimika).

Besides the expansion of native cultivation of cash crops, agricultural policy is also directed towards widening and improving the assortment of food crops destined for the population's own food, since the traditional diet, which consists for the greater part of food rich in carbohydrates, i.e. sago and/or root crops, is considered to be too unbalanced, i.e. too poor in protein. In this matter there is collaboration with other Government departments. For the encouragement of an improved diet is above all a matter of adult education, and is therefore interpreted as the joint task of the Departments of Public Health, Economic Affairs, Cultural Affairs, Internal Affairs and the Popular Information Service.

As a part of agricultural farm development in general and diet improvement in particular, attention is also being paid to the provision of information on rural economy to women and to the fostering of inland fisheries and stock-keeping and poultry-keeping as subsidiary elements of family farming.

The activities of agricultural extension with regard to the above objectives comprise the following:

1. Examination and production of planting material.
2. Information and advice with regard to food production (improvement of diet and local food supplies).
3. Information and advice on rural economy for women.
4. Information and advice regarding agricultural production for export:
 - a. organizing and publicizing additional planting;
 - b. advice and assistance with regard to the processing of the market product, and work relating to the quality;
 - c. information and advice aimed at improving the upkeep of gardens;
 - d. making better planting material available.
5. Agricultural education, both the training of Government personnel and practical instruction in agriculture.
6. Agricultural assistance, such as aid in the marketing of agricultural produce, credits and the provision of mechanical assistance.
7. Control of disease and pests.
8. The implementation of agricultural regional projects.
9. Work in connection with stock-breeding and inland fisheries.

c. Investigations into and production of planting material

As already stated, scientific pedological and agricultural research is vested in the Foundation for Agricultural Research on behalf of Netherlands New Guinea.

However, the supplementary local research into the suitability of natural conditions for various crops, together with the propagation of planting material, is done almost entirely in a large number of Government experimental gardens and observation plantations of the various residency agricultural extension services, scattered throughout the Territory.

Depending on the local purpose they are meant to serve, the gardens contain collection, observation, propagation and demonstration plantations of various crops, such as rubber, cocoa, coffee, nutmeg, fruit trees, legumes, cereals, vegetables, green-manuring crops, shade trees and other auxiliary crops. They vary in size from half a hectare to 30 hectares. The total is now 36 experimental gardens and 15 observation plantations. The experimental gardens are located in the following places:

Hollandia division: 6 (Kota Nica, Nimboran, Sarmi, Waris, Wamena, Bokondini);

Geelvink Bay/Central New Guinea division: 9 (Biak-Bosnik, Korim, Soepiori, Noemfoer, Seroei, Enarotali, Aikay, Ereparakide, Komopa);

West New Guinea division: 10 (Manokwari, Warmaré, Kebar, Saukorum, Ransiki, Wasior, Ajamaroe, Eway, Mos, Sorong/Remoe);

Fak-Fak division: 4 (Fak-Fak, Kaimana, Hiripao, Akimoegah) and

South New Guinea division: 9 (Mopah, Badé, Gemikia, Agats, Mindiptanah, Okaba, Kimaan, Tanah Merah, Getentiri).

The observation plantations are limited to one or two cash crops, and vary in size from a few hundred square metres to a maximum of half a hectare. They are to be found in all divisions, but above all in the Central Highlands (Arabica coffee).

d. Information and advice with regard to food production

As in past years, in 1961 the residency agricultural extension services in various regions of the Territory again gave advice and information and offered assistance in the cultivation of food crops in general and fruit, vegetables and legumes in particular. These activities are directed towards increasing productivity in food cropping, and also to the qualitative improvement of the native diet.

In this connection great attention is being devoted to the introduction of food crops rich in protein (legumes) and other high-grade food crops to precede and to be grown between the cocoa crops in the plantations being laid out under the direction of the agricultural extension service.

SURVEY OF PLANTING MATERIAL AND SEED FURNISHED TO THE POPULATION

Type of planting material	Nature and quantity (1000 pieces)	Hollandia	Geelvink Bay/Central New Guinea	West New Guinea	Fak-Fak	South New Guinea	Total
Coconut	seed coconut	1.3	7.1	35.2	28.6	45.4	117.6
Cocoa	pods	3.0	3.9	6.1	—	—	13.0
	seedlings	8.9	1.8	22.6	—	—	33.3
Nutmeg	seedlings	—	2.4	6.8	49.6	—	58.8
Rubber	stumps	—	7.0	277.2	0.2	10.1	294.5
	seeds	—	—	541.7	—	—	541.7
Coffee	seedlings	—	22.3	—	2.8	—	25.1
Fruit trees		1.9	15.0	1.2	1.1	5.6	24.8
Banana		—	23.2	—	—	—	23.2
Auxiliary crops		53.5	9.0	—	—	—	62.5
Miscellaneous		1.0	28.7	—	—	0.1	29.8
Total, 1961,	in 1000 pieces	69.6	120.4	890.8	82.3	61.2	1224.3
Total, 1960,	in 1000 pieces	123.3	55.5	56.8	72.0	69.8	377.4
Seeds, mainly of food crops	in tons	1.7	1.6	0.2	0.1	3.6	7.2
Ditto 1960	in tons	1.6	0.9	0.1	0.3	1.5	4.4

The best results were obtained in the agricultural nuclei on Japen, where the increasing planting of legumes and cereals has already led to a marked widening of the diet. This system is also being successfully applied elsewhere in Netherlands New Guinea.

In most Government experimental gardens space has been reserved for observation, demonstration and propagation plantations of annual food crops and various fruit trees. Furthermore, seeds, planting material, implements and chemical control agents are furnished; where possible, mechanical aid is given in tilling the soil; advice is given on the planting of school gardens and assistance is furnished in marketing the produce.

Partly as a result of these efforts, the demand for fruit and vegetables in the urban centres can be increasingly met. The area under vegetables directed towards supplying the towns increased in 1961 by 84 hectares.

e. Information and advice on rural economy for women

In the second half of 1961 a female rural economist was posted to Seroei. An information programme has been drawn up which comprises the following points:

1. Improvement of the supplementary diet of the population, keyed to the basic food sago/root crops by information and advice and demonstrations of tasty supplementary dishes made from groundnuts, katjang idjo, maize, coconut and native vegetables.
2. Information and advice directed towards a gradual change in the division of labour between man and woman, in which the planting of farmyard crops, viz. vegetables, herbs and fruit trees, forms the woman's task and the planting of the basic food should be done exclusively by the man.
3. Introduction of small livestock and poultry and their care by the woman.
4. Information and advice with regard to a better spending of the family income, improvement of hygiene and furnishing.

The above information and advice are as yet still mainly given during individual home visits. It has already become evident that this work fills long-felt want.

f. Information and advice with regard to agricultural production for export

COCONUT (copra)

Extension work with regard to this crop is concentrated on additional planting, with which particular success was gained in the Mappi subdivision (South New Guinea). In the Hollandia division, especially on the east coast of Sarmi, additional planting of some extent was noted for the first time in years.

Further, the thinning-out campaign, which tends to increase yields, was continued, among other places in South New Guinea, and attention was devoted to advice on processing, so as to get a better grade of copra.

Additional plantings of coconut display the following picture:

Division	1955 to 1957	1958 to 1960	added in 1961
Hollandia	40 ha	84 ha	72 ha
Geelvink Bay	40 ha	133 ha	116 ha
West New Guinea	370 ha	810 ha	199 ha
Fak-Fak	50 ha	347 ha	165 ha
South New Guinea	555 ha	630 ha	679 ha
Total	1055 ha	2004 ha	1231 ha

NUTMEG

With regard to the growing of nutmeg, the activities of agricultural extension were particularly directed towards the organization and encouragement of the laying-out of Banda nutmeg (*Myristica fragrans*) gardens as a gradual replacement for the inferior Papua pala nutmeg (*Myristica argentea*), mainly in the Fak-Fak division. Furthermore, efforts are being made to improve the quality of the existing market product of Papua nutmeg and mace by means of better harvesting and storage methods, by fumigation and by making grading compulsory.

The good market prices of nutmeg and mace in the years 1956/1960 have in a short time brought about so great a prosperity among the Papuan population engaged in the growing of this crop in the

Fak-Fak subdivision, where the principal production area of Papua nutmeg is located, that great interest has now developed in other parts of the Territory in growing nutmeg, especially Banda nutmeg.

SURVEY OF BANDA NUTMEG PLANTINGS

Region	Added by the end of 1958	Added in 1959/1960	Added in 1961	Area at the end of 1961
Fak-Fak	64 ha	203 ha	260 ha	527 ha
Kaimana	12 ha	127 ha	99 ha	238 ha
Biak/Japen	-	37 ha	7 ha	44 ha
West New Guinea	-	20 ha	34 ha	54 ha
Hollandia	-	2 ha	-	2 ha
Total	76 ha	389 ha	400 ha	865 ha

COCOA

The activities of agricultural extension comprise the introduction or expansion of cocoa growing in suitable areas, viz. choice of land, trial plantations, provision of planting material, supervision of planting, upkeep and harvesting, and also assisting in processing and marketing of the product (setting up central processing plants, buying up pods or wet beans, processing, storage, marketing and supervision of quality).

So far cocoa growing has been introduced in Hollandia, Nimboran, Sarmi, Japen, Waropen, Manokwari, Ransiki, Wandammen and the Mappi/Moejoe area.

The geographical distribution of additional planting is:

	Area by the end of 1960	Total added in 1961	Area at the end of 1961
Hollandia-Nimboran-Sarmi	288 ha	72 ha	360 ha
Geelvink Bay	517 ha	159 ha	676 ha
West New Guinea	153 ha	101 ha	254 ha
Mappi/Moejoe	25 ha	5 ha	30 ha
Experimental gardens	32 ha	-	32 ha
Total	1015 ha	337 ha	1352 ha

In Mappi and Moejoe the additional planting of cocoa was considerably restricted, in connection with the better prospects for rubber.

The population in the vicinity of Manokwari developed more interest in the planting of cocoa; also, the Moiree tribes, who are now living in the Warmaré plain, have planted a considerable area of cocoa (26.5 hectares) in their first year of living there.

COFFEE

The population coffee stands were extended during the year under review by 30 hectares to a total area of 80 hectares. The greatest additional planting of coffee took place near Ambaidiroe (Japen).

During the year under review a total of 2.3 tons of market coffee from Ambaidiroe, Wissel Lakes and Kebar was sold on the home market.

In 1961 considerable attention was paid to coffee observation plantations in the Central Eastern Highlands. There are now 34 observation gardens (total area 11 hectares) spread over this area in various stages of laying-out.

RUBBER

Total plantings in 1961 were 56 hectares, the majority being in the Moejoe subdivision; Jaropen/Waropen should also be mentioned.

The areas already reclaimed in South New Guinea, especially in the Ederah district, will be planted with rubber in the first four months of 1962. It is expected that next year additional plantings of rubber will exceed those of cocoa.

10. INLAND FISHERIES

The development of Inland Fisheries has proceeded at an accelerated rate. The breeding area at the Jabaso fisheries station was increased to 6000 square metres (1960 1800 square metres), whilst four concrete storage basins for breeding fish were completed. The production of this station in 1961 was 5000 Canton carp and Japanese gold carp, 48,000 Tilapia Mossambica, 1000 giant gourami and several hundred thousand Gambusia affinis. This production was about double that of 1960. The higher production made it possible considerably to increase the provision and putting-out of fish in natural waters.

At the end of the year under review the section had available four junior inland fisheries officers for extension work in the divisions of Hollandia, South New Guinea, West New Guinea and Geelvink Bay/Central New Guinea. This made it possible to pay more attention to advice on the laying out of fish ponds. The number of fish ponds was 28 in 1958 and 173 in 1960. In 1961 it increased to 268. Most of the ponds are in West New Guinea (129) and in the Central Highlands (82).

The fast-growing Japanese gold carp is most in demand. The Canton carp is more suitable for open water. In Lake Sentani this variety has already attained a size of 43 cm.

Discussions with Mr. J. A. Tubb, Secretary of the Indo-Pacific Fisheries Council, resulted in the decision to introduce into the Central Highlands among others *Oreinus Moleworthii*, *Ctenopharyngodon idellus* (Chinese grass carp) and *Tinca tinca* (tench).

11. AGRICULTURAL PROJECTS

In a number of regions selected for their prospects of further development a more concentrated form of agricultural extension can be applied to persuade the population to use more permanent and more productive farming systems, in particular in Nimboran, in Mappi, on Japen, on Biak, in the Warmaré plain, in the Akimoegah area and in Ajamaroe/Teminaboean.

The general pattern of these projects consists of the formation of nuclei of farmers, who under expert guidance are induced to set up more productive family farms which are based on the combined growing of food and perennial cash crops and are keyed to the potentialities of the regional environment, in the expectation that these nuclei will, by imitation, gradually grow.

The new method introduced last year, in which the need for a money income is met by the provision of credit in proportion to the progress of the work done on the cash crop garden by the farmer applying for credit, worked very satisfactorily.

So far this method has been applied only in South New Guinea in the Rubber/Roads project there. In this project simple roads are being built in combination with the laying out of population rubber plantations.

Similar projects are in preparation in the Warmaré and Prafi plains (Manokwari), Wandammen, near Sausapor, Mos/Waren (Teminaboean) and in the Mimika subdivision.

Rubber/Roads projects, South New Guinea

This project can be summarized in tabular form as follows:

	Number of villages	Number of participants	Number of hectares reclaimed	Number of hectares ready for planting	Hectares planted
1. Upper Maro/Bian (Merauke subdivision)	14	369	185	15	—
2. Mappi	34	1210	625	418	—
3. Upper Digoel	24	793	86	1	—
4. Moejoe	21	550	263	35	35
Total	93	2922	1159	469	35

The results in the Mappi subdivision may be described as spectacular. The rubber planting in this area will take place at the beginning of 1962, in connection with the stage of development of the planting material.

Planting material

In the nurseries in South New Guinea a total of 360,000 seedlings are ready for planting out in the 1961/1962 wet season. All the rubber seeds come from a rubber seed garden at Ransiki. From there they are flown to South New Guinea. In 1961 they totalled about half a million seeds. As a result of growing techniques in the Ransiki seed garden the deliveries of seed in 1962 will increase considerably. Furthermore, in 1962 delivery of 100,000 seeds from Australia will probably also be possible.

Nimboran

Besides the introduction of cocoa into the existing pattern of crops grown by the population, a group of model farms with skilled farmers was set up at Blitoeng in the period 1955-1959.

The results of this experiment were very satisfactory in 1961. They may be summarized as follows:

	year of establishment	area per farm	number of farmers	average income per farm
Group I	1955/56	4.25 ha	3	f. 1412
Group II	1957/58	3.25 ha	6	f. 272
Group III	1958/59	3.25 ha	5	f. -

Since each farm not only provides a money income but also furnishes the farmer's entire food supply for the farmer and his family, it may be concluded that the farms yield enough for a family with children after five years.

In the past year considerable attention was paid above all to the farmyards, a large number of fruit trees being planted, among other things. The number of livestock remained more or less constant.

Japen/Waropen

On the island of Japen and in Waropen groups of selected farmers are being induced by means of intensive extension work to set up individual farms in adjoining groups on land reserved beforehand in the vicinity of the village. On these farms a combined growing of cocoa and food crops forms the main element. As a subsidiary element stock-keeping and poultry-keeping are encouraged by the provision of stud animals for cash or to be shared for breeding purposes.

The location of the site selected in the vicinity of the village makes it possible for the farmers to lay out their new farms entirely with their own resources, even though this proceeds slowly, without harming the traditional means of supporting their families (i.e. sago production and fishing). Every year 0.25 to 0.5 hectares of cocoa are laid out with temporary planting of food catch crops between this cocoa.

In the second half of the year the possibility of the provision of credit for the accelerated expansion of the area under cocoa was opened. Farmers who have laid out a minimum of 1½ hectares of cocoa themselves qualify for a credit of f. 300 for the following hectare. With this money extra labour can be hired for reclamation and laying out. By the end of 1961 it was possible to pay out the first approved applications for credit to a total of f. 4425.

During the first period of laying out the cocoa plantations the agricultural extension service also exerts its influence on the choice of the temporary catch crop, in order on the one hand to arrive at a dietary improvement and on the other hand to provide the farmer in a short time with something of a money income in the meantime. In many cases it has been possible to persuade farmers to leave more room than formerly for legumes, maize, onions and vegetables alongside the traditional staple food crops. The development of this regional project has proceeded as follows:

	end of 1960	end of 1961
Number of agricultural nuclei	32	49
Number of farms being built up	880	1.057
Area under cocoa	517 ha	671 ha
Other cash crops (rubber and nutmeg)	27 ha	43 ha
Cocoa exports from Seroei	43 ton	56 ton

In 1961 the agricultural extension service bought up cocoa pods and wet cocoa to the value of about f. 62,500 (1960: f. 49,000) and processed these into a market product.

Schouten Islands

The first development for the creation of agricultural nuclei on the Schouten Islands presents the following picture:

Number of agricultural nuclei	17
Number of farms being built up	104
Area under cocoa	5 hectares
Other cash crops	14 hectares

Hinterland of Manokwari

The settlement of one of the much scattered and nomadic tribes from the Arfak mountains, viz. the Moiree tribe in the Wamaré plain, may be regarded as successful.

In February a start was made with the reclamation and the building of the first houses, and by the end of 1961 a total of 26.5 hectares of cocoa had been planted, 26 houses had been built and the number of persons who had settled there had increased to 350.

In the Prafi plain everything was prepared to receive the Hattam tribe migrants. It is expected that this resettlement will be able to take place to a considerable extent in 1962.

Mos-Waren project (Teminaboean subdivision)

The agricultural regional project for the migration of inhabitants of the relatively densely populated karst hills to the plains is still in the preparatory stage.

The choice of crop fell on cocoa, but a further pedological survey will still be required into the depth of soil and the presence of free lime before the final partition of the site can take place. This survey will be performed in February/March 1962 by the Agricultural Experimental Station.

Akimoegah project

For this project, which has been set up on behalf of the *spontaneous* migration of two sections of the population now living on the south side of the Central Highlands to the plain bounded by the Akaroh and Akimoegah rivers (Mimika subdivision), it has been decided, on the strength of the results of the observation plantations laid out in 1961, to introduce rubber as the cash crop, for the time being only in the northern part of the above plain. The project will be put into practice in accordance with the method applied so successfully in the Mappi area (rubber/roads project). It is expected that in all 650 families can be received in this project.

C. FORESTRY 1. FORESTRY POLICY

Forestry policy is directed towards the development of the permanent production potential of the natural forest resources of Netherlands New Guinea, to foster the economic progress of the Territory, with due allowance for the soil-conserving capacity and the soil-protecting function of the forests.

Netherlands New Guinea abounds with forests; about 80% of the area is covered with forest. However, from the hydrological point of view a considerable part should stay covered with it. The forests are almost entirely of the tropical rain forest type, are highly heterogeneous and often are difficult to open up.

The work of the Forestry Branch is conducted in the field of forest exploration, inventorying and mapping, developing forests, forest botany and timber research, fostering the collection of forest byproducts, developing timber-felling and woodworking industries and instituting forest areas to be maintained for timber production and for the collection of forestry byproducts. The Forestry Branch further promotes the hydrological interests, the laying out of forests, reforestation and forest improvement, forestry education and forestry information.

2. ORGANIZATION

The Forestry Branch comes under the Department of Economic Affairs. The head office of the Forestry Branch is established at Hollandia. The Branch consists of two sections, viz. the Forest Administration Section and the Forestry Planning Section. The Forest Administration Section is divided among the administrative divisions of Hollandia, Geelvink Bay (Biak), West New Guinea (Manokwari), Fak-Fak and the Commissariat for the Central Highlands (Hollandia).

The Forest Planning Section, together with the Development and Planning Brigade, is established at Manokwari. Forestry education is given at Kota Nica, near Hollandia. However, after the completion of the Agricultural Training Centre to be built at Manokwari in 1962-1963 this education will be concentrated there.

The staff establishment in the years 1958-1962 was as follows:

	1958	1959	1960	1961	1962
University graduates	9	11	11	13	15
Intermediate staff	38	53	61	72	84
Junior staff	66	81	90	106	142
Clerical staff	23	28	22	23	33
Total	136	173	184	214	274

FINANCIAL RESULTS FOR 1961

Expenditure

staff	f. 1,169,781
materials	f. 2,175,371
capital expenditure	f. 687,800
Total	f. 4,032,952

Revenue

Sale of forestry material	f. 126
Intermediary in the buying-up and selling of forest products	f. 229,448
Proceeds of goods procured to further the production of timber and the collection of forest products (inducement)	f. 2,377
Fixed charges and royalties	f. 202,350
Proceeds of "Sarmi" key project (copal and inducement)	f. 120,901
Proceeds of "Keban" key project (copal, idjuk, inducement and timber)	f. 57,538
Proceeds of "Teminaboean/Konda" key project (timber)	f. 17,764
Proceeds of "Bosnik" key project (copal)	f. 117,126
Other revenue	f. 7,884
Total	f. 755,514

3. ACTIVITIES IN 1961

a. Forest exploration and inventorying

Exploration activities in 1961 were again directed to a considerable extent towards the need for data on behalf of applications for timber concessions by foreign timber companies from Australia, Australian New Guinea and America.

The work done related to general and detail mapping, ground inventories and botanical inventories.

General maps were made from aerial photographs of the following areas:

Sausapor	90,000 hectares	scale 1 : 100,000
Oetoewa river	40,000 hectares	scale 1 : 100,000
Complementary maps		
Keban-East	5,000 hectares	scale 1 : 100,000
Sarmi-West	300,000 hectares	scale 1 : 100,000
Total	435,000 hectares	

Maps had already been made of 25,000 hectares of Kebar-East and 100,000 hectares of Sarmi-West.

Detail maps were made of the following areas:

Prafi-Masni	49,600 hectares	scale 1 : 20,000
Momi-Ransiki	16,000 hectares	scale 1 : 20,000
Anggi-East	3,000 hectares	scale 1 : 20,000
Poelau Adi	14,600 hectares	scale 1 : 50,000
Kebar-West	21,000 hectares	scale 1 : 50,000
Andai-Warmaré *)	15,000 hectares	scale 1 : 20,000
Complementary maps:		
Sidei-Wariki	6,300 hectares	scale 1 : 20,000
Sekoli plain	3,000 hectares	scale 1 : 20,000
Total	128,500 hectares	

Maps had already been made of 12,000 hectares of Sidei-Wariki and 8000 hectares of the Sekoli plain.

*) mapped by KLM-Aerocarto.

Ground inventories

The following areas were inventorized in the year under review on their timber stands:

Forest area	Area in hectares	Intensity of inventorizing
Warsamson	3000	0.4% census of all species
Prafi-North	3000	1.0% idem
East Japen	12,000	0.5% idem
East Japen	250	100% Agathis census
Andai-Warmaré	14,000	1.0% census of all species
Kebar	200	100% Agathis-Araucaria census
Sarmi	8000	0.2% census of all species
1961 total	40,450	

During the year under review the inventory report on the Sekoli plain was finished and distributed.

A draft inventory report was completed on the following areas:

Biak (Bosnik); Masni/Prafi; East Japen; Warsamson; Poelau Adi.

b. Forest reservation

The necessary technical provisions (marking out and mapping) for an extension of the "Tafelberg" hydrological forest reserve near Manokwari had already been completed in 1960, but the official proposal for extension submitted could not yet be brought forward for legal confirmation.

c. Production data

For data on the production of rough and sawn timber and forest byproducts see Appendices XI and XIA, whilst the relevant export figures appear in Appendix XIB. In 1961 the production of rough timber decreased by 20% (9449 cubic metres) in respect of 1960. This decrease must be regarded as a consequence of difficulties in the export of rough timber to Japan and the declining production of the Adi Timber Co.

The production of sawn timber also declined somewhat, viz. by some 5%. The total exports of copal displayed a slight increase in 1961: 22.3 tons, or 4% in respect of 1960.

	1960		1961	
	tons	f./100 kg	tons	f./100 kg
Export of:				
Native copal	339.7	127.63	336.4	131.02
Forestry copal	212.9	157.0	238.5	156.0
Total and average price	552.6	139.0	574.9	141.40

Forestry copal production in 1961 was 313.8 tons (in 1960: 274.1 tons).

4. TRAINING AND RESEARCH IN 1961

Training

In 1961 a course for forest supervisors was concluded, four Papuans being awarded diplomas. Their previous training had been the diploma of the four-year primary secondary school.

In July 1961 the course at Kota Nica turned out 16 junior forestry officers with diplomas, whilst in September a new course with 21 pupils started.

In the years 1955 to 1961 incl. a total of 34 forestry supervisors, five of whom were Papuans, and 79 junior forestry officers, practically all Papuans, were trained.

Research

In forest botanical research 2363 new herbarium samples were obtained in 1961. As a result of this, and also through gifts and exchanges, the total collection is now 14,078 samples.

The following figures illustrate the origin and the extent of the herbarium samples at present available at Manokwari:

Origin	Number of samples collected in			Total number of samples in the collection
	1961	1960	1959	
Hollandia division	183	355	368	2,434
Geelvink Bay division	269	281	305	1,030
West New Guinea division	1,485	363	181	6,367
Fak-Fak division	358	84	4	622
South New Guinea division	—	2	140	505
Central New Guinea division	—	418	2	620
Total Forestry samples	2,295	1,503	1,000	11,878
Australian New Guinea Royen's expedition (to Cycloop Mountains)	66	301	422	2,200
Expedition to Sterren Mountains	—	215	167	
Others	2	—	224	
Total at end of 1961	2,363	2,019	1,813	14,078

The Forest Botany Section sent the following duplicate herbarium samples and timber samples to other countries for research but also for commercial purposes:

Year	1961	1960	1959
Herbarium samples	3,234	2,820	798
Timber samples	480	7,760	3,300

In the "Kemer" Forestry nursery near Hollandia the trials with imported and domestic coniferous species continued.

5. DEVELOPMENT PLANS

For the development of forest exploitation a number of key projects have been embarked upon. These projects are the following:

1. *Bosnik key project* (copal production and cultivation of *Agathis*)

It did not yet prove possible during the year under review finally to fix the boundaries of the Bosnik area, which is 3300 hectares in size.

Copal production in 1961 was over 77 tons. This quantity will be increased in 1962 to 90 tons.

For the planting of *Agathis* 31 hectares were prepared in 1961, of which 12 hectares were planted. The remaining 19 hectares cannot be planted until the middle of 1962, in view of the inadequate growth of the *Agathis* plants in the nursery.

The provision of *Agathis* seed is still going very slowly. The number of good seeds capable of germination per cone averaged one to four.

2. *Sarmi key project* (copal production and cultivation of *Agathis*)

In 1961 78 tons of copal were produced in the Bodem production area. The great difficulty was conveying the product from Bodem to the river. The extremely bad road made this transport very difficult and expensive.

In the third quarter it was decided to give priority to a complete reorganization of operations above copal production. In connection with this, copal tapping was stopped at Bodem on 1 October, 1961, for an indefinite period. All the staff and all the labour have since then been put to work on completing construction of the yard and building a good road (11.3 km long) to Djoebaran on the Boe river and an airstrip 600 m long.

3. *Kebar key project* (cultivation of *Araucaria* as industrial timber)

In 1961 130 hectares (1960: 20 hectares) of this project were planted with *Araucaria*. A 150-hectare site for planting in 1962 was cleared and prepared.

Seed supplies on this project were satisfactory.

During the year under review a partly new system of water mains and an automatic spraying system for the nursery were completed. This meant that the number of workers in the nursery could be reduced. The catchment of the water source was also improved.

4. *Teminaboean/Konda key project* (cultivation of *Agathis*)

In 1961 95 hectares of new *Agathis* cultures were laid out. In all 211 hectares have now been planted with *Agathis*. For planting in 1962 111 hectares were prepared. Upkeep of the older cultures took place regularly. As in the Bosnik key project, the collection of good enough seeds is still a problem. The number of good seeds capable of germination per plucked cone averaged about two.

From these data (see also Bosnik), it is clear that the number of seeds capable of germination per cone of *Agathis labillardieri* is exceptionally low in comparison with *Agathis loranthifolia* (Java), where it is about 40.

5. *Hollandia hinterland key project*

This project has been set up on behalf of the reforestation of deforested areas, including the grassy slopes around Lake Sentani.

At the beginning of 1961 the houses of which construction started in 1960 in the yard of the "Kemiri" nursery were completed. The project's own staff installed an electricity network which was supplied with current by a 10-kVA diesel set. A telephone link with the Sentani system was also effected. Later in the year a shed was built in the nursery for transplanting and bedding out, and a 7-metre concrete bridge was built.

The nursery supplied planting material for the laying out of:

- 23 hectares of *Araucaria cunninghamii*
- 2 hectares of *Araucaria klinkii*
- ½ hectare of *Araucaria cookii*
- 5 hectares of *Widdringtonia whytei*
- ½ hectare of *Dacrydium alatum*
- 3 hectares of *Cupressus lusitania*
- 3 hectares of *Pterocarpus indicus*
- 1 hectare of *Eleocarpus* sp.
- ½ hectare of *Swietenia macrophylla*.

Trial plantations of the above species of timber, with areas of $\frac{1}{4}$ - 1 hectare, are being laid out in the northern part of "Kemeri". Planting took place at the end of 1961 and the beginning of 1962.

After extensive discussions with the Dafonsoro Regional Council the permanent right was obtained to use a grassy hill (about 80 hectares) east of and adjoining "Kemiri". The population had assigned their title to this land to the Regional Council.

A start was made in November with planting of this grassy hill - called Paneouw - with Araucaria.

In order to make the population more familiar with the idea and the importance of planting forest, a general tree-planting day was held on 19 December, with many festivities. On this occasion 2000 young Araucarias were planted under the direction of Forestry personnel.

6. Nabire hinterland key project

In 1961 this key project had again to be postponed, since it has not yet been possible to perform the aerial mapping of this area.

D. SEA FISHERIES

1. ORGANIZATION

The Sea Fisheries Branch comes under the Department of Economic Affairs. Its head office is at Hollandia. The Sea Fisheries Branch consists of two districts, viz. the Hollandia district, with the Sea Fisheries Station at Hollandia as base, and the Geelvink Bay district, with the Sea Fisheries Station at Manokwari as base.

The Seroei (Japen) substation provides information and advice for the Waropen coast. The Insobabi and Mios-Aoeri Islands substations were discontinued at the end of 1961 and the Seroei substation was appointed the base for all fishery activities in Geelvink Bay.

Government efforts in relation to sea fisheries are solely directed towards the development of native fisheries.

Staff

The head office at Hollandia is under an inspector, aided by a technical manager.

The fisheries stations are under technical managers, whilst the Seroei substation is run by an assistant technical manager, aided by an expert and by Papuan junior staff.

The Sea Fisheries Branch also has two clerical workers for the various office and stores jobs.

Fleet

The Sea Fisheries Branch, besides the smaller flatboats, has a fleet of five boats, viz.:

1 Holland motor launch for information work along the Waropen coast, with Seroei as its base.

1 wooden 13-metre motor fishing boat for minor technical fishery investigations, with Seroei as base.

3 wooden 8-metre motor fishing boats in trial operation in collaboration with the population, two based on Hollandia and one on Insobabi.

Furthermore, there are three 8-metre wooden motor fishing boats under construction, which are expected to be ready in January and February 1962.

Budget:

The expenditure for 1961 was:

Staff	f. 120,608
Materials	f. 220,215
	<hr/>
Total	f. 340,823

Revenue

Sale of dried/salted fish	f. 40,053
Sale of fishing material	f. 22,440
Sale of inducement goods	f. 12,084
Sale of fresh fish	f. 5,367
Other revenue	f. 1,388
	<hr/>
Total	f. 81,332

2. PRODUCTION

Landings of fresh fish in the whole of Netherlands New Guinea were about 4000 tons during the year under review.

The production of dried/salted fish was about 50 tons.

Landings of shells, the principal kinds being troca, black lips and green snails, were as follows during the 1961 season:

	1960	1961
weight x 1000 kg	77.4	105.2
value x f. 1000	207.4	166.0

The shells came from the areas of Sarmi, Geelvink Bay, Radja Ampat and Fak-Fak.

3. FISHERY RESEARCH

a. Technical catching research

Technical catching research covers the improvement of existing fishing methods and the location of new fishing grounds, either with existing or with new methods.

It is performed with mechanized vessels and, along the Waropen coast, with fixed fishing gear. In 1962 investigations will be made into shrimp finds on the Waropen coast.

b. Trial operation research

This research comprises the exploitation of the 8-metre wooden motor fishing boats with native fishermen. All shore facilities for the fishermen, together with the locating of the fishing grounds, are attended to by the Sea Fisheries Branch.

Trials are being made with regard to catches of pelagic species of fish with ring and gill nets, and also concerning catches of species of bottom fish with deep gill nets (bottom nets).

c. Preservation research

Investigations are being made with various proportions of salt to improve the keeping quality of the product.

4. DEVELOPMENT

On behalf of the development of native fisheries groups of fishermen are being formed, the fishermen being then trained in groups in the catching of fish with mechanized vessels, in which both existing catching methods and new ones are applied.

Furthermore, fishing with fixed gear, "sero fishing", is being encouraged on the Waropen coast.

E. MINING

1. ORGANIZATION

The Office of Mines comes under the Department of Economic Affairs.

In 1961 the staff of the Office of Mines consisted of 5 geologists and mining engineers, 1 assistant geologist, 2 superintendents, 2 chief supervisors, 2 supervisors, 2 clerks and 1 technical employee.

2. MINING LEGISLATION

A bill of a mining act is being dealt with by the New Guinea Council.

3. MINING ENTERPRISES

The following enterprises are active in Netherlands New Guinea:
The Nederlandsche Nieuw-Guinee Petroleum Maatschappij N.V., a joint undertaking of Royal Dutch/Shell, the Standard Vacuum Company and the Far Pacific Investment Company;
the Zuid-Pacific Koper Maatschappij, a joint undertaking of the Freeport Sulphur Company and the Oost Borneo Maatschappij N.V., which is to examine and mine the copper ore in the Carstensz Mountains;

a combine of United States Steel, W. Mueller and Co., the Nederlandsche Handel-Maatschappij and the Oost-Borneo Maatschappij N.V., which is to examine and mine the nickel ores of Netherlands New Guinea.

4. WORK DONE

In 1961 the Office of Mines performed the following work:

- a. a number of borings were made for civil engineering projects;
- b. extensive investigations were made in the area of the Islands river for the purpose of localizing minable deposits of gold. This investigation was not successful;
- c. the plain south of the Carstensz Mountains was investigated for alluvial ore deposits. The area proved to be without ore;
- d. the island of Waigeo was geologically mapped, use being made of older geological and photo-geological data;
- e. after the exploration of the borders had been completed, a start was made with the systematic geological mapping of the Central Highlands.

This first mapping of a desolate area difficult of access will take a number of years and will form the main task of the Office of Mines.

F. POWER

1. ORGANIZATION

The Electricity Branch of the Department of Transport and Power is in general responsible for the supply of electric power.

The electricity is generated by means of diesel sets. There are no hydroelectric power stations.

Most of the current supplied is used for lighting and for domestic purposes; power is also taken during the daytime by a number of workshops and firms. At Manokwari much of the power generated is supplied to the shipyard, the sawmill and the oxygen plant and at Merauke to a local sawmill.

The Electricity Branch runs the power stations at Hollandia, Ifar, Biak, Manokwari, Sorong-Shoreyard, Sorong-Doom, Fak-Fak, Merauke and Tanah Merah.

The number of generating sets is 40; the total output is 9367 kVA. The voltage supplied by all stations is 220/380 V, 50 c/s.

Small power plants, privately owned or cooperatively run, are to be found at Kaimana, Seroei and Kokonao.

The Post Office, the Department of Public Health and the Catholic and Protestant Missions have throughout the Territory small sets available for their own use and for supplying current to outsiders.

The Electricity Branch gives advice on the building of small power plants and low-tension networks which do not come under the Electricity Branch.

The Hollandia section of the Electricity Branch is giving vocational training to ten Papuans.

Development in 1961

The high-tension networks, transformer stations and distribution systems were, where necessary, extended in accordance with the increase in the number of consumers.

In September 1961 the Sorong-Remoe power station ceased operation in connection with Remoe being linked up to the Sorong high-tension network.

The energy produced in the whole of Netherlands New Guinea increased from 10,770,000 kWh to 15,711,000 kWh.

The total number of connections was approximately the same in 1961 as in 1960.

2. STATISTICS

The number of power stations in use by the Electricity Branch at the end of the year under review was as follows:

Number of power stations	Location	Output in kVA
1	Hollandia	1 x 1250 + 2 x 625 + 3 x 450 = 3850
1	Ifar	3 x 60 = 180
1	Biak	4 x 200 = 800
1	Manokwari	4 x 385 + 1 x 200 + 1 x 100 = 1840
1	Sorong-Shoreyard	4 x 312.5 + 1 x 625 = 1875
1	Sorong-Doom	3 x 60 + 1 x 14 = 194
1	Fak-Fak	4 x 60 = 240
1	Merauke	6 x 60 = 360
1	Tanah Merah	2 x 14 = 28
9	Power stations	40 sets = 9367 kVA

All the power stations are diesel-driven, supplying a mains voltage to the low-tension distribution system of 380/220 V, 50 c/s.

The high-tension grid and distribution system has a nominal voltage of 6.3 kV.

Survey of number of connections from 1957 onwards

Plaats	1957	1958	1959	1960	1961
Hollandia	1979	2276	2381	2454	2525
Ifar	138	133	116	116	116
Biak	450	642	844	905	1062
Manokwari	643	685	794	897	1030
Sorong-Shoreyard	—	—	—	897	707
Sorong-Doom	242	251	258	239	248
Sorong-Remoe	—	76	172	229	—
Fak-Fak	140	181	222	258	305
Merauke	245	278	322	360	395
Tanah Merah	35	43	47	45	45
Total	3872	4565	5156	6400	6433
(index: 1954 = 100)	(173)	(204)	(231)	(286)	(287)

For a statistical survey see Appendix XIV.

G. INDUSTRY

Industry is the concern of the General Economic Affairs Branch of the Department of Economic Affairs.

Besides the registration and documentation relating to industry and the provision of industrial information and advice, this Branch has the function of supplying the Committee for the Granting of Credits with information for the granting of credits under Government guarantee to industrial concerns (see Chapter II, section J. 2 – Banking and Credit Facilities).

Besides the oil production of the Nederlandsche Nieuw-Guinee Petroleum Maatschappij, items of importance to the development of the Territory are the presence of a shipyard and workshop and of a mechanical sawmill, both at Manokwari. The production of sawn wood by the Manokwari Sawmill in the year under review was 8231 cubic metres (1960: 8207 cubic metres). Furthermore, in 1961 a new carpentry factory was set up at Manokwari by a number of building companies established in Netherlands New Guinea (N.V. Tima). Among the products of the carpentry factory are prefabricated wooden houses for native housing. Also at Manokwari is an oxygen plant (built in 1955) belonging to the New Guinea Gas Company, which can fully meet the Territory's requirements of oxygen. The Government operates a slipway for smaller vessels at Merauke, a State Printing House at Hollandia and electricity concerns in various places.

In a number of places small and medium-sized private concerns are to be found: a shipbuilding and ship repair concern at Sorong, lemonade and soda water factories at Hollandia and Manokwari, a coconut oil plant at Nabire, a number of transport firms and some repair and service concerns for cars, engines and agricultural implements at Hollandia, Biak and Manokwari. These firms generally confine themselves to meeting local or regional demands.

Industry among the Papuan population is restricted to some village crafts, mostly in the form of small-scale handicrafts and home industry. Although in the main directed towards satisfying the maker's own needs and other local requirements, products of village crafts such as wood carving, pottery, plaiting, worked bags made from palm leaves, floor mats and rattan furniture also find their way to the large centres.

Small-scale craftsmanship is on the increase, thanks to progressive development and technical education. For instance, Papuans who have been trained at the junior technical schools establish themselves as joiners or carpenters and are capable of making all kinds of items in wood (windows, doors, etc.).

In wood carving use is made not only of traditional motifs, but also of more modern forms, especially in the Asmat area. To encourage this development the authorities assist in the buying-up and selling of wood carvings from this area.

II. TRANSPORT AND COMMUNICATIONS

1. TRANSPORT

A. Roads and road transport

The road network for public traffic is administered by the Residency Public Works Services, which are established in the most important centres and come under the Department of Public Works.

Netherlands New Guinea is a country with very few roads. Both in and around a number of places there is a local network of roads (Hollandia 140 km, Biak 136 km, Manokwari 105 km, Merauke 70 km and Fak-Fak about 5 km).

The Nederlandsche Nieuw-Guinee Petroleum Maatschappij has in past years built a fairly extensive road system in and around Sorong and the oil centres of Klamono and Steenkool (total length about 120 km). In view of the declining activities of this oil company, only a small part of this road system is still in use (about 50 km). Since 1960 these roads have likewise been maintained and administered by the Residency Public Works Service.

In the year under review 26 km of the road linking Teminaboean and Ajamaroe, construction of which started in 1958, were completed; by the end of 1961 a total of 66 km of the 72-kilometre road had been finished. The Waigo-Ajamaroe section was officially opened on 10 August, 1961.

Further progress was made during the year under review with the road from Tanah Merah to Mindiptanah, which started in 1959. A prefabricated bridge will be erected across the Mandobo river. The steel structure of this bridge was brought to the site during the year under review.

In 1961 construction of the road to open up the Warmaré plain continued. This road, on which work has been done since 1960, is a continuation of the existing road from Manokwari via Andai to Maroeni. At the end of 1961 23 km of earth embankment had been completed up to the Warmaré river.

In the Central Highlands various footpaths were widened in recent years into roads suitable for very light traffic in the dry season. For instance, there are about 10 kilometres of road from Bokondini to the south, about 12 km from Wamena to Pyramid and, from Waghete to the north-east, a section of road about 15 km long as the first stage in the road to Enarotali. At the end of the latter road, near Keniappa, the route to Enarotali continues by boat along the Jawei river and across Lake Paniai, for a distance of about 7 km.

The total length of the road system suitable for motor traffic in Netherlands New Guinea is now about 800 km.

The Government runs a bus service at Hollandia. The service is operated with 24 buses and 7 minibuses on 20 routes, viz.:

- a. for carrying workers: on 9 routes with a total length of 238 km;
- b. for carrying schoolchildren: on 12 routes with a total length of 234 km;
- c. for public scheduled services: on 8 routes with a total length of 363 km.

During the year under review a total of 2,230,453 passengers were carried some 1,157,800 km (1960: 1,838,335 passengers and 1,187,400 km).

For a survey of the motor vehicles in Netherlands New Guinea at the end of 1960 see Appendix XV.

B. Aviation

Organization

There was no change during the year under review in the Air Transport Bureau, which comes under the Department of Transport and Power.

The meteorological duties which have to be performed for aviation were entrusted to the Meteorological and Geophysical Bureau of the same Department in the year under review as well.

The Air Transport Bureau comprises the following inspection services:

Air traffic control;

Airfields;

Aviation equipment and personnel, and also flights, together with an administrative service and a library which also administers the ICAO files.

There are a number of stations for air traffic control, viz. at Biak, Hollandia, Manokwari, Sorong, Merauke and Wamena in the Baliem Valley. The last station came into operation in 1961.

The station at Biak is open 24 hours a day. The other stations are normally open only between sunrise and sunset and for a few hours at night if required for scheduled flights; on request the hours during which they are open can be extended.

The Bureau has at its disposal a Cessna aircraft for inspection purposes.

Domestic traffic

The Nederlands-Nieuw-Guinea Luchtvaart Maatschappij "De Kroonduif" N.V. is responsible for domestic air traffic.

During the year under review the company operated with at first three and later four DC-3's (Dakotas), four DHC-2's (Beavers) and three Scottish Aviation Twin Pioneer aircraft.

The company flies a number of fairly intensive scheduled services; it also supplies the places and areas in the interior which are otherwise difficult or impossible of access. This supply work is done in part with Dakotas which fly among other places to Wamena in the Baliem Valley, and in part with Twin Pioneers. In those regions where only seaplanes can land, supplying is done by means of Beavers (among other places the Wissel Lakes area, the region around Lake Ajamaroe and Fak-Fak).

World Wide Helicopters Limited fly regularly with helicopters for the Nederlandsche Nieuw-Guinee Petroleum Maatschappij at Sorong.

There are also helicopter flights from Manokwari for the Foundation for the Furtherance of Geological Surveys in Netherlands New Guinea.

The mission stations in the interior are supplied by the Protestant Missions' Aviation Association and the Catholic Missions' Aviation Department. The former had five Cessnas at its disposal, whilst the latter has three aircraft of this type.

At the end of 1961 a new private airline was founded, the Melanesian Air Service (MAS). This company will start operations at the beginning of 1962 with initially two aircraft of the Cessna 185 type.

For the statistics see Appendices XVI and XVII.

The "Kroonduif" flew the following domestic scheduled services:

DAKOTA

Biak - Hollandia	5 times a week
Biak - Manokwari	5 times a week
Manokwari - Kebar	twice week
Manokwari - Ransiki - Kaimana	once a week
Manokwari - Sorong	3 times a week
Biak - Hollandia - Merauke - Tanah Merah	3 times every 14 days
Hollandia - Wamena (Baliem Valley)	4 times a week
Hollandia - Genjem	twice a week

TWIN PIONEER

Biak - Seroei	twice a week
Hollandia - Sarmi - Biak	once a week

Furthermore, several flights a week were flown on the routes Hollandia - Waris, Hollandia - Oebroeb and Hollandia - Bokondini. Most of them were charter flights.

After the completion of the Teminaboean and Inanwatan airfields a weekly "Vogelkop line" was instituted with the Twin Pioneer. This line is flown on the following route: Biak - Manokwari - Steenkool - Inanwatan - Teminaboean - Sorong - Teminaboean - Manokwari - Biak.

BEAVER

Biak - Steenkool - Fak-Fak - Kaimana - Fak-Fak - Inanwatan - Teminaboean - Sorong - Fak-Fak - Steenkool - Biak	once a week
----------------------------------------------------------------------------------------------------------------	-------------

Nine assistant controllers were trained as controllers. After an examination six candidates were awarded the certificate of competency as controllers.

C. Shipping

Organization and task of the Shipping Branch

The Shipping Branch comes under the Department of Transport and Power, and has the task of furthering and supervising shipping, by which is meant the harbour and pilot services, beacons and coast lighting, care of Government vessels, hydrography, jetties, warehouses, storage yards, port facilities, supervision of compliance with shipping legislation and the registration of ships.

The Branch is subdivided into the following sections:

1. The Nautical Service, comprising:
navigational matters, hydrographic matters, coast lighting and beacons, shipping legislation, the registering of ships and courses at the Elementary School of Navigation.
2. The Technical Service, comprising:
technical supervision of the maintenance and provisioning of Government vessels, and also regulating the repairing on slipways of the ships of the Government fleet.
3. The Port and Harbour Service, comprising:
the operation of jetties, warehouses, dockyards and buoys, roadstead transport and the supply of water to ships.
4. Financial administration and operations, comprising:
supervision of economic use and the financial management of the Government vessels, and also statistics.
5. General affairs, under which come staff matters and the archives.

Professional harbour masters are stationed at Hollandia, Biak, Manokwari, Sorong and Merauke, and the Heads of the Local Administration at Seroei, Steenkool, Fak-Fak and Kaimana have been appointed as acting harbour masters. The subdivision heads at Tanah Merah, Kepi, Bade, Agats, Kokonao, Waren, Wasior, Teminaboean and Mindiptanah are responsible for the administration of Government vessels there.

Survey of shipping

1. Government

For use in inland waters and harbours the Government has 66 ships (total tonnage 3444.76 cu. m); the number of sea-going Government vessels is 47 (6202.80 cu. m).

In 1960 the number of ships was 64 (3281.13 cu. m) and 46 (6621.95 cu. m) respectively.

2. Private

a. The Royal Mail Steam Packet Company (Koninklijke Paketvaart Maatschappij)

This company maintains communications between the places around Netherlands New Guinea with three vessels of 2152 gross register tons. A vessel of 115.33 gross register tons, chartered from the Government, attends to local transport in the vicinity of Merauke, whilst two vessels, each of 176.25 gross register tons, provide transport between Fak-Fak, Maccluer Gulf, Sorong, Manokwari and Geelvink Bay, and between Geelvink Bay, Hollandia, the harbours of the north coast to Biak, Manokwari and Geelvink Bay. A vessel of 556 gross register tons, on charter to Shell New Guinea, attends to the transport of oil in Netherlands New Guinea, and also incidental cargoes of timber.

Extra charters arrive incidentally from Singapore with an additional cargo.

b. The Nederlandsche Nieuw-Guinee Petroleum Maatschappij

The link between various locations between Sorong and the Maccluer Gulf is maintained by only a few vessels.

The total strength of the fleet at the end of 1961 was 85.08 gross register tons (end of 1960: 153.80 gross register tons).

c. Local shipping

Under this heading come the sailing vessels and mechanically propelled vessels which are registered (ships of 20 to 500 cubic metres gross) and the smaller vessels which are registered and

for which a certificate of registry has been issued (these certificates are known as "little passes" for boats of less than 20 cubic metres gross).

Summary of ships registered in Netherlands New Guinea at the end of 1961

Inland waters and harbours

	Number	Size in cu. m	Engine capacity
Government	66	3444.76	Varies from 5 to 165 HP
Private	298	4422.52	Varies from 5 to 50 HP

Sea-going vessels

	Number	Size in cu. m	Number of registered vessels	Size in cu. m	Number of boats sailing on "little passes"	Size in cu. m	Engine capacity
Government	46	6202.80	—	—	—	—	Varies from 20 to 240 HP
Private	34	2737.11	48	5206.17	284	1953.46	Varies from 5 to 150 HP

Summary of total tonnage registered in Netherlands New Guinea from 1957 to 1961

Sea-going vessels

Year	Number of Government vessels	Size in cu. m	Number of registered private vessels	Size in cu. m	Number of private boats sailing on "little passes"	Size in cu. m
1957	44	6134.33	21	891.08	206	1733.79
1958	45	6163.90	17	723.44	208	1743.43
1959	39	5397.75	21	890.45	213	2071.28
1960	46	6621.95	26	1166.59	146	1732.43
1961	47	6202.80	48	5206.17	284	1953.46

Note: ships of more than 20 cu.m are registered; boats of 0-20 cu. m sail on "little passes".

Inland craft

Year	Government		Private	
	Number	Size in cu. m	Number	Size in cu. m
1957	53	1731.05	147	4210.39
1958	55	1863.56	146	4145.84
1959	58	2214.47	146	4344.94
1960	64	3281.13	200	5020.85
1961	66	3444.76	298	4422.52

International traffic

The direct link with the Netherlands is maintained by the ships of the Netherlands Steam Navigation Company (Stoomvaart Maatschappij "Nederland") and the Royal Rotterdam Lloyd (Koninklijke Rotterdamsche Lloyd), which together operate a monthly service between six European ports via Curacao to Papeete (Tahiti), ports in Australian New Guinea and ports in Netherlands New Guinea.

The Royal Interocean Lines (the Koninklijke Java-China Paketvaart Lijnen) sail every month from Australia to Hollandia, Biak and Sorong en route for Bangkok.

The Royal Mail Steam Packet Company (the Koninklijke Paketvaart Maatschappij) operates the line between the ports of Netherlands New Guinea and Singapore, and once every three months from

Merauke to Port Moresby. Furthermore, once every six weeks the company operates a service between Hollandia and the harbours on the north coast of Australian New Guinea.

Foreign tankers called at Sorong and Moetoeri (Steenkool) to pick up crude oil with a frequency of one ship a month and one ship a year respectively.

Tankers of Shell Tankers Ltd. deliver oil derivatives in bulk from Singapore to the harbours of Biak and Hollandia.

Shipping movements

See Appendix XVIII.

Shipbuilding, dock and repair facilities

The largest and best-equipped shipyard in Netherlands New Guinea is the Konijnenburg Shipyard at Manokwari. Vessels up to a dock weight of 3600 tons and a length of 120 m can be drawn out of the water here. The yard has a crane for ships of up to 50 tons. The concern is equipped to carry out all repairs and for constructional work. At Karim (Sorong) there is a private slipway for smaller vessels where Government vessels are also repaired. The slipway can draw up ships up to 75 m in length and 800 tons in weight. This yard is equipped to build small ships and to do constructional work.

The Government has a slipway at Merauke for the maintenance of smaller vessels. At Hollandia there is a privately owned yacht yard which builds, converts and repairs small wooden boats.

Ports and harbours

In the year under review repairs to jetties and the improvement of port facilities continued.

At Biak a pier with a wooden head was built.

For a summary of port facilities see Appendix XVII.

Buoys, beacons and coast lighting

The coast lights, buoys and beacons are maintained by a specially equipped Government vessel.

Hydrographic surveys

During the year under review work continued with a special survey vessel of the Royal Netherlands Navy on surveying the sea area off the south coast by means of Decca equipment. New charts of the area around the Vogelkop were published.

Training in navigation

In 1961 the following diplomas were issued to personnel trained on board:
mate, local sailing: 4, of whom two Papuans;
engine room artificer: 4.

Summary of personnel trained at the Elementary School of Navigation, 1955 to 1961

Year	Ordinary seaman	Engine room hand	Cook	Mate		Engine room artificer	
				Local sailing	Coastal sailing	Local sailing	Coastal sailing
1955	46	29	5	16	—	9	—
1956	29	20	5	20	—	8	—
1957	18	12	—	9	—	5	—
1958	—	—	—	—	—	—	—
1959	2	5	—	—	—	—	—
1960	26	16	1	5	—	4	—
1961	16	18	—	8	3	8	3

Certificates issued

Year	Total		Of whom Papuans	
	Mate, local sailing	Engine room artificer	Mate, local sailing	Engine room artificer
1955	19	23	5	6
1956	15	14	7	7
1957	4	8	3	4
1958	10	10	6	3
1959	4	3	3	2
1960	2	3	2	1
1961	12	10	11	6

Within the framework of Dutch-Australian collaboration, six ordinary seamen and six engine room hands (all Papuans) from Australian New Guinea were trained at the Elementary School of Navigation at Hollandia.

Development of shipping

During the year under review the number of Government vessels remained practically unchanged, whilst private freight-carrying increased. The frequency of calls at smaller harbours has been stepped up and the number of scheduled services extended.

The number of NNGPM ships has declined to only a dozen smaller vessels.

In connection with foreign interest in the buying of timber and the shipment of logs, international traffic increased to some extent.

2. COMMUNICATIONS

Postal, Telegraph and Telephone Services (the Post Office)

Organization

For the organization of the Post Office see Appendix XIX.

At the end of 1961 the staff consisted of 339 persons (of whom 144 were Papuans) on the permanent establishment, 89 pupils and 178 casual workers (all Papuans).

Post Offices

No noteworthy changes occurred during the year under review in the postal services and the way in which postal communications were maintained.

Business is still increasing. On 1 May, 1961, a direct parcel post service with Australia was opened.

In the course of the year under review the number of post offices was increased by two.

The following special stamps were issued in 1961:

- a. on the occasion of the installation of the New Guinea Council on 5 April, 1961: two stamps without surcharge in the values of 25 and 39 cents;
- b. charity stamps on behalf of Social Welfare, viz. a series of four stamps with surcharge, the „beetle series”, in the values of 5, 10, 25 and 30 cents with surcharges of 5, 5, 10 and 10 cents respectively.

A new post and telegraph office was opened at Manokwari.

Six officials passed the examination for technical officer 3rd class and three officials the examination for technical officer 2nd class, whilst two officers, after a supplementary theoretical course, passed the examination for senior technical officer, Post Office.

Two Papuan officials were sent to the Netherlands for a supplementary general postal training.

Monetary transactions at the post offices increased in extent (see Appendix XXa). For a survey of the monetary transactions conducted via the post offices see Appendix XX.

Telegraphy

The Post Office has 18 telegraph and auxiliary telegraph offices for telegraph business.

The radio communications centre for Netherlands New Guinea continued to maintain the morse links with Manokwari, Fak-Fak and Merauke and the radioteletype channels with Biak and Sorong.

The other auxiliary offices are connected up to one of the places mentioned above, depending on the administrative breakdown.

The foreign telegraph links from Hollandia continued to be maintained via the teleprinting-on-radio link with the Netherlands and the morse channels with Sydney and Port Moresby.

Telegraphic traffic

Receipts from telegrams (in guilders, rounded off)

1957	1958	1959	1960	1961
608,000	590,000	600,000	626,000	1,100,000

Number of telegrams handled (rounded off)

Domestic traffic

1957	1958	1959	1960	1961
42,000	37,000	45,000	46,000	50,000

Foreign traffic

1957	1958	1959	1960	1961
34,000	32,000	32,600	33,000	40,800

Telephony

There are local telephone systems at Hollandia, Biak, Manokwari, Sorong and Merauke.

For the laying of a telephone link between the administrative posts of Mindiptanah and Tinggam the necessary material was taken to its destination.

At the end of the year under review a start was made with the construction of a telephone exchange in the encampment of the Papuan Volunteer Corps at Manokwari.

The necessary material for the telephone links of the Agricultural Experimental Station at Manokwari is on order.

Domestic interurban radio telephony links were maintained between Hollandia and Biak, Manokwari, Fak-Fak, Merauke and Sorong, and between Manokwari, Sorong and Biak.

A radio telephony link between Biak and the administrative centres at Waghete and Nabire was opened, whilst the radio telephony system of Manokwari was extended by the link with Kebar.

The international radio telephony link between Hollandia and Amsterdam, with the possibility of relaying Biak, was maintained.

The radio telephony links between Hollandia and Port Moresby and Wewak, and also between Merauke and Daroe, were opened for official and Government calls.

Telephone traffic

Number of subscribers

1957	1958	1959	1960	1961
1434	1530	1780	2000	2320

Receipts from subscriptions (in guilders, rounded off)

1957	1958	1959	1960	1961
341,000	409,000	620,000	680,000	819,000

Radio telephony, number of calls

	1957	1958	1959	1960	1961
Domestic	6907	9360	10,816	13,900	15,921
Foreign	2722	2600	2330	2670	2750

Ships' radio traffic

1957	1958	1959	1960	1961
1126	1360	1400	1925	1400

E equipment

Apart from a minor addition of radio equipment, there was no change in the equipment available.

3. METEOROLOGY

The Meteorological and Geophysical Bureau at Hollandia comprises three sections, viz. the Climatological Section, the Weather Service Section and the Geophysical Section.

The *Climatological Section* has the function of compiling the most comprehensive climatic description possible of Netherlands New Guinea and publishing it.

In the year under review the network of observation stations was extended. The number of rain stations was increased from 590 to 644, and the number of sunshine stations is 35, whilst air temperature observations are performed at 20 places.

In 1961 a second impression of the Publication Rainfall 1957 (Publication No. 3) was completed.

Furthermore, 30 special climatological surveys were furnished for agriculture, shipping, aviation, etc.

The *Weather Service Section* has the task of providing meteorological information and protection for air traffic and shipping, and also of making available daily to foreign countries synoptic weather reports and upper wind observations.

The synoptic weather reports are compiled at Sentani (Hollandia), Sarmi, Biak, Manokwari, Jefman (Sorong), Fak-Fak, Kaimana, the Wissel Lakes, Kokonao, Merauke, Tanah Merah, Baliem and Mapia; the upper wind observations are made at Sentani, Biak, Jefman, Kaimana, Merauke, Baliem and Mapia; moreover, in Biak radio-sonde observations are made.

Furthermore, towards the end of 1961 two radar sets were installed at Biak, viz. a wind radar, by means of which the wind in the upper atmosphere can be determined to a very great height, irrespective of weather conditions, and a shower radar, by means of which rain and thundery showers can be detected in a radius of 250 nautical miles around Biak.

At Biak is the Central Meteorological Office, where weather maps are drawn and analysed four times a day. In 1961 12,000 weather forecasts were provided, principally on behalf of aviation. Moreover, every day a special weather forecast for coastal shipping is broadcast via the Netherlands New Guinea Broadcasting System. There is also a daily weather forecast for the Koembe Rice Farm.

The *Geophysical Section* is responsible for the following:

- a. the magnetic station at Sentani, where photographic records are made of three components of the geomagnetic field;
- b. the collecting of earthquake reports;
- c. taking dust samples from the ambient air at Hollandia for radioactive determinations in the Netherlands;
- d. taking rain-water samples of which the radioactivity content is determined by the International Atomic Energy Agency, Vienna.

4. MAPPING

In the year under review 140 hectares were laid down in surveyor's certificates and plans of site for the acquisition of a property right to the land, viz. 74 hectares for building leases and 66 hectares for leaseholds.

For and on behalf of various Government and semi-Government bodies 990 hectares were topographically surveyed during the year under review, viz. 150 hectares for town planning, 178 hectares for airfields, 5 hectares for port installations, 439 hectares for regional development and 218 hectares for other activities.

For road construction 80 km were surveyed in the Hollandia division, 1 km was surveyed in the Geelvink Bay division, 5 km were surveyed in the West New Guinea division and 1 km each was surveyed in the Fak-Fak and South New Guinea divisions.

For the mapping of Netherlands New Guinea nine astronomical stations were provided with signalling crosses in the year under review.

In collaboration with the NNGPM and the Hydrographic Service it was possible to draw up a list of coordinates of all astronomical points so far determined in Netherlands New Guinea.

Discussions at international level were held regarding the mapping of the international frontier with the Territory of Papua and New Guinea.

At Hollandia work continued on the laying out of a permanent town polygon network. It was possible to complete the calculation of coordinates for the northern part.

At Biak a triangular network was reconnoitred and triangulated on behalf of topographical and cadastral mapping.

A similar triangulation at Manokwari, which had already been carried out, was worked out up to and including the calculation of the coordinates.

Work continued in 1961 on the making of maps on a scale of 1 : 100,000. By the end of the year under review 48 sheets of this series were ready in their final form. The whole series will consist of 290 map sheets, of which 212 are ready in provisional form.

The aerial photographic survey of the Meervlakte was so advanced by the end of 1961 that making of the remaining number (about 80) of map sheets could begin.

I. PUBLIC FINANCE

1. THE BUDGET

The budget of Netherlands New Guinea for the year 1961 shows a total expenditure of f. 156,114,400. From the country's own resources an estimated sum of f. 64,591,400 will be received, so that the contribution of the Netherlands will be f. 91,523,000. Of this latter sum, f. 63,032,000 constitutes a contribution towards the deficit of the ordinary service, whilst f. 28,491,000 serves to cover capital expenditure.

For a detailed account see Appendices XXI and XXII.

The Netherlands Government contribution

For the years 1950 to 1953 incl. part of the capital expenditure was financed from the loan of f. 40,000,000 furnished by the Netherlands. In total, a sum of f. 26,932,100 was taken under this loan. It was later not considered desirable to burden the Territory with further loan debts. For the repayment of the money borrowed an additional contribution was given by the Netherlands, whilst capital expenditure is further met from contributions from the Netherlands.

The expenditure and revenue of Netherlands New Guinea, together with the contributions by the Netherlands, amounted to the following in the years 1950 to 1959 incl. (according to the provisional budget accounts):

Year	Expenditure	Revenue	Netherlands Government contribution
1950	f. 36,224,461.46	f. 20,652,362.08	f. 15,572,099.38
1951	f. 47,066,064.10	f. 31,066,126.97	f. 15,999,937.13
1952	f. 58,669,117.94	f. 40,075,541.--	f. 18,593,576.94
1953	f. 77,724,723.58	f. 53,132,569.91	f. 24,592,153.67
1954	f. 93,923,590.59	f. 51,532,795.28	f. 42,390,795.31
1955	f. 146,118,536.58*)	f. 78,177,313.01*)	f. 67,941,223.57
1956	f. 130,089,395.20	f. 57,674,290.54	f. 72,415,104.66
1957	f. 125,486,117.47	f. 57,031,767.52	f. 68,454,349.95
1958	f. 121,348,885.67	f. 56,822,056.03	f. 64,526,829.64
1959	f. 120,044,315.68	f. 56,203,031.45	f. 63,841,284.23

*) Including the above-mentioned sum of f. 26,932,100.

The expenditure and revenue include fairly considerable amounts relating to adjustments between the Government departments. According to figures available, the actual revenue of the Territory was as follows:

1950	-	f. 13,518,000
1951	-	f. 21,004,000
1952	-	f. 22,966,000
1953	-	f. 28,743,000
1954	-	f. 28,829,000
1955	-	f. 28,300,000
1956	-	f. 30,200,000
1957	-	f. 36,600,000
1958	-	f. 36,500,000
1959	-	f. 36,700,000

According to the estimates for the years 1960 and 1961, the expenditure, revenue and Netherlands Government contribution were as follows:

Year	Expenditure	Revenue	Netherlands Government contribution
1960	f. 143,686,100	f. 59,510,600	f. 84,175,500
1961	f. 156,114,400	f. 64,591,400	f. 91,523,000

The expenditure and the revenue for the years 1960 and 1961 also include amounts relating to the adjustment items. According to provisional information, the estimated actual revenue of the Territory for these years was f. 36,300,000 and f. 36,800,000 respectively.

2. TAXES

Tax revision

With effect from 1 January, 1962, a radical change in the tax system was introduced. The most important features of this revision, besides the abolition of property tax and statistical duties and the simplifications which have been applied, are the considerable reduction in the scales of income tax and wages tax and the increase in the scale of import duty.

The principle behind this tax revision was that the total revenue from taxes would have to remain about the same. Compensation for the drop in the national income as a result of changes in the direct tax sector have been sought in an increase in import duties.

Proceeds from taxation

The proceeds of the various taxes in 1961 were as follows:

Income tax	f. 8,500,000
Company tax	f. 2,800,000
Property tax	f. 20,000
Wages tax	f. 1,000,000
Stamp duty	f. 290,000
Transfer duties	f. 40,000
Import duties	f. 7,600,000
Statistical duties	f. 940,000
	<hr/>
	f. 21,190,000

Income tax

This tax is levied on the inhabitants of Netherlands New Guinea on their total net income, and also on non-residents as regards their net income proceeding from certain sources, such as immovables situated in Netherlands New Guinea. The tax is charged on a progressive scale, which is given in Appendix XXIII. (As stated above, an amended scale was introduced with effect from 1 January, 1962; with regard to the scale still in effect during the year under review, see the 1960 Report).

The chief provisions for promoting economic activity are those concerning:

- a. establishment exemption, under which newly established businesses are given a special allowance for a number of years;
- b. investment deduction, by which an additional depreciation against profits can be applied with regard to investments;

c. free write-off, which makes it possible to reduce taxable profit at one's own discretion by a generous write-off on plant, etc.

The investment deduction mentioned under b. replaced with effect from 1 January, 1961, the investment reserve possible up to then.

This investment deduction makes it possible to charge against profits twenty per cent. of the costs of procuring or producing necessary plant of which the costs are more than f. 2500 per item. This deduction is increased to 50% for procurement in the first five years after the foundation of the firm.

Furthermore, the possibility of compensation of losses was extended, viz. to the extent that the computed net income, before the scale is applied to it, is successively reduced by:

- a. the unadjusted loss from plant for the first six calendar years, including the year of foundation, providing that foundation took place after 31 December, 1960;
- b. the unadjusted loss in the last four calendar years.

As a result of these measures the provisions aimed at fostering economic activity have gained considerably in effectiveness.

In the levying of income tax no distinction is made between Papuan and non-Papuan taxpayers. This principle, in fact, forms the basis of the whole tax system. The same provisions and the same scale apply to all. However, if the net income on the basis of outward appearances of prosperity is less than f. 3600, the assessment is made in a manner adapted to practical possibilities. This of course means that this form of assessment, the "minor assessment", is applied mainly to the Papuan population. In such cases scale B, given in Appendix XXIII, is used.

Company tax

This is levied on profits of limited liability companies and the like established in Netherlands New Guinea and of bodies not established in the latter country, but in the latter case only as regards profits from certain sources.

The rate is 40% of the profits.

The facilities of investment deduction and free write-off mentioned under b. and c. of income tax apply also to company tax. Just as for income tax, the investment reserve for company tax has been replaced by an investment deduction with effect from 1 January, 1961, in order further to promote economic activity in Netherlands New Guinea.

Similarly, the compensation for losses in company tax has been extended, viz. as follows:

- a. the unadjusted loss for the first six years since the occurrence of liability to taxation;
- b. the unadjusted loss for the last four years.

Investment deduction, free write-off and loss compensation play an important part among the provisions aimed at fostering economic activity, since they often mean that in the case of high initial investments no company tax need be paid during the initial years of an undertaking.

Besides the above-mentioned facilities, there is a possibility of tax reduction for concerns:

- a. which require large investments for their operations in Netherlands New Guinea and
- b. the operating results of which are extremely uncertain, either as a result of the conditions in Netherlands New Guinea or through the nature of the operations, and
- c. encouragement of which forms part of general economic policy.

To promote Papuan cooperative societies they are exempted from company tax.

No distinction according to nationality is otherwise made for company tax.

Property tax

This tax was abolished with effect from 1 January, 1962.

Wages tax

This is a tax on wages due or paid by employers to employees resident in Netherlands New Guinea. It has to be paid by the employer, who is empowered to retain from the employee's wage a sum equal to the tax. The scale is 2 to 15% of the wage.

The wages tax is planned as a real tax, but one which is ultimately intended as a simple levy of income tax on wage income. By certain adjustment facilities and exemptions wages are not doubly taxed by income tax and wages tax.

In this case, too, no distinction is made between Papuan and non-Papuan taxpayers.

Stamp duty

This duty forms a tax which is levied on certain documents listed in the Stamp Ordinance, for instance notarial deeds, receipts, permits, mortgage deeds, insurance policies, etc., whilst papers drawn up as proof of private transactions, facts or conditions are also subject to stamp duty.

Transfer duties

Transfer duties are a tax on all agreements regarding the transfer of immovables established in Netherlands New Guinea, on the deeds of entry and of transfer of ships and on all transfers by inheritance or legacy of immovables or registered ships bequeathed or devised by persons who had their last place of residence in Netherlands New Guinea.

In general the duties amount to 5% of the salable value of the immovable or ship.

Import duties

The tariff of import duties was considerably amended with effect from 1 January, 1962.

Use was made of the opportunity that the tariff of import duties had to be amended with regard to the extent of the duties charged to replace this tariff by an entirely new and much simplified one.

The former 943 highly differentiated tariff items have been reduced to 77, a sound, systematic set-up being retained in which the Benelux tariff was used as a guide. The general tariff percentage is 9%. There are exceptions to this with regard to 76 items, which were necessary in connection with budgetary requirements and with certain international arrangements (GATT and Euratom).

Besides the absolute exemptions, which are applied on a basis of the nature of the goods, there are the following relative exemptions and possibilities of exemption of a subjective nature.

The following are exempt from import duty: goods imported by travellers for their personal use whilst travelling; furniture being removed, provided that it is not new; goods imported by the Government, on the basis of practical considerations; goods imported for scientific or cultural purposes; goods for which international relations make exemption desirable; goods on behalf of public worship; goods imported for medical or educational purposes; gift shipments below a certain value or meant for certain purposes.

Exemption from import duty may be given for machinery, tools, apparatus, auxiliaries, raw materials or auxiliary materials for concerns in the fields of industry, agriculture, forestry, stock-breeding, fisheries or mining, if and insofar as this is necessary in the economic interests of the country, and for materials, objects and substances imported for the purpose of making and assembling therefrom goods for export.

Statistical duties

These duties were abolished with effect from 1 January, 1962.

J. BANKING AND CREDIT

1. CURRENCY

No change occurred in the monetary system of Netherlands New Guinea in 1961. The Netherlands New Guinea guilder is tied to the Netherlands guilder on a parity basis.

The Netherlands New Guinea guilder is divided into 100 cents. The Government of Netherlands New Guinea issues notes in denominations of f. 500, f. 100, f. 25, f. 10, f. 5, f. 2.50 and f. 1. Besides these notes, Netherlands coins of ¼ guilder (nickel), 1/10 guilder (nickel), 1/20 guilder (bronze) and 1/100 guilder (bronze) are in circulation. The notes are legal tender up to any amount, the subsidiary coins to limited amounts.

Netherlands New Guinea does not yet possess any bank of issue. Banking and as a result transfer business are not very far developed. In view of this it is still possible to transfer larger sums of money than postal orders permit by means of Government money orders. This possibility does not apply to places where there is a bank branch.

The net extent of the money in circulation was as follows:

end of 1955	f. 17,900,000
1956	f. 20,100,000
1957	f. 21,600,000
1958	f. 20,900,000
1959	f. 22,700,000
1960	f. 24,100,000
1961	f. 23,600,000

The extent of cheque-book money was as follows:

end of 1955	f. 8,200,000
1956	f. 6,700,000
1957	f. 4,100,000
1958	f. 4,600,000
1959	f. 4,500,000
1960	f. 3,500,000
1961	f. 4,400,000

The total amount of money in circulation was therefore as follows:

end of 1955	f. 26,100,000
1956	f. 26,800,000
1957	f. 25,700,000
1958	f. 25,500,000
1959	f. 27,200,000
1960	f. 27,600,000
1961	f. 28,000,000

In the interior, where the money economy has so far won little ground, there is still a primitive form of barter in which use is made of shells or other coveted articles instead of money.

2. BANKING AND CREDIT FACILITIES

One general bank operates in Netherlands New Guinea, viz. the Nederlandsche Handel-Maatschappij, with five branches, viz. at Hollandia, Biak, Manokwari, Sorong and Merauke.

As a result of the restricted development of the country, the activities of the bank are limited. The Nederlandsche Handel-Maatschappij is chiefly concerned with the transfer of moneys to and from other countries, normal banking business, the settlement of import and export transactions and the financing of these transactions by granting credit facilities. All branches have direct current accounts with sister offices or correspondents in the Netherlands, the United Kingdom, the USA, Australia, Hongkong and Singapore, by means of which foreign payments are made.

Besides the normal bank credits, the Nederlandsche Handel-Maatschappij also grants credits under Government guarantee for those projects whose economic importance is recognized and desired by the Government but which, as a result of the conditions in Netherlands New Guinea, entail more than the normal risks. Such applications for credit are evaluated by a Committee for the Granting of Credits set up by the Government, with a membership including representatives of both the authorities and private business.

Post Office Savings Bank

In 1958 the Post Office Savings Bank was opened for all residents of Netherlands New Guinea. Since 1959 all postal establishments have been open for post office savings business. In 1960 it became possible to employ administrative officials for post office savings transactions at places where there is no post office, sub-post office or auxiliary post office. In that same year the statutory provisions were enacted which were necessary for the transfer of post office savings bank balances from Netherlands New Guinea to the Post Office Savings Bank in the Netherlands and vice versa. The interest, calculated on full amounts of f. 5, is 2.4% per annum. The interest-bearing maximum is f. 10,000. The payment of interest together with the repayment of deposits is guaranteed by the Government.

Year	Depositors			Deposits		
	P *	O **	T ***	P	O	T
1958	390	757	1147	64,384.89	733,307.10	797,691.99
1959	466	719	1185	183,140.29	1,115,781.34	1,298,921.63
1960	869	253	1122	158,579.85	1,246,470.33	1,405,050.18
1961	1147	96	1243	243,256.37	1,306,334.29	1,549,590.66
				Repayments		
				P	O	T
1958				7,057.44	152,385.85	159,433.29
1959				36,626.59	686,344.76	722,971.35
1960				93,985.72	1,086,107.93	1,180,093.65
1961				132,148.79	1,330,495.35	1,462,644.14

* P : Papuans

** O : others

*** T : total

The balance of savings on 31 December, 1961, was f. 1,526,099.03, of which f. 379,542.86 was held by Papuans and f. 1,146,559.17 by others.

3. BANK CHARGES

The bank charges underwent practically no change in 1961. The principal ones are:

a. for domestic payments:

remittances in writing and telegraphic transfers/sight drafts $\frac{1}{2}$ ‰, with a minimum of f. 1.50 plus postage and telegraph charges, if any.

b. for foreign payments:

commission on foreign exchange 2 ‰ up to and including f. 10,000; above f. 10,000 1 ‰ with a minimum of f. 20;

transfer of bills: blank bills $\frac{1}{8}$ ‰, with a minimum of f. 1.50; documentary bills $\frac{1}{4}$ ‰, with a minimum of f. 1.50 plus 7% interest over the period of currency and airmail postage, if any;

blank irrevocable credits: $\frac{1}{4}$ %, with a minimum of f. 2.50; documentary irrevocable credits: $\frac{1}{2}$ %, with a minimum of f. 2.50 plus interest, if any, when settling any drafts drawn;

debit interest: approx. 7% (interest on savings deposits $2\frac{1}{2}$ %; otherwise no credit interest is paid);

exchange margin with the Netherlands: $\frac{1}{2}$ %.

4. BALANCE OF PAYMENTS AND FOREIGN EXCHANGE CONTROL

The Netherlands makes up the deficit on the balance of payments by a Government contribution. This contribution is made in foreign currency as far as is necessary.

The foreign payments to and from Netherlands New Guinea displayed the following picture in 1961 compared with preceding years:

DIRECT PAYMENTS (in millions of guilders)

To and from	From the country concerned					To the country concerned				
	Credit					Debit				
	1957	1958	1959	1960	1961	1957	1958	1959	1960	1961
the Netherlands	81,9	77,8	83,8	79,0	131,1	83,9	80,7	83,3	78,8	103,7
Australia	4,7	5,1	6,2	5,8	0,2	4,4	4,8	6,5	5,9	8,4
Singapore	8,3	6,6	7,0	8,1	2,5	7,4	7,4	7,1	8,1	13,0
Hongkong	3,1	4,0	4,3	5,4	—	3,3	4,2	4,2	5,5	8,3
USA and Great Britain	1,4	1,3	2,4	5,8	3,4	1,4	1,2	2,6	5,8	5,2
EEC Fund	—	—	—	—	1,4	—	—	—	—	—

According to the nature of the transaction, the balance of payments of Netherlands New Guinea can be broken down as follows:

BALANCE OF PAYMENT OF NETHERLANDS NEW GUINEA (in millions of guilders) *)

	Credit					Debet				
	1957	1958	1959	1960	1961	1957	1958	1959	1960	1961
I <i>Commercial transactions</i>										
A Exports	7,8	8,0	10,5	10,2	9,0					
B Imports						65,8	58,0	58,2	62,3	83,7
II <i>Service transactions</i>										
C Transport	0,1	0,2	0,2	0,3	0,5	9,0	11,9	11,8	11,8	17,8
D Other services	21,3	25,5	24,5	23,1	22,7	12,1	15,1	13,4	18,5	24,2
III <i>Other transactions</i>										
E Miscellaneous items	2,8	2,8	3,5	1,7	0,4	10,9	13,3	14,9	11,5	12,9
IV <i>Financing deficit by means of</i>										
F EEC contribution	-	-	-	-	1,4					
H Netherlands Government contribution	67,4	58,3	65,0	68,7	101,7					
Balance on account of incomplete transaction	-	3,5	-	0,1	2,9	1,6	-	5,4	-	-
	99,4	98,3	103,7	104,1	138,6	99,4	98,3	103,7	104,1	138,6

*) Excluding the payments of the oil company operating in Netherlands New Guinea not going through the Netherlands via the bank.

The arrangement of the figures in the above two statements differs from that of past years. The item "Foreign exchange transactions and internal transfers" has been omitted from both of them. In essence this item only reflected transactions which had already been included under other headings and therefore caused confusion and errors. For instance, the item "Government contribution" for 1960 was entered as 96.7 million guilders, whereas in actual fact this was 68.7 million. The arrangement now used follows the international usage of subdividing the balance of payments into only a few headings viz. commercial transactions, service transactions and other payments.

Under the heading "service transactions" item C, "transport", contains the following entries: transport by shipping and aviation of goods and/or persons; revenue and expenditure relating to passenger traffic (e.g. traveller's cheques and fares - including foreign exchange - in cash). Under item D, "Other services", come payments to or from abroad relating to subscriptions to newspapers, magazines and other reading-matter, insurance premiums, financial assistance to family-members, etc. Under E, "Miscellaneous", were entered savings remittances and all payments/receipts not entered under A to D incl.

Practically all imports and corresponding payments have been liberalized for all countries.

K. TRADE

1. ORGANIZATION

The Government's task in the field of commerce is entrusted to the General Economic Branch of the Department of Economic Affairs.

2. FOREIGN TRADE

The balance of trade for 1961, as compared with the preceding seven years, displayed the following picture:

Year	Imports x f. 1000	Exports x f. 1000	Cover percentage
1955	92,512	34,288	37
1956	94,788	30,067	32
1957	114,298	30,946	27
1958	85,860	28,063	33
1959	79,445	31,441	40
1960	86,221	27,800	32
1961	89,432	17,674	20

The passive balance of trade of Netherlands New Guinea clearly reflects the general economic situation in this underdeveloped area. The decrease in the cover percentage in 1961 must to a considerable extent be ascribed to the decline in exports of crude oil. The export value of this product dropped from approx. f. 12.5 million to f. 7.4 million.

a. Exports

The decline in the total value of the exports of Netherlands New Guinea by over f. 10 million compared with 1960 is a result of the following factors:

1. the decline in the export value of joint agricultural produce by 2.7 million guilders;
 2. the decline in the export value of timber by 0.3 million guilders;
 3. the reduction in the value of re-exports by 2.3 million guilders;
 4. the reduction in the export value of crude oil by about 5 million guilders;
- against which only the export of crocodile skins displayed a rise of f. 0.2 million.

The total volume of the export of agricultural produce and timber displayed in 1961 a decline in respect of the preceding year, which was caused by a reduction of about 240 tons in copra exports, a drop in the exports of nutmeg and mace amounting to 195 tons and a decrease of almost 2000 cubic metres in timber exports. Only the exports of cocoa displayed a relatively important rise, viz. from 52 tons to 81 tons.

The considerable drop in the price of copra, which began in 1960 and continued in the year under review, caused the export value of this product to fall by about f. 800,000. The drop in the export value of nutmeg and mace was f. 1.9 million (55%). Besides a decrease in volume by over 30% a sharp drop in price caused this reduction. The drop of some f. 300,000 in the value of timber exports must be ascribed not only to the reduction in export volume mentioned above but also to the relatively higher export of cheaper species of timber in respect of 1960. The export of crocodile skins increased somewhat with regard to both extent and value.

In contrast with 1960, when nutmeg and mace formed the most important native export products with an export value of f. 3.5 million, in 1961 copra occupied first place with about f. 2.3 million. Crocodile skins came second with about f. 2 million, whilst nutmeg and mace were third with a joint export value of almost f. 1.6 million.

As in 1960, exports to Japan amounted to about f. 5.2 million. These exports consisted mainly of crude oil and timber. The exports of agricultural produce in 1961 again went mainly to the Netherlands (about f. 3.5 million). Exports to Germany fell from f. 2.4 million to some f. 700,000, mainly because, in contrast with 1960, copra went chiefly to the Netherlands instead of Germany. Exports to Australia fell to about f. 2.2 million as a result of the reduced exports of crude oil. On the other hand, for the first time exports were made to the Philippines, viz. to the value of f. 627,000 (chiefly crude oil).

More detailed information on the trend of exports in 1961 and the four preceding years are given in Appendices XXIV, XXV and XXVI.

b. Imports

Imports into Netherlands New Guinea in 1961 were 111,163 tons to the value of f. 89.4 million against 110,255 tons to the value of f. 86.2 million in 1960. These differences were for the greater part caused by the following factors:

1. An increase in the imports of foodstuffs, except fish and fish products, by about f. 2.5 million in value and by about 2640 tons in weight;
2. an increase in the imports of beverages by about f. 1.5 million in value and by about 2530 tons in weight;
3. an increase in the imports of cork, timber and woodware by about f. 700,000 in value and by about 1360 tons in weight;

4. an increase in the imports of manufactures of non-metal-bearing minerals by about f. 200,000 in value and about 2000 tons in weight;
5. an increase in the imports of base metals and metal manufactures by about f. 1.5 million in value and about 1400 tons in weight;
6. an increase in the imports of machinery by about f. 2.3 million in value and 500 tons in weight;
7. an increase in the imports of parcels by post by about f. 300,000;
8. a decrease in the imports of fish products by about f. 300,000 in value and 60 tons in weight;
9. a decrease in the imports of mineral fuels, lubricants, etc., by f. 4.5 million in value and about 9600 tons in weight;
10. a decrease in the imports of scientific and inspection instruments, photographic and optical articles, clocks and watches by about f. 1 million in value and 10 tons in weight;
11. a decrease in imports of miscellaneous manufactured goods by about f. 400,000 in value and about 120 tons in weight.

The increase in the imports of foodstuffs and stimulants points to some improvement in the standard of living. The decline in the imports of fish must be ascribed chiefly to the reduced imports of tinned fish from Japan. The rise in the imports of timber was caused by the greater consumption of timber, whilst the increase in the imports of base metals, metal products and machinery is connected with the increase in building activity. The decline in the imports of mineral fuels has nothing to do with a drop in consumption, but is the result of changes in stocks.

The chief countries of origin were the Netherlands, with f. 42.9 million, Singapore with f. 16.7 million and Australia with f. 6.8 million.

Joint imports from the member-states of the EEC in 1961 amounted to f. 48.2 million, or 54.5% of total import value, as against f. 44.6 million guilders, or 52%, in 1960.

More detailed information on imports may be found in Appendices XXVIIA and XXVIIB.

3. IMPORT POLICY

Imports of commercial goods are free, with the exception of a few goods designated by the Governor. Permits are required for the importation of rice and flour, to ensure a regular supply of these essentials. Imports of sugar, which in earlier years were also subject to a permit, were liberalized with effect from 1 January, 1961. Import permits for the above articles are given to only a few importers, who take on themselves the obligation of keeping sufficient reserve stocks of these goods. This regulation does not imply any restriction of imports and is not aimed at any country.

The imports of the two articles under Government supervision represented in 1961 an import value of f. 7.4 million, or about 8.3% of the total value of all imports of goods into Netherlands New Guinea. Other imports, to the value of f. 82.0 million, or about 91.7%, are entirely liberalized. For the sake of completeness it may be mentioned here that no special foreign exchange permit is required for the importation of liberalized goods. The settlement of the financial part of the import transactions is fully governed by international commercial practice and is covered by a general foreign exchange permit granted to the Nederlandsche Handel-Maatschappij.

The trend of the wholesale turnovers of rice and flour reflects the increasing consumption of these foodstuffs by the Papuan population during the last few years:

	Wholesale turnovers				
	x 1000 kg net				
	1957	1958	1959	1960	1961
rice	7635	7655	8351	9297	9741
flour	1435	1551	1553	1688	1838

CHAPTER III

SOCIAL CONDITIONS

A. GENERAL PROBLEMS

The isolation, inaccessibility and impassability of the Territory and the dearth of natural resources led to New Guinea being left alone throughout the centuries. As a result it was only in a few coastal regions that contact with the outside world had some degree of fruitful effect on the social, cultural and economic structure of the Papuan community.

The difficult natural circumstances in which the population lived, and still live in part today, also hampered their social, cultural and economic development. These circumstances further prevented the development of the administrative institutions required by modern society.

These factors, which determined the original situation, play an important role even today. The present-day Papuan community is still characterized by a fragmented social structure. The small local groups, often consisting of only a handful of families, in which the population are scattered throughout the whole Territory, have little interrelation, so that contact is difficult to establish and collaboration with other groups can only be brought about gradually.

Meanwhile, despite these restraining influences, all kinds of changes are occurring. Naturally various stages of development may be noted in this respect, depending on the one hand on the length of contact with the outside world and on the other hand on the receptivity of the various sections of the population to new influences.

As a result of the extension and intensification of administrative influence, information and advice from official circles, education, improved communications, the introduction of a money economy, which is gradually replacing the closed village economy, and the impact of new means and methods of production, new ideas leading to social change are gradually breaking ground.

The Protestant and Catholic Missions are making an important contribution to this, especially in the field of education, which is particularly valuable because their work is helping at the same time to fill a spiritual vacuum which threatens to occur when the Papuan meets Western culture.

In many regions the population are changing increasingly to a more concentrated form of residence, which simplifies the introduction of education, agricultural extension and medical care.

In the urban centres a considerable contribution to social emancipation is being made by social centres, well-run women's clubs and sport. At many places study clubs have been able to form, in which the various facets of political and economic developments inside and outside the Territory are eagerly discussed.

With the introduction of representative councils Papuan-run associations with political objectives have likewise been founded.

B. HUMAN RIGHTS

The most important human rights as laid down in the Declaration of Human Rights are guaranteed by law.

Slavery, and also forced or compulsory labour to which the Convention of Geneva (1930) applies, is forbidden.

All persons in the Territory of Netherlands New Guinea have an equal claim to protection of their person and property (Section 4 of the Decree for the Regulation of the Administration of Netherlands New Guinea – the BNG – and Articles 6, 7 and 8 of the Declaration of Human Rights – the DHR).

Expropriation of any property or right for public use can take place only after prior declaration by ordinance that the public interest requires expropriation and against compensation received or ensured beforehand (Section 127 of the BNG, Articles 17 and 29 of the DHR).

Any Dutch subject may be elected and appointed to any public office (Section 7 of the BNG, Article 21 of the DHR).

Nobody requires prior permission to express his ideas or feelings in printing. The responsibility of authors, publishers, printers and distributors and the safeguards to be afforded against abuse of the freedom of the press, in the interests of public order and morals, are regulated by ordinance (Section 8 of the BNG, Article 19 of the DHR).

Everybody has the right to submit petitions to the competent authority both in the Netherlands and in Netherlands New Guinea (Section 9 of the BNG, Articles 7 and 10 of the DHR).

The right of association and assembly is recognized and may be subjected to regulation and restriction by ordinance only in the interests of public order, morals or health (Section 10 of the BNG, Article 20 of the DHR).

Prosecutions can take place only before the appointed court (Section 129 of the BNG, Article 10 of the DHR).

Nobody may be arrested or taken into custody except on the orders of the competent authority (Section 134 of the BNG, Article 9 of the DHR).

No act constitutes an offence except by virtue of a legal penal provision preceding that act.

In the event of an amendment to the legislation after the time at which the act was performed, the provisions most favourable to the accused shall be applied (Section 1 of the Penal Code, Article 11, section 2, of the DHR).

Entry of premises or a dwelling against the will of the occupant is permitted only on the orders of the competent authority (Section 135 of the BNG, Article 12 of the DHR).

The secrecy of letters entrusted to the post or to other public forms of transport is inviolable, except on the orders of the court in the cases provided for by ordinance (Section 136 of the BNG, Article 12 of the DHR).

The right of everybody to freedom of worship is recognized, subject to the protection of the community and its members against criminal offences (Section 150 of the BNG, Article 18 of the DHR).

All professing various religious opinions enjoy identical civil and civic rights and have the same claim to hold dignities, offices and employments (Section 153 of the BNG, Articles 18 and 21, Section 2, of the DHR).

Public worship and the practice of religion are subject to no other restrictions than those laid down by ordinance in the interests of public order, peace and morals (Section 154 of the BNG, Article 18 of the DHR).

Education may be freely given, subject to supervision by the authorities (Section 170, subsection 2, of the BNG, Article 26 of the DHR).

Since it is important that these rights should not only be formally safeguarded but also materially realized, the Decree for the Regulation of the Administration of Netherlands New Guinea lays down that the protection of the indigenous population in particular against arbitrary acts by whomsoever forms one of the most important duties of the Governor (Section 37, subsection 1, of the BNG).

To perform these duties the Governor is granted far-reaching powers in the second subsection of that section; to protect the population persons may be forbidden to travel, stay or settle in certain parts of the interior, to import goods which are injurious to the population or to recruit workers in certain areas.

For instance, under the Inland Quarantine Ordinance 1951 it is forbidden to enter certain areas of the interior unless one is in possession of a health certificate, and under the Recruitment Ordinance the recruitment of workers in some regions is forbidden or made subject to certain conditions. For the same reasons the rights of the population to their land are protected in Section 39 of the BNG, amended by the Act of 30 June, 1960 (Netherlands Bulletin of Acts, Orders and Decrees No. 261 of 1960). Persons not forming part of the Papuan population may not have the disposal either directly or indirectly of land to which rights of the Papuan population attach, nor to premises, perennial plantings or forest stands on such land; exceptions must be laid down in law and this must define in which case, how and according to which rule they will be granted. This is apparently in contradiction with the spirit of Article 17 of the DHR. In reality this provision is necessary to prevent dispossession of the population. (See also Chapter II, section B.2, Utilization of land and land tenure.)

Furthermore, the Papuan population can only be deprived of the right to their land in the public interest, on the basis of Section 127 of the BNG (see above), and these rights cannot be restricted by the authorities except on the basis of statutory regulations.

C. THE STATUS OF WOMEN

The status of women in the present-day society of New Guinea varies, depending on the various stages of development through which the local Papuan community is passing.

In the regions recently brought under administration, where warfare and head-hunting were the order of the day until recently, the status of women in the formal sense is lower than that of men, although in reality the influence that they have in society is often great and, for instance in the field

of property – managing and disposing of their personal possessions – women are definitely not man's inferior.

Woman's task, providing food for the family and looking after the children, is often more difficult than that of the man, much of whose former work – waging war and making preparations to do so – has disappeared.

In the more developed areas a gradual change has occurred in the division of labour between man and woman as a result of the introduction of the money economy and of the cultivation of commercial crops, coupled with new agricultural methods. It is now the task of the man to provide part of the family's money income. The performance of paid labour is also bringing about changes in the old situation.

Under the influence of Christianity – there are now about 300,000 Christian Papuans – and as a result of the general evolution of Papuan society, new legal conceptions are breaking ground in other senses, too, and other ethical standards are being adopted, in particular with regard to the position of both parties when contracting a marriage.

In the traditional Papuan community the woman was restricted in her freedom of will with regard to concluding a marriage. Although the old views on this matter have by no means completely disappeared, and the dowry still plays an important part, the conviction is steadily growing that the parties must be free to make up their own minds about marrying.

In areas where there are regional communities the regional councils have declared themselves against too high dowries.

In the urban centres, where the ties with the tribal and village community and with the customs and views prevalent there (which often hamper all progress) are less strong, the emancipation of women has made the greatest advances. There woman's position is practically equal to that of the man. There the man is entirely responsible for maintaining his family; the task of the woman is more confined to looking after the home, as a result of which she has more time and opportunity to improve her mind. In this connection reference may be made to the steadily growing interest in the Papuan women's clubs.

The participation of Papuan girls in education may be described as entirely satisfactory. In the year under review 16,790 girls were attending schools for primary and continued education, as against 23,840 boys.

In the eyes of the law of the Territory, men and women are absolutely equal. They both possess the right to vote and the right to be elected to office. Women are equally entitled to occupy public posts.

In areas with indirect elections four women were elected as electors with great majorities. This shows that women are also participating in political development. In the New Guinea Council installed on 5 April, 1961, one seat is held by a woman.

D. LABOUR AND 1. LABOUR POLICY. GENERAL PROBLEMS EMPLOYMENT CONDITIONS

During the year under review, after much preparatory and time-consuming work, a draft was completed of an ordinance establishing a uniform labour private law keyed to international norms for all sections of the population in Netherlands New Guinea.

This draft devotes considerable attention to the principles laid down in the international labour conventions.

In mid 1961 18,986 Papuans working in Western-style employment were registered throughout Netherlands New Guinea. Of these, about 13,000 (68%) were in the subdivisions of Hollandia, Schouten Islands, Manokwari, Sorong, Fak-Fak and Merauke. Since Western-style employment is in the main offered in or near the chief towns of the subdivisions, this figure at the same time gives a picture of the native labour force within these urban centres. Over 7100 members of this labour force are migrants. Of these migrants, about 4000 were unmarried; of the married ones, more than 2600 lived with their families at the site of the work, whilst the families of about 500 of them had remained behind in the place of origin.

Over 6000 Papuans are in paid employment in the building trade, 1200 in factories or workshops, 2300 in Western-style agriculture, stock-breeding, forestry, timber-felling, hunting and fishing, 1600 in transport and communications, 4600 in education, administration, public health, police, fire brigade, the hotel business, etc., and 3300 in other businesses.

Over 10,500 Papuans are in Government service and nearly 8500 work for private employers. In 1961 the total number of women in Western-style employment was 1345 (1960: 999). The percentage of women in the total labour force, which in 1954 was 3, has steadily risen, and was 7 in the year under review.

Registration over the last five years gives the following picture:

NUMBER OF REGISTERED WORKERS	1957	1958	1959	1960	1961
in the urban centres	11,715	11,567	11,100	10,221	12,968
outside the urban centres	4,186	4,319	5,646	5,689	6,018
Total	15,901	15,886	16,746	15,910	18,986

INDEX FIGURES (1955 = 100)	1957	1958	1959	1960	1961
in the urban centres	105	103	99	91	116
outside the urban centres	100	103	135	136	144
Total	104	103	109	104	124

A considerable number of the workers are employed in the building trade. Over the last five years the breakdown has been as follows.

year	building trade	other trades
1957	4,139 (26%)	11,767 (74%)
1958	3,832 (24%)	12,054 (76%)
1959	5,020 (30%)	11,726 (70%)
1960	5,256 (33%)	10,654 (67%)
1961	6,065 (32%)	12,921 (68%)

A breakdown of the registered workers into single, married who have left their families behind in the villages, and married living with their families in the town gives the following picture for the above towns:

Urban centres	Single		Married			
	from vicinity	from elsewhere	without family		with family	
			from vicinity	from elsewhere	from vicinity	from elsewhere
Hollandia	587	1420	44	242	503	878
Biak	1426	287	314	17	1364	212
Manokwari	368	1082	60	158	231	1048
Sorong	165	675	11	76	38	392
Merauke	423	529	33	23	201	139

Of the total Papuan labour force registered in the entire Territory during the year under review, 10,009 persons were single (55%) and 8,887 (45%) married; of the latter, 7,363 were living with their families at their place of work.

2. ORGANIZATION

The Government's function with regard to labour matters is entrusted to the Labour Affairs Branch of the Department of Social Affairs and Justice. This branch is headed by a jurist, with a mechanical engineer on his staff.

Under the Labour Affairs Branch come the Labour Inspectorate and the Industrial Safety Supervision Service. The Labour Inspectorate deals with the social and legal aspects of labour problems, whilst the duties of the Industrial Safety Supervision Service are evident from the service's name.

For the purposes of the Labour Inspectorate, Netherlands New Guinea is subdivided into two inspection districts. The territory of the Safety Supervision Service covers the whole of Netherlands New Guinea.

In order to make consultation possible between the authorities, employers and employees a committee was set up in 1961 which was given the name of Labour Affairs Committee. This tripartite committee consists of representatives of the Government, employers and employees. This committee has a dual function with regard to labour problems which are directly or indirectly related to the concept "labour". It can make suggestions or give advice to both the Governor and business of its own volition or upon request.

3. CATEGORIES OF WAGE-EARNERS

The distribution of the Papuan labour force among various branches of trade and industry gives the following picture:

Group No.	Nature of the business	Number of Papuan employees (1961)
0	Agriculture, stock-breeding, forestry, timber-felling, hunting, fishing, etc.	2,321
1	Mining above ground or below ground of coal, oil, gas, nickel, cobalt, karang, gravel, sand, etc.	199
2/3	Bakeries, shoe-making and sail-making firms, sawmills, furniture factories, stonebreakers, repair shops, shipyards, installation businesses, etc.	1,189
4	Firms in which construction work is done, such as the building, construction, repair and demolition of houses, buildings, roads, bridges, dams, hydro-electric power stations, etc.	6,086
5	Public utility concerns, such as gas, electricity and water works, refuse-collecting and street-cleaning services, etc.	406
6	Trade, shops, banks and insurance	631
7	Undertakings transporting persons and goods, warehousing concerns, firms storing goods and firms for communications, such as telegraph, telephone, etc.	1,604
8	Education, public health, administration, judicature, police, fire services, legal profession, hotels, restaurants and cafes, laundries, hairdressers, photographic dealers, cinemas, etc.	4,574
	Domestic servants	715
9	Businesses which cannot be placed under one of the categories 0 to 8 incl.	1,261
	Grand Total	18,986

Of the Papuan labour force, 10,549 persons were in Government service and 8437 worked for private employers. In 1960 these figures were 9093 and 6817 respectively. In 1961 the sum of about 25,000,000 guilders was spent on wages, food and housing for Papuan workers. This is about 5,000,000 guilders more than in 1960. See also Appendix XXVIII.

4. THE LABOUR MARKET

The facility of registering for work with the Labour Affairs Branch was first offered in 1958. However, as the number of persons availing themselves of this opportunity has steadily grown, a labour exchange was opened in Hollandia in mid September 1961.

Whereas in 1958 most of those registering for work were Europeans, the Papuans forming a small minority, the stress has now completely shifted. Partly through the departure of the locally hired Dutchmen, the majority of those registered are now Papuans. In Hollandia 921 registered for work during the year under review. Of these, about 25% could be found work.

5. WORKERS' ORGANIZATIONS

There are two national trade unions, viz. the Christian Workers Union of Netherlands New Guinea (the CWNG/Persekding) and the General Catholic Officials Association (the ARKA), a regional division of the Dutch association of that name. At the end of 1961 the CWNG/Persekding had about 3000 members (1960: 3000) and the ARKA about 1300 members (1960: 1100).

During the year under review a number of private Catholic Papuan workers founded their own union in Merauke. Only Papuans can join this union, which has been given the name of "PERKABUKA" (Perkumpulan Kaum Buruh Katholiek). The PERKABUKA now has about 800 members.

6. SETTLEMENT OF LABOUR DISPUTES

During the year under review the intermediary of the Labour Inspectorate was requested with regard to 117 labour disputes. In most cases a quick and satisfactory solution could be arrived at by consultation between the workers and employers concerned under the auspices of the Labour Inspectorate.

The number of man-days lost during the year under review was about 960.

7. SOCIAL WELFARE IN INDUSTRY AND AGRICULTURE

See Section G, Town Planning and Housing, of this chapter.

8. VOCATIONAL AND TECHNICAL EDUCATION

For this see Chapter IV, Education.

9. LABOUR LEGISLATION

At the end of 1960 a number of basic labour conditions were laid down, intended in the first instance for all Government building in Hollandia, Biak and Manokwari.

By means of these labour conditions, with regard to which agreement was reached with the union, among other things the first collective labour agreement in Netherlands New Guinea came into effect for the shipyard at Sorong in mid June 1961.

E. COOPERATIVES **1. ORGANIZATION**

Under the Regulations for Cooperative Societies 1949 the Adviser on Cooperatives is in charge of the Government's efforts in the field of cooperative societies. The routine work is performed by the Bureau for the Development and Organization of Papuan Business (known formerly as the Office for Cooperative Affairs). This Bureau is responsible not only for native cooperative societies and work communities, but also for encouraging and assisting in the development of a Papuan trading middle class, the promotion of Papuan industry and crafts and the granting of credit to Papuan businesses.

Efforts relating to native cooperatives, semi-cooperative work communities and other native businesses are mainly of an advisory nature; these bodies receive advice and assistance, but the principle of self-activity and personal responsibility of the Papuan managers is fundamentally adhered to.

In 1961 a Papuan official who had attended a three-year cooperative course in the Netherlands was added to the staff of the Bureau for the Development and Organization of Papuan Business.

During the year under review the preparations for a two-year commercial training course for Papuans on behalf of cooperatives and individual Papuan businesses and other activities in the commercial sector, which were started in 1960, were completed, so that this course could commence at the beginning of 1962 in a couple of places, Hollandia and Biak. The number of pupils on both courses together is 53. It is the intention to extend this course in the future to other centres.

2. GRANTING OF CREDIT TO PAPUAN BUSINESSES

In 1961 a total of 34 credits were granted (1960: 24) to cooperatives and individual small Papuan firms, amounting in all to f. 75,575. These credits were granted as follows:

11 to cooperatives	(f. 22,610)
9 to Papuan dealers	(f. 25,225)
9 to fishermen	(f. 8,440)
3 to industrial businesses	(f. 9,500)
1 to a poultry-keeping and market-gardening business	(f. 8,000)
1 to a transport business	(f. 1,800)

3. COOPERATIVE SOCIETIES AND WORK COMMUNITIES

The number of cooperatives entered in the "Public Register of Cooperative Societies 1949" with corporate rights at the end of 1961 was nine (1960: eight). The number of unregistered cooperative societies and work communities increased from 68 to 70. These 79 registered and unregistered cooperative societies totalled 12,000 members and had a joint turnover in 1961 of about f. 2 million.

With the odd exception, the cooperatives and work communities are mixed in character: they all combine the production and marketing of native products which they have bought up with the sale of consumer goods in their own shops. This sale of consumer goods is a considerable stimulus for the production of goods to obtain a money income. A number of cooperatives are moreover engaged on providing services to members and non-members, mainly by making tractors or transport facilities available on payment. The "Weta Nangin Brat" cooperative society at Teminaboean has been functioning since mid 1961 as the central organization (secondary cooperative) for a number of work communities and village shops in the Teminaboean subdivision. Its central office attends to the purchasing and storage of goods and payments and clerical work on behalf of the affiliated village shops and work communities.

F. STANDARD OF LIVING

The Papuan community, particularly outside the urban centres, is still for the greater part living at the stage of a low-level autarky. This autarky does not lend itself very well to statistical observation for the purpose of determining the level of prosperity of the population by scientific methods. However, it has proved possible to establish that the consumption of rice among the Papuans is steadily increasing.

In the course of this year a method was developed by which an estimate could be made of the money income of the Papuans and also the rice consumption of this group, as given in the following table.

YEARS	RICE CONSUMPTION		INDEX FIGURES OF			
	IN TOTAL	By Papuans	Financial value of rice consumption by Papuans	Money income of Papuans	Financial value of rice consumption by Papuans	Money income of Papuans
			x f. 1000	x f. 1000	1960 = 100	1960 = 100
1953	4665	1529	1605	10,800	39	40
1954	5711	2351	2210	14,800	54	54
1955	6798	3214	2668	18,200	65	67
1956	7430	3734	3137	21,300	76	78
1957	7635	3817	3168	22,700	77	83
1958	7656	3736	3325	22,800	81	84
1959	8351	4320	3715	25,100	90	92
1960	9297	5265	4107	27,200	100	100
1961	9741	6094	4836	31,200	118	115

The above results are of course based on estimates. Although objections might be made to this, the trend of the value of Papuan rice consumption keeps step so closely with the increase in the money income of this group that indicative importance may certainly be attached to this.

The series of index figures regarding retail prices in Hollandia, as stated in Appendix XXXA, was not continued after 1 June, 1961. It was replaced by an index figure of retail prices of imported foodstuffs. The first results are given in Appendix XXXC. Appendix XXXB, giving the retail prices of a number of important foodstuffs and stimulants, likewise in Hollandia, is being continued unchanged.

The authorities have laid down maximum prices for a hundred imported foodstuffs and stimulants, and also soap and washing powders, which are important items of income expenditure. Lists showing these maximum prices, which are regularly revised, have been distributed throughout the Territory. It has further been laid down that the prices of foodstuffs and stimulants, clothing, footwear and pharmaceutical articles must be displayed in the shops. With the cooperation of the population, who have been informed about this in special publications, efficient supervision of these regulations is possible. The result is that the prices of the most important imported goods are the same in all urban centres along the coast.

The index figures given in Appendices XXXA and XXXC show that the prices which are of importance to the cost of living increased by 1-2% between 1 December, 1960 and 1 December, 1961. Against this is the fact that the Government granted a wage and salary increase of about 5% in 1961. In the private sector, too, an increase in the wage paid could be observed.

G. TOWN PLANNING AND HOUSING

1. CONDITIONS AND PROBLEMS

During the first years of development the construction of the necessary administrative centres with the corresponding houses and offices and the ancillary public works formed the main problem.

There were no well-equipped contracting firms, whilst neither the necessary skilled labour nor the essential materials were available or obtainable in the Territory to a sufficient extent, so that at the beginning the authorities were faced with very great difficulties.

Of necessity use had to be made in those years of accommodation dating back to the war years for both housing and offices. This accommodation was made suitable for this purpose more or less provisionally.

Gradually it proved possible to overcome these difficulties, and the construction of houses, offices and other utilitarian structures could be tackled on a wider scale, in the first years mainly in the urban centres, later at small places too. By general educations, followed by specialized training in the building trade, a steadily growing force of Papuan building trade operatives has gradually been built up. By the use of mechanical processing methods good bricks and concrete shapes can now be made locally.

The increasing activity in the course of the years in the urban centres with the accompanying increase in work there caused a migration of labour from the country to the towns. The result of this was that - since this migration gradually also began to involve families, whose settlement acquired a more permanent nature - provisions had to be made for housing the Papuan workers. New housing estates had to be built in various urban centres, especially in Hollandia, Biak and Manokwari, to satisfy the greatly increased demand for housing by Papuan employees.

In Hollandia hundreds of family houses for Papuan workers have been built on the Hamadi estate since 1956, and later on the Polimac estate, too. In Biak and Manokwari as well large numbers of workers' houses were built in those years.

During the year under review a total of 158 Papuan workers' houses were built in the urban centres, all family houses, of which 80 were built in Hollandia. During construction considerable attention was paid to differentiation; various new types of dwelling were developed.

Besides family houses, accommodation for unmarried workers was constructed, and also hotels and social centres.

With regard to accommodation for employees recruited from outside the Territory it may be remarked in general that the houses built during the year under review practically satisfied the demand, and any further construction will only be incidentally necessary.

In Hollandia a start was made during the year under review with the erection of a suitable building to house the New Guinea Council. Further, the plans for the new buildings for the Court of Justice and the Medical Centre – the latter to be financed by moneys from the EEC Development Fund – were elaborated. Various Government services, including the police, the Customs and the State Printing House, which did not have adequate accommodation, were housed in new buildings.

In Hollandia work also began on the building of the training college for Papuan teachers, together with the construction of a new building for the Training School for Indigenous Administrative Officials.

At Biak construction began of the new central hospital for the Schouten Islands. Various schools were built throughout the Territory during the year under review.

2. ORGANIZATION

The Buildings and Town Planning Branch of the Department of Public Works is responsible for public buildings, utilitarian structures and housing. Under this branch come the building and upkeep of the offices required for Government departments, town drainage, sewerage and the provision of drinking water, together with town planning and the giving of directives for and the supervision of working-class housing, whilst finally, in collaboration with the Department of Public Health, the branch is also responsible for environmental sanitation.

The Waterways Branch of the Department of Public Works is in charge of those aspects of town planning relating to the construction, upkeep and administration of the urban road system and all engineering works forming part of this.

The Land Registry and Mapping Branch of the Department of Public Works is, with regard to town planning, responsible for making the cadastral maps and doing the surveying required for town planning.

The stress is being steadily shifted from public building to building by contractors.

Appendix XXXI gives a survey of the projects completed during the year under review in the field of housing; Appendix XXXIA gives a survey of construction from 1957 to 1961 incl.

3. EXCHANGE OF RESEARCH AND EXPERIENCE IN BUILDING TECHNIQUES

Publications were regularly received from the South Pacific Commission. Experience was exchanged with the Public Works Department at Port Moresby.

4. FINANCIAL AND TECHNICAL AID FROM THE AUTHORITIES

In 1959 a credit arrangement was drawn up on behalf of private house-building. Under this arrangement building credits are granted by the authorities to persons who have a reasonable income but not enough capital to finance the building of a home of their own.

The credit granted is not more than 3/4 of the building price. The estimated building price may not be more than f. 20,000. The interest is 3% per annum.

A modest use was made of this arrangement during the year under review.

During the year under review a foundation was set up under the name of the Netherlands New Guinea Public Housing Foundation. Its aim is to foster house-ownership among the less well-to-do. The Foundation has been set up by the Government (the Department of Public Works) and the employers' and employees' associations CWNG/Persekding and Arka. The Foundation tries to achieve its aim by, among other things, encouraging self-activity on the part of the population in the construction of houses by granting credit in the form of an assembly kit. The applicant must assemble the house himself. The maximum credit to be given is f. 6000. It must be repaid in at most 20 years.

The Government attends to the provision of building sites, prepares these sites for building, constructs roads, and lays drains and water mains.

H. SOCIAL SECURITY AND WELFARE

1. PROVISIONS IN THE FIELD OF SOCIAL PROTECTION

a. Health

Private persons can enter into an agreement with the Department of Public Health for medical attention; the contribution is 4% of their gross annual income.

The impecunious receive free medical aid.

Civil servants and their families are given medical care against a contribution of 1% of the civil servant's gross salary.

The medical care of Papuan workers is covered by the labour legislation, which includes the obligation of the employer to grant free medical aid, including medicaments, also in the event of injuries not incurred in his service.

As a part of after-care needy recuperating TB patients are given financial assistance to enable them to convalesce at home for a few months after the conclusion of hospital treatment. The Social Welfare Branch of the Department of Social Affairs and Justice is responsible for the implementation of this scheme. In the year under review f. 41,441 was paid out to convalescing TB patients under this scheme.

In collaboration with the patient's doctor the above-mentioned branch also looks after the families left behind when a leprosy patient enters a leprosy. In all f. 20,975.55 was paid out during the year under review on this.

b. Unemployment

See under D. 4, The Labour Market.

c. Accidents and sickness

During the year under review 87 industrial accidents were reported to the Labour Affairs Branch, three more than in 1960. A survey covering the years 1955 to 1961 follows:

year	number of accidents	minor injuries	serious injuries	fatal injuries
1955	106	72	22	12
1956	102	90	6	6
1957	62	48	7	7
1958	94	80	8	6
1959	67	56	7	4
1960	84	58	21	5
1961	87	66	13	8

d. Old age and physical infirmity

There is as yet no general scheme for old-age pensions.

The "Konijnenburg" shipyard at Manokwari is making preparations to set up a provident fund for its workers as a forerunner of a pension fund.

Those in need of assistance are given relief by the Social Welfare Branch of the Department of Social Affairs and Justice, in close collaboration with the church organizations. At Hollandia, Manokwari and Merauke there are special committees which are responsible for granting social relief; for the other places aid is given under the supervision of the Heads of Local Administration.

Elderly and disabled Europeans without means and in need of care are sent to the Netherlands at Government expense.

Under the General War Injuries Regulations relief was paid during the year under review to disabled war victims. Also under these regulations payments were made to next-of-kin of war victims, including widows, mothers and children. During the year under review the number of persons receiving relief were 55, made up of 40 widows, 2 mothers of war victims, 8 children and 5 disabled persons.

e. Care of infants and expectant mothers

See Section J, "Public Health".

2. ORGANIZATION OF SOCIAL WELFARE

The establishment of the Social Welfare Branch of the Department of Social Affairs and Justice consists of the head of the branch, four officers for social work and a small clerical staff.

For the financial year 1961 a sum of f. 795,700 (incl. f. 98,000 capital expenditure) was made available on the budget for this branch, to be used among other things for social aid, TB after-care, youth welfare, after-care of discharged prisoners, sport and recreation, social development work and libraries. For 1959 and 1960 the respective sums were f. 570,900 (including f. 22,000 capital expenditure) and f. 560,500 (including f. 45,000 for capital expenditure).

In collaboration with church and private organizations special care is being devoted to social development work among the Papuan population in the larger places. The church bodies have in their employment three social workers for social work among urban Papuans.

Also active in the field of social welfare are the Netherlands New Guinea Red Cross, the Green Cross Society and the St. Vincent Foundation.

The Netherlands New Guinea Red Cross is active in, among other things, the provision of reading matter and welfare work in hospitals.

The Green Cross Society is chiefly concerned with assisting in the nursing at home of bedridden patients. It runs well-attended consultation centres for infants at Hollandia and Manokwari.

The St. Vincent Foundation is principally engaged in alleviating the spiritual and material needs of individuals, for instance by furnishing them with food parcels or gifts of money and, in appropriate cases, by giving interest-free advances and looking after minors. The Foundation also runs a number of infant schools. The independent St. Vincent Foundation at Manokwari runs a children's home housing a number of children from unfavourable social environments.

Socio-cultural educational work

In 1955 Papuan women's clubs were founded at a number of places in the Territory as a result of private initiative. Since then interest in the activities of these clubs has steadily grown. During the year under review their programme was extended. Papuan women's clubs are now to be found in Hollandia and vicinity, Genjem, Kantumilena, Sarmi, Biak, Seroei, Manokwari, Sorong, Teminaboean, Inanwatan, Merauke, Mindiptanah, Mokbiran and Fak-Fak. There are 64 clubs (1960: 56), with over 1400 members in total (1960: 1189).

In these clubs, whose efforts are supported by the Government, the women are given instruction in sewing (making layettes for babies and clothes for themselves) and cooking; they are also taught about health and hygiene, diet, child care and budgeting housekeeping money.

Besides the promotion of self-activity considerable attention is paid to the training of Papuan women leaders. During the year under review three-monthly training courses for Papuan women leaders were held at Hollandia, Seroei, Biak and Manokwari.

Besides women's clubs there are girls' clubs, which are more along the lines of social clubs, but at which lessons in sewing and embroidery are also given.

In the month of April of the year under review, Miss Marjorie Stewart, specialist in women's club work in the employment of the South Pacific Commission, was in charge of a two weeks' course at Manokwari for women leaders of women's clubs. Participants in this course included European women leaders from Merauke, Hollandia and Sorong and a Papuan woman leader from Hollandia.

Poor relief

During the year under review f. 175,740 was spent on poor relief, as against f. 228,000 in 1960.

Infant welfare

The Foundation for Protestant Education, the St. Vincent Foundation and the Biak Infant School Association manage institutions for infant welfare. In 1961 these organizations were paid a total of f. 48,782 in subsidies to help them meet their operating costs.

Sport and recreation

The number of registered sports clubs is 267, with a total membership of 6968.

During the year under review the sum of f. 101,000 was made available for sport and recreational purposes. Subsidies were given to help meet the cost of sporting encounters between Netherlands New Guinea and Australian New Guinea, viz. for the tennis matches and yacht races

held at Port Moresby between teams from Netherlands New Guinea and Port Moresby, for the interurban football match held at Merauke between Merauke and Daru and for the school sports contest between Wewak and Hollandia.

The Government was represented at the meeting organized in March at Noumea by the South Pacific Commission, for the purpose of starting the organization of the Pacific Games to be held every three years.

In view of the first such Pacific Games, to be held at Suva in 1963, the National Sport Federation Foundation has been set up, which functions as the coordinative territorial sports organization and prepares participation of the Territory in the games in collaboration with the South Pacific Games Council.

Passages to the Netherlands for emergency social cases

During the year under review 47 persons were sent to the Netherlands at Government expense as social and socio-medical emergencies, whilst 136 persons were given an interest-free advance for the costs of a passage from Netherlands New Guinea to the Netherlands.

Prostitution

Prostitution occurs only sporadically.

I. PREVENTION 1. CRIMINALITY OF CRIME

The pattern of criminality varies from region to region, depending on the one hand on the degree of administrative influence and on the other hand on the character of the original culture.

In some cultures warfare (head-hunting) occupied an important and sometimes a central place, whilst in the whole Territory the Papuans took the law into their own hands almost entirely when settling disputes.

Assault, crimes of violence and crimes of morals occupy the principal place in the statistics of crime.

However, nowhere does crime form a problem that has got out of hand.

When cases are tried the punishments are adapted to the degree to which the population have already become acquainted and familiar with the new forms and standards of justice.

Juvenile delinquency, by which is understood criminality of young persons up to and including the age of sixteen, occurs to a very limited extent only, and then mainly in the urban centres. The most common offences are theft, assault and crimes of morals, theft being the main category.

The extent of juvenile delinquency is not such that it is necessary to have special juvenile courts.

However, the law offers the possibility of a juvenile delinquent not being tried, but being placed at the disposal of the Government, which then takes measures to educate the person concerned.

For a survey of the criminal cases tried by the Government courts and by the Papuan judges during the year under review, and of the number of persons tried, see Appendices XXXII, XXXIII and XXXIV.

2. PENAL SYSTEM

a. Prison population

For this see Appendices XXXV and XXXVA.

b. Organization of prisons

The prisons are divided into two categories, viz. central and local prisons. The general administration of the central prisons is in the hands of the Director of Internal Affairs, and that of the local prisons is the responsibility of the Residents. The requirements which these prisons must satisfy are laid down by the Director of Internal Affairs.

The same penal system, based on the Penal Institutions Regulations, applies in all prisons. See Appendix XXXV.

c. Penal system

Imprisonment and detention are served communally.

Discipline is maintained by the imposition of disciplinary punishments, viz. solitary confinement (for not more than fourteen days) and curtailment of privileges. Corporal punishment is forbidden.

d. Remission, work, privileges

Prisoners work both inside and outside the prisons.

In the event of good conduct various privileges are granted, including a bonus for work done.

As a reward for constant good conduct, annual remission of three months' imprisonment is given.

In Hollandia Prison two vocational courses are given, one in carpentry and one in tailoring.

Furthermore, in a number of prisons elementary education in reading and arithmetic is given to the illiterates.

Reference should also be made to the possibility of provisional release on condition of good conduct.

e. After-care of discharged prisoners

The Central Board for the After-Care of Discharged Prisoners and a Local After-Care Committee are situated at Hollandia. Outside the capital the administrative officials are responsible for this work.

The Central Board for the After-Care of Discharged Prisoners advises the Director of Social Affairs and Justice on provisional release and on all fundamental matters regarding after-care. The Central Board – in consultation with the Director of Social Affairs and Justice – promotes after-care of discharged prisoners in general.

The Local After-Care Committee has the task of aiding discharged prisoners, for whom it helps to find work and, if required, accommodation as far as possible. It also has the duty of advising the Director of Social Affairs and Justice on proposals for provisional release. On request it advises and informs the competent authority on instances of provisional release and on the special conditions with which those released may be made to comply.

A person sentenced to imprisonment can be provisionally released when two thirds of his sentence and also at least nine months have elapsed. He is then put on probation for a given period, during which he has to satisfy certain conditions. If he does not satisfy these conditions whilst he is on probation, the provisional release may be cancelled and he may be returned to prison to serve that portion of his sentence that was outstanding when he was provisionally released.

In that case the time that has elapsed between the provisional release and the resumption of imprisonment is not deducted from the length of the sentence. During the year under review fifteen Papuans were provisionally released, whilst the provisional release of four Papuans was cancelled after some time.

J. PUBLIC HEALTH

1. ORGANIZATION

Public health care is the responsibility of the Government. A number of missionary societies do medical work, for which they receive a subsidy from the authorities.

The Territory has 22 medical districts. Each medical district has a hospital or some other admission facility and a number of out-patient clinics, with a medical staff under a doctor who is directly responsible to the Director of Public Health.

Special sections of the Department of Public Health for the whole Territory are those for the control of endemic diseases (malaria, yaws, tuberculosis and leprosy), maternal and child welfare and health education. There are also section for the training of Papuan medical personnel, for dental care, pharmaceutical supplies and the care of mental defectives, together with a Central Medical Laboratory.

The heads of these sections are likewise immediately subordinate to the Director.

At the Central Office the Director is assisted by the Subdirector and also by three Government doctors, who are responsible for the following:

- hospitals
- environmental sanitation
- nutrition
- international health matters
- quarantine and smallpox control
- documentation and statistics
- matters concerning medical examinations
- library.

The administrative staff of the Central Office attends to general affairs, staff matters, financial and budget affairs and technical matters.

Collaboration with other Departments takes place in, among other bodies, the Nutritional Council, made up of experts in agriculture, education, public health and administration. With regard to environmental sanitation there is close cooperation with the Department of Public Works.

2. PERSONNEL

The number of doctors and dentists in Government service in Netherlands New Guinea in the year under review was 66 (1960: 63). Furthermore, a number of mission doctors do work on behalf of the population.

The job breakdown of the doctors in Government service in 1961 was as follows:

A. Central Office	: 5
B. Preventive Sections	
Malaria control	: 3
Yaws control	: 1
Tuberculosis control	: 4
Leprosy control	: 2
Maternal and child welfare	: 1
Health education	: 1
Central Medical Laboratory	: 1
C. Medical Care	
Surgery	: 2
Internal medicine	: 2
Ophtalmology	: 1
General service	: 40
Dental surgery	: 4
Total	: 66

For a complete list of medical personnel see Appendix XXXVI and for a table showing staff directly available for the medical care of the population in the years 1954 - 1961 see Appendix XXXVI A.

3. EXPENDITURE ON PUBLIC HEALTH

The costs of medical care*) in recent years have been the following:

1953	f. 3,209,000	(index)	100
1954	f. 4,400,000		137
1955	f. 5,900,000		184
1956	f. 6,300,000		198
1957	f. 6,800,000		212
1958	f. 7,000,000		218
1959	f. 7,500,000		233
1960	f. 8,700,000		271
**) 1961	f. 10,500,000		327

*) excluding indirect costs of personnel and transport

**) budget figure.

In the year under review the sum of f. 1,485,320 was spent on capital construction on behalf of the Department of Public Health.

Private bodies were given Government subsidies totalling f. 373,200 (1960: f. 323,000) on behalf of medical aid to the population.

The aid received from UNICEF during the year under review was:

for malaria control	f. 140,500
for environmental sanitation	f. 15,300
for maternal and child welfare	f. 96,400

Total f. 252,200 (1960: f. 191,000).

4. HOSPITALS

The number of Government hospitals is 21 (1960: 19), whilst one hospital is run by the Protestant Mission; the number of Government out-patient clinics is 112 (1960: 112), of which 91 (1960: 88) are rural out-patient clinics (four with admission facilities).

The total number of beds in the hospitals and out-patient clinics is now 1168 (1960: 1164). The number of nursing days in 1961 was 296,224.

The number of beds in the "Irene" psychiatric clinic is 48, and the number of nursing days was 16,646.

In the leproseries 544 patients were being nursed at the end of 1961, with 193,351 nursing days.

The number of curative treatments given at out-patient clinics, rural out-patient clinics and during tours by doctors and nurses totalled 1,051,104 in 1961 (1960: 1,033,789). For further details see Appendices XXXVII and XXXVIII.

During the year under review a start was made with the construction of a new 130-bed hospital at Biak. New wards were finished at Ajamaroe and Wasior. The final drawings for the Medical Centre at Hollandia, and also the draft plan for a new hospital at Manokwari, to be paid for out of the EEC Development Fund, were submitted. The leproseries at Seroei, Kaimana and Merauke commenced operations.

The supplying of the hospitals, out-patient clinics and the sections of the Department as regards medicine, dressings, medical instruments, insecticides and chemicals is the function of the *Pharmaceutical Supplies Section*, headed by a pharmaceutical chemist. The turnover during the year under review was f. 1,200,000.

A total of some 106,000 kg of medicines, etc., were sent to places outside Hollandia.

Some of the medicines are prepared in the Central Dispensary, which possesses modern equipment. The medicines are made up by three certificated Papuan junior pharmacists, under the supervision of an assistant pharmacist.

In the chemical laboratory medicines supplied both from the Netherlands and from the Central Dispensary are regularly checked. Further, regular dietary investigations are made, and drinking water is also chemically analysed.

In the *Central Medical Laboratory* investigations are made on behalf of the entire Territory. The available laboratory space was extended by a department for nutritional research, whilst separate departments were formed for tuberculosis research and general bacteriological research. Collaboration with research centres in the Netherlands and the USA was intensified.

There were 12,565 determinations in 1961, made up as follows:

General bacteriological examinations	1,846
Tuberculosis examinations	7,370
General serology	573
Lues serology	996
Yaws serology	1,084
Clinical examinations	579
Drinking water analyses	54
Miscellaneous	63
Total	12,565

Dental Care has treatment centres at Hollandia, Biak, Manokwari, Merauke and Sorong. The smaller places are also visited regularly. The total number of treatments in 1961 was 17,974.

5. TRAINING AND EDUCATION

The following courses are given for medical personnel in Netherlands New Guinea:

1. Nursing School:

5 years

Trains nurses, Netherlands New Guinea diploma, in three categories, viz.:

- male or female hospital nurse
- Public Health nurse
- midwife.

Entrance requirement: continuation school diploma.

Number of pupils at the end of 1961: 149.

2. *Course for male or female orderly*

(formerly auxiliary nurse)

2 years

Trains hospital orderlies.

Entrance requirement: continuation school diploma.

Number of pupils at the end of 1961: 160.

3. *Course for female maternal and child welfare nurse*

(formerly infant welfare nurse)

2 years

Trains on behalf of the Maternal and Child Welfare Section. Work at village level.

Entrance requirement: continuation school diploma.

Number of pupils at the end of 1961: 72.

4. *Course for male or female mental orderly*

(formerly male or female mental nurse)

2 years

Trains orderlies for the psychiatric clinic.

Entrance requirement: continuation school diploma.

Number of pupils at the end of 1961: 9.

5. *Course for laboratory technician*

(formerly laboratory assistant)

3 years

Trains independently working staff for the hospital laboratories.

Entrance requirement: continuation school diploma.

Number of pupils at the end of 1961: 6.

6. *Course for malaria control assistant*

3 years

Trains independently working laboratory staff for the Malaria Control Section.

Entrance requirement: continuation school diploma.

Number of pupils at the end of 1961: 10.

7. *Course for junior pharmacist*

3 years

Trains independently working personnel for hospital dispensaries.

Entrance requirement: continuation school diploma.

Number of pupils at the end of 1961: 9.

8. *Course for female dentist's assistant*

2 years

Trains dentist's assistants with limited task.

Entrance requirement: continuation school diploma.

Number of pupils at the end of 1961: 2.

Since 1954 the following diplomas have been awarded:

male or female nurse, Netherlands New Guinea diploma, three categories	194
male or female orderly	177
female maternal and child welfare nurse	166
male or female mental orderly	18
laboratory technician	23
malaria control assistant	15
junior pharmacist	22
female dentist's assistant	-

A Papuan pupil with the diploma of the intermediate secondary school was admitted to the course for auxiliary doctor at the Medical School of Port Moresby. The total number of Papuan pupils studying in Port Moresby has thus increased to eight.

Three pupils with the intermediate secondary school diploma left for *Suva* to begin their studies at the School for Auxiliary Dentists, thus bringing the total studying there to five.

The following were sent to the Netherlands:

two junior pharmacists for further training as assistant pharmacists;

two laboratory technicians for further training as analysts;

one young man to be trained as a dental mechanic.

The year 1961 was an important year for the training of nurses, Netherlands New Guinea diploma. In September 1961 the Nursing School was opened as part of the Central Hospital at Hollandia.

The training system was completely transformed and adapted to modern views with regard to courses in general and courses for nursing personnel in particular. Three Dutch nurses with Netherlands diploma were attached to this course as full-time instructors. Two of them are graduates with the Diploma of Nursing (Certificate of Teaching in Schools of Nursing), New Zealand.

The course for public health nurses was improved. For further details of the courses see Appendix XLII.

6. DEMOGRAPHIC DATA

See what is said about this in Chapter I, section C, Population.

7. ENDEMIC DISEASES

Malaria and filariasis

The malaria control project was continued with support from the WHO and the UNICEF.

The progress that has been made – in various regions transmission has been interrupted – led to the institution of malaria case detection and supervisory measures in several regions, comprising over 80,000 persons by the end of 1961. These measures have proved of importance in the tracing of the remaining transmission foci. It is the intention to introduce these measures in other areas in 1962.

In 1961 the campaign was extended according to plan. By the end of 1961 a total of 250,000 persons were under the protection of insecticides, whether or not combined with mass treatment.

In consultation with the Regional Bureau of the WHO at Manila it was decided to propose that the existing campaign be converted into a pre-eradication programme. A draft plan of operations for 1962/1963 was submitted for this purpose.

The medicated salt project was continued in the districts of Arso, Waris and Upper Tor, whilst a start was made with the distribution of medicated salt in the East Coast district (Sarmi). These projects have made an important contribution to assessment of the method. For the time being the value of the method for the conditions prevalent in Netherlands New Guinea seems limited.

The entomological research project, for which a grant was received from the WHO, got going. The first data have meanwhile become available. Routine examinations made regular progress.

Special stress was laid on the training of Papuan personnel.

A number of Papuan squad leaders were appointed. The laboratory technicians were given continued in-service training in connection with their future task in the direction of the supervisory measures.

In August the Second Interterritorial Malaria Conference for the South-West Pacific was held at Hollandia. This was attended by representatives of Australian New Guinea and the British Solomon Islands, whilst the Regional Bureau of the WHO at Manila also sent a delegate. Besides the many common technical and operational problems, collaboration along the frontiers was discussed.

A malaria control assistant from Australian New Guinea is attending a continued malaria course at the Department in Hollandia.

In the field of filariasis control the extremely favourable result of the project at Inanwatan led to the implementation of a similar control project in the Kokoda area.

Yaws

By mid 1961 the contractual agreement with WHO/UNICEF, under which 400,000 persons had to be treated in the initial mass campaign, had been fully complied with. By the end of 1961 this number was 401,778 persons.

Further expansion of the mass campaign is meeting with practical difficulties, through the inaccessibility of the Territory and the difficulty of getting at the population. In the Central Highlands, too, it was not possible to start a mass campaign. In these areas, too, it is proving that systematic treatment at out-patient clinics is gradually reducing the number of sufferers from yaws. In 1961 2570 yaws patients were treated in the Central Highlands (1960: 3605 patients).

Yaws in the areas reached by the mass campaign is now only sporadically observed. Districts from the subdivisions of Hollandia, Nimboran, Keerom and Merauke were added to the consolidated areas.

A population of some 130,000 persons now live in areas where yaws has been almost entirely eradicated. In the remaining areas annual resurveys are still being performed. In all 164,000 persons were contacted, of whom 139,591 were examined, 357 cases of infectious yaws (¼%) being found.

Tuberculosis

During 1961 the central detection team were able to examine 23,356 persons out of 25,274 persons who could be reached. Of these, 19,430 were old enough for photofluoroscopy.

The number of chest clinics is now nine, all with full-time personnel.

The facilities for X-ray examination scattered throughout the country were extended from 13 to 19.

By the end of 1961 a total of 2680 patients were receiving out-patient treatment. With a total capacity of 180 beds, 450 patients were able to undergo clinical treatment.

In the central register, in which only bacteriologically checked cases appear, 522 cases were recorded: 474 Papuans and 48 non-Papuans; this brought the total of registered cases to 2601 Papuans and 370 non-Papuans.

In the fourth quarter of 1960 a pilot campaign was performed for a comparative study with thermolabile liquid vaccine and thermostable freeze-dried glutamate vaccine.

The progress of the conversion of those vaccinated in the area concerned was closely followed for a year. The results of the investigation are now known: it has been decided to start using freeze-dried glutamate BCG for the whole country in 1962. This makes it possible to include in the mass BCG campaigns areas which so far have been inaccessible to the thermolabile wet vaccine.

The situation of the revaccination campaigns may be given as follows:

	Tested	Vaccinated
1st vaccination campaign	691	369
2nd vaccination campaign	16,167	5,808
3rd vaccination campaign	4,820	1,367
4th vaccination campaign	11,587	3,321
5th vaccination campaign	6,835	1,894
Total	40,100	12,759

Leprosy

In the last five years a general inventory has been taken of leprosy, in which the two doctors working in the Leprosy Control Section, in cooperation with the local Government doctors, examined the Territory village by village and house by house.

It has been found from this that the greater part of the coastal strip is infected, whilst the Central Highlands may still be described as free from leprosy.

The total number of leprosy cases at the end of 1961 was 5246 (of which 852 were lepromatous cases). The equivalent figures for the end of 1960 were 4685 and 761 respectively.

There are two forms of treatment: the tuberculoid ("non-infectious") cases in out-patient clinics and the lepromatous ("infectious") cases in treatment centres (leproseries).

Owing to the fact that all Papuan student nurses and already certificated Papuan nurses are gradually having a tour of duty in one of the leproseries, the number of places where DDS treatment can be given is growing every year, until ultimately all the rural out-patient clinics will have such facilities.

Moreover, Papuan nurses are centrally stationed in six large leprosy centres. These nurses exercise general supervision of diagnosis, treatment and registration of the patients in hospital and rural out-patient clinics, and pay special attention to patients discharged from leproseries.

The total number of tuberculoid cases receiving out-patient treatment in Netherlands New Guinea rose from 8 in 1952 to 791 at the end of 1961 (1960: 630).

The lepromatous cases are treated in the five treatment centres (leproseries) at Sorong, Wasior, Seroei, Kaimana and Merauke. The total number of patients admitted at the end of 1961 was 544 (1960: 482).

The total number of nursing days in the leproseries was 193,351 (1960: 163,405); the number of nursing days in the hospitals in the leproseries was 13,794 (in 1960: 10,612).

In 1961 136 patients were discharged from the leproseries, thus increasing the total of patients receiving after-care as at 1 January, 1962, to 351.

The return to the community nowhere created difficulties.

The leproseries at Kaimana and Merauke were officially opened during the year under review, and the Seroei leproseries was completed. All the leproseries are occupied and are in full use.

Much support was received from charity, including gifts of 10 houses for patients, 3 tuberculosis pavilions, 1 boarding establishment for children and 1 out-patient clinic.

In the Sorong, Wasior and Merauke leproseries there are village schools. Moreover, during the year under review a continuation school was opened in Sorong. In all 85 children are attending these schools.

Much attention is being paid to sport and recreation.

In all leproseries it is now possible to do paid work, with which a start was made in 1960 in the Sorong leproseries. All patients are incorporated in this, except the children. The principal forms of work are farming, fishing and stock-breeding, together with home industries. Besides free accommodation, food, clothing and treatment the patients receive a monthly payment varying from 10 to 30 guilders.

The families left behind by patients admitted to the leproseries qualify where necessary for social assistance from the Government. To support these social measures the assistance of a Social Work official was obtained.

The second doctor of the Leprosy Section left for a 3-month WHO fellowship in the Philippines, Thailand, Malaya, Singapore, Hongkong and India.

At Sorong a leprosy conference was held, an annual opportunity for contact between the two section doctors and the five heads of leproseries.

Smallpox

During the year under review there were no cases of smallpox. The existing vaccination situation was kept at the same level. The internationally approved RIV smallpox vaccine replaced the Bandung vaccine. The number of vaccinations was 62,657, of which 14,059 were for the first time.

Other infectious diseases

This year, too, no cases of quarantinable diseases occurred.

The following diseases occurred in epidemic form:

influenza	2436 cases reported
measles	2326 cases reported
mumps (parotitis epidemica)	1286 cases reported
whooping cough	1405 cases reported

Influenza or influenza-like diseases occurred this year in epidemic form, but on the whole mildly. This was also true of the measles epidemic. The mumps epidemic of 1960 ended in 1961.

A serious whooping cough epidemic with a large number of fatal cases afflicted the population of South New Guinea. Mass whooping cough vaccination prevented the disease from spreading further.

The following diseases are endemic:

amoebic dysentery	543 cases reported
bacillary dysentery	758 cases reported
infectious diarrhoea	5629 cases reported
chickenpox	951 cases reported

The following diseases occurred only sporadically:

diphtheria	0 cases	paratyphus	25 cases
encephalitis	9 cases	poliomyelitis	1 case
gonorrhoea	12 cases	syphilis	0 cases
hepatitis infectiosa	148 cases	scrub typhus	18 cases
meningitis	10 cases	enteric fever	23 cases

8. STATE OF NUTRITION AND HEALTH EDUCATION

The most important nutritional problem is the shortage of protein in the population's daily diet.

During the year under review particular attention was devoted to this deficiency. Analyses were made of the most common foodstuffs. Further, the eating of food rich in protein was greatly publicized. In particular the importance of using the good and inexpensive skimmed milk powder was stressed. A considerable increase in the consumption of legumes was perceptible; the population were given advice and information on how to incorporate legumes into their diet.

The staple diet changed to some extent in that in the urban centres in particular the population are already spending about 14% of their income on rice. The imported rice is vitaminized.

On behalf of the sago staple diet a baking mould was designed and tested. Since this mould was completely accepted by the population, it will be possible to put them on the market at a low price. Tests were also made with sago grinders to replace the tiring sago-beating.

Since the sweet potato is the main item of diet in the Central Highlands, an investigation was made into the protein content and the amino acid composition of the tubers and the leaves, which are eaten as a vegetable. In South New Guinea the cultivation of the root crop *Dioscorea aculeata* (kembili) was particularly promoted.

In order to allow the population to have more animal protein, sheep and poultry were issued, fish fry was distributed after ponds had been laid out and information was given on the keeping of pigs.

Publicity for the planting of nut-trees and other fruit-trees was intensified. The first harvest of cashew nuts took place.

Since the nutritional situation of the population is not only determined by the daily diet, but also by diseases, such as malaria and parasitical intestinal diseases, stress was laid among other things on the maintenance of the general health and hygienic measures.

An illustrated guide was issued among housewives.

Diet investigations at continuation schools and in other training institutes, police barracks and the like took place.

In December 1961 a start was made with the goitre investigation in the Central Highlands.

9. PRINCIPAL CAUSES OF DEATH

Premature birth, malnutrition and diseases of the intestinal and respiratory system still prove to be the principal causes of infant mortality. Among the other age groups pneumonia, intestinal complaints and malignant growths play an important part.

10. ENVIRONMENTAL SANITATION

The village hygiene project prepared in previous years, a pilot and demonstration project for environmental sanitation, was put into effect during the year under review.

For this purpose the WHO made available a sanitary engineer, provisionally for a period of two years. UNICEFF gave materials to the value of \$ 16,500. The Government supplied supplementary material and made a senior official available as counterpart for the WHO engineer. Four Papuan junior technical school graduates started training as junior sanitary officers.

The pilot project comprises 16 villages on the Schouten Islands with a total population of some 6000. The preparatory technical investigation in these villages was concluded in the year under review with the aid of the local population, whilst a start was made with the construction work proper.

The most important task relates to the provision of water of reliable quality and in sufficient quantities. The investigation has shown that the laying of water mains in many cases need not be more expensive than the digging of water wells. Other items on the programme are the construction of latrines for a reliable removal of faeces, the provision of bathing and washing facilities and the removal of domestic refuse by the construction of compost pits.

The Biak-Noemfoor regional community is closely concerned with this project. The Regional Council made the sum of f. 30,000 available for 1962 for the procurement of materials on behalf of other villages on the Schouten Islands which have not been included in the WHO pilot project.

11. MATERNAL AND CHILD WELFARE

As in past years, the improvement of the health of mothers and children was entrusted to the Maternal and Child Welfare Section.

At the beginning of the year under review the pedologist made available by the WHO, Dr. H.M. C. Poortman, arrived. He will assist the Section for a year as adviser. The matron who went to the United States in 1959 on a WHO fellowship resumed her work during the year under review.

The activities of the Maternal and Child Welfare Section were further expanded during the year under review. At the end of 1961 103 maternal and child welfare nurses and 3 midwives, Netherlands New Guinea diploma, were active.

The activities of the Section during the year under review (with the achievements of previous years between brackets) were as follows:

	1961	1960	1959	1958	1957	1956
Consultations regarding						
infants	77,811	(68,142)	(59,777)	(52,364)	(42,077)	(25,078)
toddlers	106,612	(105,347)	(88,317)	(47,422)	(37,055)	(22,807)
expectant mothers	22,745	(17,912)	(16,693)	(12,367)	(11,821)	(5,229)
Deliveries	2,521	(1,901)	(1,710)	(1,397)	(1,374)	(1,146)
Home visits	78,405	(63,105)	(48,142)	(24,000)	(12,000)	(4,782)
Population covered by section	80,000	(57,000)	(55,000)	(50,000)	(44,300)	(41,000)

During the year under review an investigation was instituted in those areas where the Section is continuously active into the mortality rate among infants. The following data were obtained for the period October 1960 - September 1961:

(in the following statistics the terminology used by the WHO is followed)

Centre	Attended deliv.	Unattended deliv.	Twins	Maternal death	Still-birth
Hollandia-town	374	49	7	-	13
Sentani-distr.	223	84	13	-	8
Nimboran-distr.	45	83	5	-	2
Depapre-distr.	48	42	1	1	1
Demta-distr.	25	44	1	2	2
Schouten-Island	391	249	8	1	18
Japen-Island	277	215	4	2	17
Manokwari-town	283	91	8	-	10
Merauke-town	201	20	1	1	6
Okaba-distr.	104	61	2	2	7
Moeting-distr.	22	8	-	-	-
Kimaan-distr.	43	98	3	2	5
Fak Fak-town, and district	36	110	3	3	6
Teminaboean-town and distr.	36	69	1	1	2
Total	2108	1223	57	15	97
	Death 0 - 1 day	Neon. 1 day- 1 month	Post neon 1 - 12 months	Infant mortality in o/oo	1959- 1960
Hollandia-town	3	6	12	50	54
Sentani-distr.	2	11	22	111	124
Nimboran-distr.	1	5	5	84	62
Depapre-distr.	1	1	6	89	74
Demta-distr.	-	5	5	147	200
Schouten-Island	5	24	30	93	63
Japen-Island	7	11	13	64	94
Manokwari-town	4	7	12	62	49
Merauke-town	1	3	8	55	54
Okaba-distr.	2	4	6	73	153
Moeting-distr.	1	1	2	133	170
Kimaan-distr.	4	3	12	136	140

	Death 0 - 1 day	Neon. 1 day- 1 month	Post neon 1 - 12 months	Infant mortality in o/oo	1959- 1960
Fak Fak-town and distr.	1	2	14	119	-
Teminaboean-town and distr.	3	1	10	133	-
Total	35	84	157	64	86

The training of midwives, which started in 1960, first in Iananwatan, for the time being as an experiment, and later in the districts of Sentani and Demta (subdivision of Hollandia) was continued in the year under review. Courses were given at Netar (Sentani) and at Seroei. In all over 100 midwives have now been trained.

For the supervision of the maternal and child welfare nurses a start has been made with using Papuan nurses. A start has also been made with a post-graduate course of one year for the best maternal and child welfare nurses.

From 17 to 23 March, 1961, the second national conference for maternal and child welfare nurses was held at Merauke. This coincided with the conference of regional doctors for South New Guinea.

The distribution of milk was considerably extended. At present UNICEF powdered milk is being issued to more than 12,000 consumers.

Besides the skimmed milk further material assistance was received from UNICEF in 1961, too.

K. COMMUNITY DEVELOPMENT

Community development is a method of approach forming part of development policy, in which efforts are made to improve the standard of living of not only the individual but also a whole community through self-activity. In this social and economic measures are applied, coordinated with education in the widest sense of the word.

It is in essence training for independence and the fostering of a feeling of solidarity by furthering changes in the population's ideas and actions in such a sense that the Papuans themselves come to play an active part in promoting their own interests.

In Netherlands New Guinea efforts are being made in a variety of ways to put this idea into practice. Needless to say, an important part in this has to be played by education and the popular information service. Furthermore, the various departments give specific information in the fields of cooperatives, agriculture, fisheries, stock-breeding and public health.

There is no separate organization for community development. Community development is as it were incorporated in the existing machinery of government. The general coordination of the various activities in the field of community development is performed centrally by a planning committee and is exercised at regional level by the resident and the subdivision head. Both the New Guinea Council and the regional councils and informal local advisory bodies have a say in outlining the policy of community development.

Separate aspects which relate to community development are the development of local autonomy at village and regional level, the foundation of social centres and clubs in urbanized places, cooperatives and agricultural regional projects, which are dealt with elsewhere in this Report.

Particularly promising results have been obtained with the agricultural regional projects, in which, especially in the initial stages, stress is laid on the economic aspect, in particular agricultural development, as a basis for progress in other fields (see Chapter II, section B. 11, "Agricultural Regional Projects").

As a necessary complement of stressing the economic aspect of community development, very great attention is paid to the creation of a Papuan cadre and a Papuan elite.

Within the framework of Dutch Australian administrative cooperation, an administrative official and a Government ethnologist took part in a seminar devoted to community development which was organized during the year under review by the Australian School of Pacific Administration at Sydney.

CHAPTER IV

EDUCATION

A. THE GENERAL EDUCATIONAL SITUATION

1. AIMS AND PROBLEMS

Education in Netherlands New Guinea has a dual purpose: in the first place the giving of basic education for the spiritual and social development of the population; in the second place the training of a sufficient number of officials to fill appointments with the Government and private enterprise and of other persons who can direct social and cultural development.

As already explained elsewhere in this Report, the difficult natural conditions and the great isolation in which the population of Netherlands New Guinea have lived for centuries are the reasons why the Papuan community has been able to develop only slightly in material, social and cultural respects. Even today the Papuan community is characterized by a fragmented structure. The Papuans have no alphabet of their own; a common language has not been able to develop.

In the fulfilment of its tasks in the field of education the Government is therefore faced with many problems. It is confronted with great differences in development of the Papuan community, not only the differences of long standing in the cultural field between the various Papuan sections of the population, but also those proceeding from the intensity and the duration of contact with Western culture.

In the rural districts, in particular in the regions only recently brought under administration, only the very simplest (three-year) education proves to be possible, and only little attention can be given to scholastic subjects, having regard to the still low standard of development of the population. Where development has advanced further, normal primary education with three-year and sometimes four-year courses is given. The more gifted pupils are selected for the three-year continuation school, which rounds off the three-year village education to six-year primary education and prepares the pupils for continued education and vocational training.

In the urban centres, where the population have been in contact with Western culture more intensively, and for a longer period, six-year primary education is general.

Towards the end of 1960 a new educational plan was drawn up, the implementation of which was prepared during the year under review. This plan provides for seven-year primary education in two phases. All children will first of all receive primary education for four years, after which a selection will be made. The more gifted children will then complete the full seven years of education with three years' supplementary primary education, after which various opportunities will be equally open to all the children for general or specialized secondary educations. Those children who prove not to possess the necessary capabilities for this supplementary education will receive a more practical form of final education.

The three-year education following on the first (four-year) phase of the seven-year primary education will be given at schools with boarding establishments, the present-day continuation schools, and at schools without boarding establishments, the present-day central village schools. The number of central village schools will be greatly expanded in the years to come. The curriculum of both types of school is the same.

The six-year urban primary school, the primary school B, will be converted into a seven-year school, in which the first and second phase of primary education will be combined. Here too a selection as described above will take place after the fourth school year.

In this way primary education in the urban centres and in the country will be placed on the same level, which will be to the benefit of a more harmonious development of the Territory.

After the seven-year primary education there are the following possibilities of further education:

- a. secondary education, viz. the four-year intermediate secondary school, on which the three-year Papuan secondary school follows. The leaving examination of this Papuan secondary school will admit those who pass it to university studies.
- b. technical and vocational education, viz. for boys the junior technical school and for girls the domestic science school.
- c. the course for village teachers.

Certificated village teachers with the necessary aptitude can obtain entrance to the teachers' training college via a one-year transitional class. The training college educates Papuan teachers

to a level at which they are able to replace Dutch teachers. The normal entrance requirement is possession of the diploma of the intermediate secondary school.

Great attention is being paid to the further training of persons to play a leading role in public service and in business, including those who are already active in the community. This further training is being given on the one hand in the Territory itself (see Section A.4 of this chapter and Appendix XLII), and on the other hand outside it, at various educational institutions and training centres in the Netherlands and in the South Pacific (see Section I of this chapter).

Besides the education described above, which is specially intended for the Papuan population of Netherlands New Guinea, the authorities also provide education for Dutch children.

This education has the following types of schools: the six-year primary school A, the four-year advanced primary school and the five-year secondary school. The curricula of these schools are identical with those of the same schools in the Netherlands, and the diplomas are equivalent to their Dutch counterparts. There are no institutions of higher education.

The above general education, and also the professional and vocational training courses, are to a considerable extent entrusted to the Protestant and Catholic Missions, which have long fulfilled an important task in the acculturation of the population. Private education (like public education) is under the supervision of the Inspectorate of Education. The expenditure on education by private bodies is fully subsidized by the Government if this education satisfies certain minimum requirements. The Government courses do not come under the Inspectorate of Education, but under the supervision of the Government department concerned.

Besides the above education fully subsidized by the authorities there are numerous private schools and courses, most of them village schools run by the Catholic and Protestant Missions in areas only recently brought under administration, at which the teaching does not comply with legal requirements. A number of these private schools and courses are given a partial or an endorsing subsidy by the Government.

Anyone, irrespective of race or origin, religious convictions or colour of skin, has access to any institute of education.

With the exception of the primary schools in the urban centres, the advanced primary schools and the secondary school, at which modest school fees are charged in accordance with the means of the children's parents (below a certain income no school fees are charged), education, both general and vocational, is free of charge. The same applies to the Government courses.

There is no compulsory school attendance. In the more advanced areas, where education is already a familiar, well-known element of the community and where practically every child of school-going age is receiving education, this is superfluous; in the other regions, where the parents do not as yet realize the importance of education for their children or are only gradually learning to see it, compulsory school attendance is impossible to comply with.

It is therefore not considered opportune for the time being to introduce it.

2. PUBLIC AND SUBSIDIZED PRIVATE EDUCATION

A survey of schools managed by the Government and by the various school administrations is given in Appendix XL.

Education comprises the following:

	Public	Subsidized
<i>a. General education</i>		
Village schools	2	710
Central village schools and continuation schools	3	22 1)
Primary schools B	4	17
Primary schools A	9	9
Intermediate secondary schools	1	6
Advanced primary schools	5	2
Secondary schools	1	—
<i>b. Technical and vocational education</i>		
Junior technical schools	1	3
Domestic science school	1	—
Training schools for village teachers	—	8 2)
Teachers' training college	1	—

1) of which two schools have complete parallel departments.

2) of which one school has a complete parallel department.

3. UNSUBSIDIZED EDUCATION

Appendix XLI gives data on unsubsidized education.

Both the Protestant and the Catholic Mission are extremely active in the areas newly brought under administration. This results among other things in the opening of small mission schools, which are important for the propagation of Christianity.

In the initial stages the teaching at these little schools is directed solely towards accustoming the children to some measure of discipline and regularity. Together they learn to play, sing and work in the school garden. At the same time simple religious instruction is given. Gradually the pupils can be introduced to reading, writing and arithmetic.

In a more advanced stage the level required for subsidization is ultimately reached. This means recognition as a full school.

During the year under review 28 such schools were recognized as village schools.

There are 496 unsubsidized village schools managed by the following missionary societies and congregations: the Missionary Society of the Netherlands Reformed Church (the ZNHK), the Molucca Protestant Church (the MPK), the Baptist Mission Council (the DZR), the Christian and Missionary Alliance (the CAMA), the Regions Beyond Missionary Union, the Baptist Foreign Mission, Unevangelized Fields Mission, the Protestant Molucca Mission (the ZPM), the Apostolic Vicariate of Hollandia (the AVH), the Apostolic Vicariate of Merauke (the AVM) and the Evangelical Church (the ECK).

The teachers at these schools are almost entirely Papuans. Hardly any of them have teaching qualifications. Most of them are trained at the (Protestant) Evangelist School at Ransiki or at the (Catholic) Catechist Schools at Kepi and at Kenandega (Waris area).

Furthermore, the Evangelical Church, in collaboration with the ZNHK, runs a course for native ministers of religion (Theological School), which is located in Hollandia, together with a course for ministers at Seroei.

The Apostolic Vicariate of Merauke runs three courses of a religious nature, viz. a course for catechists at Kepi, the Junior Seminary at Merauke and a course for nuns, also at Merauke. This Vicariate also provides three domestic science courses at Kepi, Mindiptanah and Kimaan, together with a domestic science school at Merauke.

The Apostolic Vicariate of Hollandia runs two courses in carpentry at Kokonao (Mimika) and at Epouto (Wissel Lakes), and three domestic science courses for girls (at Fak-Fak, Kokonao and Epouto), which are three-year and open to girls who have attended a village school.

The Chinese section of the population prefers its own schools with Chinese as the language of instruction. There are now nine Chinese primary schools, viz. at Hollandia, Biak, Sorong-Doom, Sorong-Remoe, Manokwari, Fak-Fak, Kaimana and Merauke (2), run by Chinese societies. Sorong and Manokwari also have five schools run by the Apostolic Vicariate of Hollandia in conjunction with the local Chinese societies.

The St. Vincent Foundation manages seven infant schools, viz. two at Hollandia, three at Sorong, one at Manokwari and one at Biak. The Foundation for Protestant Education runs four infant schools at Hollandia and Manokwari. The Parents' Association at Biak runs an infant school there. The Christian Workers' Union of Netherlands New Guinea (Persekding) manages a Papuan infant school at Hollandia. The MPK runs an infant school at Fak-Fak.

The Government grants an endorsing subsidy to nine infant schools and also to various vocational and domestic science courses.

The following survey gives a picture of the development of unsubsidized education in 1961.

	Number of schools at end of 1960	Added in 1961	Taken off list because:		Number of schools at end of 1961	Remarks
			closed	subsidized		
Infant education	14	4	-	-	18	9 schools with endorsing subsidy
Village education	281	243	-	28	496	
Continuation education	1	-	-	1	-	*) NNGPM schools at Sorong
Primary education	15	-	2 *)	-	13	
Continued education	-	-	-	-	-	

	Number of schools at end of 1960	Added in 1961	Taken off list because:		Number of schools at end of 1961	Remarks
			closed	subsidized		
Vocational training	12	2	-	-	14	endorsing subsidy
Training of village teachers	1	-	-	-	-	
Training courses of a religious nature	5	-	-	-	5	

4. GOVERNMENT COURSES

Various Government departments run training schools and courses, in the first place on behalf of the department itself, but also in the general interest. These courses are fully financed by the Government; the students pay nothing. The courses are not the concern of the Department of Cultural Affairs, and so do not come under the Inspectorate of Education. A number of them are full-time day schools, viz.: the Training School for Indigenous Administrative Officials;

the Central Training School of the General Police;

the Elementary School of Navigation, which during the year under review was converted into the "Institute for the Courses of Transport and Power", housing also the courses of the Post Office, civil aviation and the meteorological service;

the Agricultural School and

the course for junior administrative appointments.

The Training School for Indigenous Administrative Officials is open solely to graduates of the intermediate secondary school. The course lasts two years.

Agricultural education comprises a number of courses for staff and a number of practical agricultural courses. The latter are given at Kepi (South New Guinea), Manokwari, Fak-Fak and on the island of Japen. The aim of these courses is to increase the practical ability of established Papuan farmers.

For further details and information on all existing courses see Appendix XLII.

B. ADMINISTRATION OF EDUCATION

1. THE ADMINISTRATION OF EDUCATION

a. *The Government's administration of education*

The Department of Cultural Affairs consists of three administrative branches, viz.:

- I. General Affairs;
- II. General Inspectorate;
- III. Educational Matters.

The duties of the *General Affairs Branch* include:

1. making the necessary regulations in the field of education;
2. activities of a non-educational nature, such as statistics, financial and staff matters, promoting scientific research, cultural matters and public worship, scholarships and matters concerning the Broadcasting System.

The *General Inspectorate Branch* is concerned with all teaching given at public, subsidized and unsubsidized educational establishments, both general and vocational, with the exception of Government courses and those given by business firms.

The *Educational Matters Branch* has the task of determining the direction which will have to be followed by education, which therefore amounts to planning and research.

b. *The share of the missionary societies in education and their relations with the Government*

The share of the missionary societies in education is very considerable. Reference may be made to the survey given under C. 2. The societies have their own school administrations, which are responsible for compliance with legal provisions and for the standard of the education given.

With regard to the supervision of private education, the Government acts exclusively in consultation with the general school administration of the organization concerned. The Missionary Society of the Netherlands Reformed Church has a general school manager stationed at Hollandia. District school managers are stationed at Ifar, Sarmi, Biak, Seroei, Manokwari and Sorong.

The general school administration of the Molucca Protestant Church, the Baptist Mission

Council, the Christian and Missionary Alliance, the Unevangelized Fields Mission, the Regions Beyond Missionary Union and the Baptist Foreign Mission is entrusted to the general school management of the ZNHK.

The MPK district (including the MPK schools in the South New Guinea division) is under a district school manager stationed at Fak-Fak. The DZR district is managed by a district school manager stationed at Teminaboean, and the CAMA district is run by a district school manager at Enarotali (Wissel Lakes); the district school managers of the UFM, RBMU and BFM are stationed in the Baliem Valley.

The school administration of the Protestant Molucca Mission is located at Merauke.

During the year under review the Catholic Mission in Netherlands New Guinea set up a central Mission bureau, as a result of which the school management of the three Mission districts was placed under one body. Until then the Apostolic Vicariate of Merauke had had a general school manager at Merauke and district school managers at Wendoe, Moeting, Okaba, Kimaan, Mindiptanah, Kepi, Tanah Merah and Agats, and the Apostolic Vicariate of Hollandia had had a general school manager at Hollandia, acting at the same time for the Apostolic Prefecture of Manokwari, and district school managers at Kenendega, Enarotali, Sorong, Foeog, Steenkool, Fak-Fak and Kokonao.

The Protestant Education Foundation, which concerns itself particularly with the education of European children, is established at Hollandia.

The Private Secondary School Foundation, in which the Catholic Mission and the Evangelical Church cooperate, is established at Hollandia.

The costs of subsidized private education are fully reimbursed by the Government, whilst the missionary societies are moreover repaid a considerable percentage of their administration costs.

c. Participation of Papuans in the administration of education

Through their representatives in the New Guinea Council, installed on 5 April, 1961, the population have a right of say in laying down educational policy.

At regional level, too, the population are acquiring via their representatives on the regional councils an increasing influence in educational affairs.

In all there were 816 Papuan male teachers and 25 Papuan female teachers employed in public and subsidized education during the year under review. The chief supervisor is a Papuan. On 1 January, 1962, a further two Papuans were appointed school supervisors.

d. Inspection and supervision

The inspection body, which comes under the General Inspectorate, supervises compliance with legal provisions and the standard of education.

There are five inspection districts. These cover:

- I. the Hollandia division;
- II. the Geelvink Bay/Central New Guinea divisions;
- III. the West New Guinea division;
- IV. the South New Guinea division;
- V. the Fak-Fak division.

In the near future the Central New Guinea division will be split off to form a separate sixth district.

Each district is under the direction of an inspector of education, who is aided by school supervisors for the inspection of village education. There are seven school supervisors, one of whom, with the rank of chief supervisor, is attached to the General Inspector. On 1 January, 1962, a further two Papuans were appointed school supervisors.

Further, supervision is exercised by officials of the administrative service and of Public Works with regard to the material condition of the schools, by Public Health officials as regards health and by Finance officials concerning correct management and spending of the grants.

The above applies to both public and private schools. As regards the latter schools, the school administrations concerned naturally exercise supervision in the first instance.

2. EXPENDITURE ON EDUCATION

I. Government expenditure in 1961

a. Normal expenditure:

General Management and Inspection

Staff	f.	534,500
Materials	f.	395,600

Education of the Population

Staff	f.	4,596,300
Materials	f.	3,611,400

Western Education

Staff	f.	3,044,600
Materials	f.	1,751,200

Vocational Education

Staff	f.	364,500
Materials	f.	566,000

b. Capital expenditure f. 2,859,000

c. Total costs of education f

Staff	f.	8,539,900
Materials	f.	6,324,200
Capital expenditure	f.	2,859,000
		<u>f. 17,723,100</u>

Survey of the total costs of education for the years 1950 to 1961 incl.:

1950: f. 3,080,332	1956: f. 7,250,041
1951: f. 3,114,000	1957: f. 9,840,345
1952: f. 3,850,900	1958: f. 9,454,617
1953: f. 4,128,842	1959: f. 10,879,680
1954: f. 5,926,202	1960: f. 12,848,000
1955: f. 6,555,010	1961: f. 17,723,100

The above figures incorporate only the expenditure on education falling within the scope of the Department of Cultural Affairs. They leave out of consideration expenditure relating to the vocational courses coming under other departments.

For the average costs per pupil per year for each type of school separately, see Appendix XL. The amounts given in this appendix do not include the indirect costs of staff, the costs of the inspectorate, depreciation on the capital value of equipment and the costs of new buildings.

II. Expenditure by the private organizations in 1961

Apostolic Vicariate of Merauke	} together	approx. f. 300,000
Apostolic Vicariate of Hollandia		
ZNHK, MPK, DZR, CAMA, UFM, BFM		approx. f. 300,000
St. Vincent Foundation		approx. f. 25,000
Protestant Education Foundation		approx. f. 10,000
Private Secondary School Foundation		<u>approx. f. 15,000</u>
	Total	<u>approx. f. 650,000</u>
	1960	approx. f. 900,000

The drop in the total is caused by the fact that the NNGPM has withdrawn from private education.

**C. STRUCTURE
OF THE
EDUCATIONAL
SYSTEM**

Appendix XXXIX A gives a survey in diagrammatic form of the educational system, which also shows how the schools follow on one another and gives an idea of the possibilities offered by education.

Primary education

At present the situation is that there are three types of village schools, viz.:

- the three-year village school C,
- the three-year village school B,
- the three-year village school A.

Teaching at the village schools C, which are to be found in the less developed regions, at first lays more stress on knowledge by the pupils of their own environment, and also on singing, music, gardening and handicrafts, than on education in the three R's. Gradually the level of the teaching is raised, the stress shifts more to the latter subjects, and as a result the school can be converted in the course of time into a village school B, the normal and at present most common type of village school.

The new educational system provides for a general extension of the course given at the village school B to four years. Ultimately, therefore, the four-year village school will be the normal type of school for basic education. As yet only 39 village schools have a fourth year.

Survey of the number of village schools

Division	Subsidized			Total subsidized	Public B
	A	B	C		
Hollandia	2	82	8	92	1
Geelvink Bay	18	102	-	120	-
Central Highlands	2	39	37	78	-
West New Guinea	2	129	10	141	1
Fak-Fak	9	66	15	90	-
South New Guinea	6	139	44	189	-
Total	39	557	114	710	2
1960:	31	503	98	632	2

The continuation school, with the central village school and the three top classes of the (urban) primary school B, will form the superstructure of the four-year village school and the likewise four-year substructure of the primary school B. The present girls' continuation school, whose curriculum makes special allowance for the future function of the woman in the family and in the community, will then be brought into line with this "superstructure". The more feminine aspects will then be taught on domestic science courses upon the conclusion of seven-year primary education.

There are nine boys' continuation schools, nine mixed continuation schools (of which two without boarding establishments, the central village schools) and seven girls' continuation schools.

Two of the boys' continuation schools have a complete parallel department. There are 21 primary schools B.

The number of primary schools A is 18. The six-year primary school A is the equivalent of the primary school in the Netherlands and is meant for the Dutch-speaking part of the urban population.

Continued education

Continued education is subdivided into schools for general education and for vocational or professional training.

The first category is formed by the four-year intermediate secondary school. This school is open to pupils who have successfully completed a course of primary education. There are various possibilities open to graduates of the intermediate secondary school.

As "final education" the leaving certificate offers easy access to the community, both in trade and industry and in administration, at lower intermediate level.

As "intermediate education" the leaving certificate gives access to the three-year Papuan secondary school. The leaving certificate of the latter, which is equivalent to a secondary school leaving certificate in the Netherlands, gives access to the university and other forms of advanced education. The leaving certificate of the intermediate secondary school also gives access to senior

intermediate professional courses, such as the teachers' training college and the Training School for Indigenous Administrative Officers, together with various Government courses.

There are seven advanced primary schools. The school is equivalent to the Dutch school of the same name and is accessible via an entrance examination. There is one secondary school.

The second category of continued education is formed by the professional and vocational courses.

Immediately following on full primary education come the training schools for village teachers (now eight schools), of which the course was extended in length during the year under review to four years, and the junior technical schools and the domestic science schools for girls. Good graduates of the training schools for village teachers may be admitted, via a transitional class, to the training college.

Further, there are the various courses not coming under the Department of Cultural Affairs, Government, professional and vocational training. For a survey of these see Appendix XLII.

Education for women and girls

With the exception of seven girls' continuation schools, there are no separate schools for girls as far as general education is concerned; all other schools, except the continuation school for boys, are open to both girls and boys.

Furthermore, in 1960 the above-mentioned domestic science school for girls was opened at Hollandia. In the second year of its existence this school had a considerably larger number of pupils.

A survey follows of the number of girl pupils at the various types of schools. (The figures between brackets relate to 1960).

	Papuan girls	Non-Papuan girls
1. Village school	14,124 (13,142)	333 (209)
2. Continuation school and central village school	970 (892)	54 (47)
3. Primary school B	1,562 (1,247)	905 (895)
4. Intermediate secondary school	53 (36)	47 (38)
5. Training school for village teachers	45 (35)	11 (17)
6. Training college	5 (4)	3 (3)
7. Domestic science school	10 (2)	21 (6)
8. Primary school A	15 (12)	1,337 (1,250)
9. Advanced primary school	6 (8)	214 (239)
10. Secondary school	- (-)	52 (54)

This table does not include pupils on courses training for a special profession, such as the nursing courses.

Domestic science is taught at the girls' continuation schools. Domestic science courses are also run by the Apostolic Vicariate of Hollandia, by the Missionary Society of the Netherlands Reformed Church and by the Apostolic Vicariate of Merauke, which also runs a domestic science school. This private domestic science training is partly subsidized.

Moreover, in various villages and urban centres older girls and women receive domestic science training and sewing lessons from wives of village teachers, wives of ministers of religion, nuns and wives of local officials. There are also women's clubs which concern themselves with simple activities, such as sewing, needlework and other handicrafts. Help is received in running these clubs from ex-pupils of girls' continuation schools.

D. ADULT EDUCATION

Elementary education

In various regions of Netherlands New Guinea illiteracy is of little significance now, viz. in those regions where the children have already been able to attend school for two or three generations.

The situation is the most favourable in the subdivisions of the Schouten Islands, Japen, Wandammen, the northern districts of the subdivision of Hollandia, the subdivisions of Nimboran, Sami, Sorong and Manokwari. In the other coastal districts of the divisions of Hollandia, Geelvink Bay, West New Guinea and Fak-Fak illiteracy does not form a problem either, since in these areas education has found full acceptance for decades.

The percentage of illiterates varies greatly in the different regions of the area brought under administration. On estimate it varies in the coastal regions of the north and west from 10 to 30%, and in the remaining regions brought under administration from 30 to 70%.

In the less developed areas there is little point in trying to combat illiteracy among the older people, since these people are too firmly tied to tradition and are hardly, if at all, open to new ideas. Moreover, there is no immediate benefit to be gained from their being able to read and write at present in these areas, and the Papuan is par excellence a pragmatically thinking person.

The combating of illiteracy is therefore of a local and incidental nature. The initiative is often taken by local organizations or persons. A striking feature is that the desire to learn to read and write is strongest in those places and regions where the number of illiterates is small. Here illiteracy forms an obvious handicap. The activities in this field proceed to a considerable extent from the Papuan community itself.

During the year under review subsidies were granted to 44 courses for combating illiteracy.

In the years 1953 to 1961 incl. about 3000 adults attended such a course (1953: 112; 1954: 174; 1955: 215; 1956: 244; 1957: 287; 1958: 306; 1959: 417; 1960: 650; 1961: 800).

There is interest among adults in the more developed areas in courses in Dutch, which are likewise supported by the authorities. During the year under review there were 23 such courses.

Reference should also be made to the courses in English, which were organized for the first time in 1960. During the year under review the number of English courses rose from 3 to 9. Moreover an English-by-radio course is being held, which about 600 persons are following.

E. SCHOOL BUILDINGS

The village schools and the teachers' houses attached are built by the village community concerned. The authorities finance the construction of all other public and subsidized schools, including the boarding establishments and teachers' houses belonging to certain schools. During the year under review a total of f. 2,859,000 was spent on construction, extensions and major repairs.

F. YOUTH ORGANIZATIONS

Sport forms an important spare-time activity for young people.

During the year under review sporting encounters took place at interregional level. As in 1960, a sports meeting was organized between the school-children of Hollandia and of Wewak in Australian New Guinea.

The Scouts are the largest youth organization. The four existing organizations, viz. the Netherlands Scouts Association, the Catholic Scouting Youth Movement, the Netherlands Guides Association and the Netherlands Guides Movement are represented in a coordinative body, the Netherlands New Guinea Scouting Council Foundation. The organization now has 3400 members.

During the year under review two leaders were sent to Australia for Gilwell training, and successfully completed the course. A group of four Scouts attended the world jamboree at Melbourne.

There are a number of Papuan girls' clubs at Hollandia and Merauke.

Furthermore, in practically every village there are associations, often run by the churches, which engage in flute-playing, singing and sport.

G. CULTURAL INSTITUTIONS

Under the Department of Social Affairs come public lending libraries at Hollandia, Biak, Manokwari, Sorong-Remoe, Fak-Fak and Merauke. Various smaller places are supplied with reading matter by these public libraries.

The Office of Native Affairs of the Department of Internal Affairs has a scientific library containing mainly works in the field of social science. Furthermore, all the primary schools and continuation schools, advanced primary schools, intermediate secondary schools, training schools for village teachers, the training college and the secondary school have school libraries.

For further details see Appendix XLIV.

H. PROTECTION OF NATURE

The existing legislation on the protection of nature underwent no change in the year under review.

I. THE DEVELOPMENT OF EDUCATION

Village schools

The number of village schools, which was 634 in 1960, increased in the year under review to 712. Once again a large number of village schools C were converted into village schools B, which was possible through the qualitative improvement of the teaching and through the higher level of

acculturation reached by the population concerned. The number of pupils at the village schools rose during the year under review to 33,374 (1960: 30,271); the number of teachers was 1162, of whom 792 (68.2%) were Papuans (1960: 1058, 692 and 65.4% respectively).

Continuation schools and central village schools

In January of the year under review a public boys' continuation school was opened at Fak-Fak specially for the Islamitic section of the population.

The boys' continuation school of the CAMA at Itorakebo (Wissel Lakes) was subsidized, as was the mixed continuation school of the Apostolic Vicariate of Hollandia at Epouto (Wissel Lakes). A second public central village school was opened at Kaimana.

The following schools are jointly run on a Protestant basis (ZNHK, MPK, DZR, CAMA, RBMU, UFM, BFM): seven boys' continuation schools, one mixed continuation school and six girls' continuation schools. Of these, two boys' continuation schools have a complete parallel department.

On a Catholic basis (the Apostolic Vicariate of Hollandia, the Apostolic Vicariate of Merauke and the Apostolic Prefecture of Manokwari instituted one joint school administration during the year under review) the following schools are managed: one boys' continuation school, six mixed continuation schools and one girls' continuation school. There are three public schools, viz. one boys' continuation school and two mixed central village schools.

The total number of these schools was therefore 25 (1960: 23), of which 9 for boys, 9 mixed and 7 for girls.

The total number of pupils at the continuation schools and central village schools was 3263, the total of teachers 102 (1960: 2842 and 90 respectively).

Primary schools B

The number of primary schools B increased during the year under review from 19 to 22. The total number of pupils increased from 5033 in 1960 to 5601 in the year under review, and the total of teachers from 135 to 153.

The total number of pupils at the above-mentioned primary schools in the year under review was 42,238 (1960: 38,146), of whom 39,332 were Papuans (1960: 35,400).

Intermediate secondary schools

During the year under review the number of these schools remained constant at seven. The total number of pupils at the end of the year under review was 579, of whom 402 were Papuans (1960: 430 and 298 respectively).

Papuan secondary school (C department of the secondary school)

This type of school could not yet be realized during the year under review. It is expected that this will be the case in mid 1962.

Teachers' training

a. Training schools for village teachers

During the year under review four new schools were founded, whilst in 1962 a fifth will be added, as a result of which the total number of training schools for village teachers will be doubled. Of the schools already in existence one, that at Seroei, has a complete parallel department. The training schools for village teachers are located at:

Hollandia	: 1 (Protestant)
Seroei	: 1 (a double school, Protestant)
Tiom (Baliem)	: 1 (Protestant)
Nabire	: 1 (Catholic)
Fak-Fak	: 2 (Protestant, Catholic)
Merauke	: 1 (Catholic)
Mindiptanah	: 1 (Catholic)

The total number of pupils at the end of the year under review was 578, of whom 542 were Papuans (1960: 453 and 404 respectively).

b. Teachers' training courses are no longer organized.

The training college has rendered these courses, which were in essence a temporary solution, superfluous.

c. The training college

During the year under review a transitional class was again formed for village teachers who prove to have the ability to attend this course. In all this college now has 77 students, of whom 60 are Papuans (1960: 55 students, of whom 43 were Papuans).

Technical education

a. Junior technical schools

There was no change in the existing number of four junior technical schools. The top class in the metal-working department of the Protestant junior technical school at Hollandia was kept on at the school for further training in the assembly of motor vehicles.

The total number of pupils at the junior technical schools in 1961 was 289 (1960: 267), of whom 211 were Papuans (1960: 212).

b. Girls' domestic science school

It has proved that the girls' domestic science school founded in 1960 very much fills a want. During the year under review the number of pupils rose from 10 to 31. The number of Papuan girls attending the school rose from 2 to 10.

For further details on the above educational establishment see Appendix XL.

Separate from the education described above is the education directed towards the requirements of the Dutch child residing only temporarily in Netherlands New Guinea. This teaching is equivalent to the education in the Netherlands.

Primary schools A

During the year under review a public primary school was founded at Teminaboean. An overall survey gives the following picture:

	Public	Subsidized	Total
Hollandia	3	2	7
Sarmi	1	-	1
Seroei	-	1 *)	1 *)
Biak	1	2	3
Manokwari	1	2	3
Sorong	-	2	2
Teminaboean	1	-	1
Fak-Fak	1	-	1
Merauke	1	-	1
	9	9	20

*) this school is a subsidiary department of the Protestant primary school B, where Dutch children can receive an education equivalent to that in the Netherlands.

Advanced primary schools

The number of advanced primary schools was extended by a public school at Sorong and one at Merauke to 7 (5 public, 2 subsidized). The latter has a transitional class.

Private secondary school

So far this school contains only the departments A and B equivalent to Dutch secondary education. Up to the third year these departments have a common curriculum. Besides 121 European and 14 Asian (most of whom are Chinese) pupils, the school has 22 Papuan pupils, all in the lowest three classes.

The number of pupils at the above-mentioned schools in the year under review was as follows:

Primary school A	: 2699 (1960: 2634)
Advanced primary schools	: 454 (1960: 468)
Secondary school	: 157 (1960: 150)

Number of Papuan pupils

The total number of Papuan pupils at all the above establishments was as follows:

Year	Boys	Girls	Total
1952	15,602	10,815	26,417
1953	15,431	11,657	27,088
1954	15,506	11,354	26,860
1955	15,446	11,718	27,164
1956	16,143	12,130	28,273
1957	16,988	12,401	29,389
1958	17,828	12,727	30,555
1959	19,158	14,142	33,300
1960	21,041	15,378	36,419
1961	23,825	16,790	40,615

The number of Papuan teachers in the year under review totalled 844, of whom 25 were women (1952: 293; 1953: 347; 1954: 354; 1955: 420; 1956: 450; 1957: 483; 1958: 568; 1959: 649 and 1960: 734).

Placing of Papuan pupils who left continuation schools or primary schools B with a leaving certificate during the school year 1960-1961

Continuation schools

	Boys	Girls
Awarded a leaving certificate:	435 (434)	188 (170)
Of these, the following returned to their villages: (the greater number of girls returning to their villages is caused by the fact that much of the teaching given at the girls' continuation school is directed towards the future task of the girl as housewife)	1 (26)	16 (37)
Further training followed by the rest:		
at a training school for village teachers	188 (135)	14 (14)
at an intermediate secondary school	111 (107)	22 (18)
at a junior technical school/domestic science school	51 not mentioned separately	1 not mentioned separately
on a course given by Public Health:	28 (57)	117 (76)
on other Government courses, and in offices for practical training:	56 (61)	13 (4)
Of the girls, the following married or went to help run various women's or girls' clubs:	- (-)	5 (20)

Primary schools B

Awarded a leaving certificate:	149 (218)	75 (58)
Of these, the following went to:		
an advanced primary school	3 (15)	2 (12)
an intermediate secondary school	66 (49)	23 (17)
a junior technical school or domestic science school	33 (26)	4 (-)
a training school for village teachers	18 (19)	5 (4)
a course given by Public Health	5 (3)	9 (10)
a course given by the Post Office	15 (28)	3 (1)
other Government courses and to offices for practical training	6 (44)	14 (9)
Placement unknown:	3 (6)	15 (2)

The figures in brackets are those for 1960.

At present there are some sixty young Papuans studying in the Netherlands with financial support from the Government of Netherlands New Guinea. Eleven are waiting to be sent there (mainly for agricultural courses); they will go in the spring of 1962. Furthermore, some twenty young Papuans are studying at their own expense or at the expense of a private body.

In the SPC area (Port Moresby, Honiara, Fiji) 15 young people are studying. Two just completed a printing course at Honiara (SPC/UNESCO) at the end of the year under review. In all, therefore,

95 young Papuans are studying abroad. Three of them are at a Dutch university; four are studying at the Netherlands National Institute for Tropical Agriculture; two are on an advanced sociological course; seven are being trained as doctors (Port Moresby) and six are attending the senior Post Office technical course there. Moreover, 15 young people are on another course in the field of Public Health, and eight on one relating to the Post Office.

Seven young people are receiving training in meteorology, five are on a taxation course, sixteen are receiving general secondary education and ten girls are attending the domestic science school to be trained as domestic science teachers. The other twelve are being trained in printing, radio engineering, building and aeronautical engineering.

The 95 young people mentioned include 18 girls.

J. INFORMATION AND PUBLICITY

1. INFORMATION

In 1961 the various activities in the field of popular information, general and visual information were entrusted to the Bureau of the Representative for General Affairs on the New Guinea Council.

During the year under review the Popular Information Service paid considerable attention to increasing the population's knowledge of political matters, in particular with regard to the institution of the New Guinea Council and the elections to be held for this. An intensive publicity campaign was held via press, radio and popular reading matter.

The Popular Reading Matter Section issued a brochure specially with regard to the New Guinea Council, together with a booklet on the basic principles of constitutional law regarding the Territory that was very much in demand. The Social Development Section made considerable quantities of study material available to the study clubs and discussion groups in the Territory. There are twelve such clubs.

After the institution of the New Guinea Council the debates of the Council were also discussed in these study groups and the background to these debates was explained. Representatives of these study groups from every stratum of society and every region of the Territory were given an opportunity to come to Hollandia to attend the meetings of the New Guinea Council.

These visits contributed considerably towards spreading awareness of the constitutional and political development of the Territory in broad strata of the population.

The Popular Information Service publishes two journals, the weekly "Pangantara" and the illustrated monthly "Triton". During the year under review the circulation of the former was increased from 7000 to 8000; the circulation of the monthly "Triton" is 1500.

In the course of the years over 100 booklets and brochures have been published in the field of popular reading matter. During the year under review not only the above-mentioned publications in the political field but also a number of booklets on economic subjects appeared, e.g. on cocoa growing. There are 63 libraries for popular reading matter and 26 agencies. Via these agencies informatory material on the United Nations is also distributed.

The Government Information Bureau has the function of providing information on Government policy to official bodies in Netherlands New Guinea and in the Netherlands, and also to publicity media in the Netherlands and other countries.

The Film and Photograph Production Branch attends to the making of films, photographs and other visual means of information.

2. PROVISION OF NEWS, NEWSPAPERS AND PERIODICALS

The Government Information Bureau provides a daily news bulletin on behalf of the Netherlands New Guinea Broadcasting System, and also "Mededelingen voor de Pers" and "Press Releases" in Dutch and English respectively.

The Popular Information Service of the Department of Internal Affairs is responsible for the provision of news for the Papuan section of the population. It publishes "Pangantara" and "Triton", as mentioned above.

Since 2 January, 1959, a printed independent daily has been published at Hollandia, the "Nieuw-Guinea Koerier".

At Fak-Fak and Sorong weeklies are published with the collaboration of the Inland Administration. These papers, the "Fak-Fak Bode" (The Fak-Fak-Messenger) and the "Sorong Post", are bilingual. In Manokwari "De Lens" is published twice a month by the printing firm of the same name; the paper is likewise bilingual. All these papers are stencilled.

The Catholic Press Institute publishes at Hollandia a weekly news sheet printed in the Netherlands, "De Tifa".

A weekly, "Djubi", and a monthly, "Suara National", both edited by Papuans, are published at Hollandia; at Sentani a monthly newsheet, "Mertju Suar", is published. At Merauke a similar publication appears under the name of "Sibuk Selatan", this time with the collaboration of the Inland Administration. At Biak and Enarotali monthly newsheets, called respectively "Padamara" and "Gema Rimba", are likewise published with the collaboration of the administration. Further, a farming paper called "Pengantar Petani" is published at Seroei and a paper for poultry-keepers, "Het Gevederde Woord" (The Feathered Word), at Hollandia. All these papers are in Malay and are stencilled.

The Netherlands New Guinea Christian Workers Union (CWNG/Persekding) and the regional branch of the General Catholic Officials Association (ARKA) both publish monthlies.

See further Appendix XLV.

3. CINEMAS AND PROJECTION INSTALLATIONS

a. Cinemas

The number of permanent cinemas is 19, viz. 5 at Hollandia (of which 2 at Hollandia-Noordwijk, 1 at Hollandia-Inland, 1 at Sentani and 1 at Ifar), 2 at Biak, 2 at Manokwari, 3 at Sorong, 2 at Doom, 2 at Fak-Fak, 1 at Seroei, 2 at Merauke.

The Supervision of Film Performances Ordinance (Government Gazette No. 83 of 1960) regulates the exhibition of commercial films. Admitted for exhibition are those films imported via the Netherlands and having passed the film censorship there.

b. Mobile projectors

The Popular Information Service has seven projectors in use, intensively employed for disseminating information in various villages in the interior.

c. Production of films and photographs

A special Film and Photograph Production Branch produces documentaries and newsreels. In 1961 documentaries were made of 33 subjects on 16 mm film to a total length of 7600 ft. Three news films on 35 mm film with a total length of 4900 ft were distributed, one of them being specially devoted to the subject "A People becomes independent".

A large number of photographs and slides were made. The films, photographs and slides made were distributed both in the Territory itself and abroad.

4. BROADCASTING

The broadcasting system has a central transmitter at Biak (output 5 kW) and six regional transmitters, viz. at Hollandia, Merauke, Manokwari, Sorong, Fak-Fak and Biak. The regional transmitters have a limited output ($\frac{1}{2}$ kW). The central transmitter operates on wavelengths in the 40- and 41-metre band, and the regional transmitters in the 90-metre band, each on its own frequency.

The central station broadcasts a Dutch and a Malay programme. In all $51\frac{1}{2}$ hours a week are broadcast: the Malay programme is on the air for 10 hours a week. The regional stations broadcast in Malay or in the language of the region. Broadcasts are daily. The time of the transmitters at Hollandia and Sorong is about 3 hours a day, and that of the remaining regional stations about $2\frac{1}{2}$ hours a day.