

1958  
WESTERN  
AUSTRALIA

REPORT  
OF THE  
SPECIAL COMMITTEE  
ON NATIVE MATTERS  
(WITH PARTICULAR REFERENCE TO  
ADEQUATE FINANCE)

PRESENTED TO BOTH HOUSES OF PARLIAMENT

This Report has been prepared severally and jointly by the members of the Committee; and the final draft has been unanimously approved by them

*The HON. J. J. BRADY, M.L.A., Minister for Native Welfare*

*Sir,*

In compliance with your instructions, the Special Committee on Native Matters has conducted its investigations in accordance with the following terms of reference:—

- (a) To carry out an investigation for the purpose of determining the cost involved to provide adequately for natives in Western Australia.
- (b) To determine to what extent Commonwealth assistance is necessary to enable those requirements to be fully met.
- (c) To determine the estimated increase in revenue expenditure by the State Government in the event of the required grant being paid by the Commonwealth, on a conditional basis, *i.e.*, pound for pound or similar.
- (d) To enquire into any other matters which have a bearing on the subject of the investigation.
- (e) Report to me by the middle of May if possible and include in such Report a strong supporting case for submission to the Commonwealth by the Hon. Premier.

The Committee held its first meeting at Parliament House on the 4th February, 1958, and its last on the 19th June, 1958.

In order that the recommendations of the Committee might be soundly based, every effort has been made to obtain a thorough understanding of the whole question of native welfare in this State. Eighty-four persons were interviewed personally by the Committee, and a further ninety-four supplied information by other means. Every Mission in the State was represented in one or the other of these categories. In addition, numerous publications by recognised authorities were consulted.

(Sgd) F. E. GARE,

*Chairman.*

## APPOINTMENT OF COMMITTEE

On the 30th October, 1957, the Legislative Assembly of the Parliament of Western Australia passed the following Resolution:—

“That in the opinion of this House an investigation should be made for the purpose of ascertaining the cost involved in providing adequately for the requirements of the natives in Western Australia, to what extent Commonwealth assistance is necessary to enable these requirements to be fully met and that representation be made to the Commonwealth Government accordingly and that such investigation shall be undertaken by a Committee of five persons appointed by the Minister whereof not more than three shall be civil servants.”

As a result of this Resolution, the Hon. the Minister for Native Welfare appointed the following persons to act as a Special Committee:—

- F. E. GARE—Department of Native Welfare (Chairman).
- E. C. GARE—W.A. Native Welfare Council Inc.
- Dr. D. J. R. SNOW—Public Health Department.
- G. F. THORNBURY—Education Department.
- Mrs. K. WILSON—Australian Labor Party.

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## Section I

### INTRODUCTION

#### Historical Background

Western Australia was founded as a British Colony in 1829. At that time, there were perhaps 60,000 aborigines in the State. This figure is only an estimate, but is consistent with the Australia-wide total of 300,000 now generally accepted as being the total population of Australia in 1788.

The aborigines were a semi-nomadic people composed of many distinct tribes. Though constantly on the move, each tribe roamed within well-defined areas, leaving these only on special occasions for ceremonial, fighting, trading and social purposes.

They subsisted on indigenous plants and animals believing that these had been put there specifically for their use by their spiritual ancestors. They would have considered it improper to attempt to alter or improve upon the provision thus made for them. Their nomadic life precluded both the construction of any but the flimsiest of shelters and the accumulation of material possessions.

The gradual but inexorable process by which these people were dispossessed of their heritage is all too familiar. Whenever the white invader required land he took it, paying nothing, or at the most a token price, to the rightful owners. Though the aborigines did not at first understand the full import of these developments they soon found that they were no longer able to roam their tribal lands and that their traditional mode of life was now impossible.

In order to survive, they were forced either to retreat before the white man, or to learn to live with him. As the restrictions of the old tribal boundaries often made the first course impossible, the alternative was usually attempted.

The official native policy of the British Government was intended to be humane but was doomed to failure, even had it been observed by the white settlers. This policy was based on the principles of protection and preservation, in circumstances which could only have a negative result. It made no attempt to remedy, in fact did not even recognise, the spiritual damage which the aboriginal had suffered from the loss of his tribal lands.

The complicated social structure with its strict code of behaviour and ethics and its many beautiful concepts had gone. In its place the white way of life offered little. Though the aboriginal became accepted to some extent into the white economic system, his social contact was all too often confined to such things as drinking and prostitution. Because of this, and because of official neglect, the aboriginal had virtually no means of developing a knowledge or appreciation of the moral codes of European civilisation. Thus, while his labour ensured him a livelihood of sorts, however precarious, in the new order of things, spiritually he was left confused between two differing ethical systems.

By 1890, Western Australia had achieved responsible Government in all but one aspect. The British Government retained control of aborigines, in the belief that it could discharge its trust more satisfactorily than could the new State. The latter regarded this as a reflection on its ability and integrity, and protested so forcefully and persistently that control was somewhat reluctantly handed over to it in 1897.

The misgivings of the mother Government proved to be well founded. Whereas one per cent. of the State revenue had previously been set aside for aboriginal welfare, the allocation now dropped to a mere fraction of that figure. The policy became one of apathy, neglect, and indifference to injustice and exploitation.

The consequences were disastrous for the aborigines; so much so, that from time to time the public conscience became aroused and enquiries of various kinds were instigated. The most comprehensive of these were the Royal Commissions conducted by Dr. W. E. Roth in 1904 and Mr. H. D. Moseley in 1934, and the Survey by Mr. F. E. A. Bateman in 1948.

Despite all past efforts to solve it, however, the "native problem" remains today the State's most pressing social challenge.

#### Appreciation of Present Problem

*Population.*—It is officially estimated that there are 21,499 natives in Western Australia, including 6,000 "beyond the confines of civilisation." This State thus has a comparatively large proportion (28 per cent.) of the estimated 75,933 "aborigines or people with a significant amount of aboriginal blood living in Australia." (1). (A table of populations both white and coloured in the various States and the Northern Territory is included in Appendix 4).

Until very recently, the aboriginal population of Western Australia was on the decline. It now seems, however, that this trend has been arrested, and that in some areas at least the numbers are on the increase. The part-aboriginal population is certainly increasing very rapidly. Published figures show that in 1903 there were only 856 such persons in Western Australia. By 1917 there were 1,603, and on 30th June, 1957, the total had increased to 6,963. There is every reason to believe that this increase will continue.

*Distribution.*—The native population is distributed throughout the State, roughly half being north of the 26th parallel of latitude. The composition varies, however, in that most of the part-aboriginal population is concentrated in the south. It is significant that of the total 5,815 children under sixteen years of age (excluding those beyond the confines of civilisation) 3,687 possess some degree of non-aboriginal blood, and that all but 759 of these are in the southern part of the State,

*Characteristics.*—Broadly speaking, the native population of the State can be divided into two categories. Firstly, there are the aborigines who are still living mainly tribalised lives in the interior, or who, though in contact with, and sometimes working in, the fringe areas of European settlement still retain some semblance of tribal life. Though requiring certain medical and material assistance, these people present the less urgent social problem at this stage. There is, however, a tendency among these people to move more into the European orbit, and increasing provision for their integration will be required in the near future.

The second category comprises the more "sophisticated" aborigines, and the rapidly increasing number of part-aboriginal people in the more closely settled areas. From the evidence placed before this Committee it is evident that these people constitute a depressed, dispirited and demoralised minority living within the general community, but not forming an accepted part of it. Too often the life of the average native, in the southern part of the State at least, is characterised by dirt, inferior housing, gambling, instability and excessive drinking with all its complications. His children are unduly exposed to sickness, attend school irregularly, and leave at the earliest opportunity. Largely because of these factors, there is no reason to believe that the rising generation will differ materially from the present one, unless urgent steps are taken to change these conditions.

Until the prejudice, ignorance and apathy of the majority group give way to an enlightened and humane understanding, there is every indication that the minority will remain "a running sore on the flank of our society."

## Possible Solutions

When a country with a relatively small and materially backward indigenous population is invaded by a more numerous and more powerful people, there can be one of three results:—

1. *Extinction.*—For many years it was generally accepted that the Australian aborigines were doomed to vanish from the face of the earth. Even those selflessly working for their welfare spoke of "easing their inevitable passing." (2). In recent years, however, this belief has given way to a recognition of the fact that the coloured population of Australia, far from diminishing, is now on the increase.

2. *Segregation.*—No informed authority in Australia today suggests that permanent segregation is desirable. Such a policy would be unjust and impracticable and needs no further consideration in the present context.

3. *Integration.*—At conferences convened in Canberra in 1937, 1948 and 1951, representatives of the Commonwealth and State Governments subscribed unanimously to a policy of assimilating the aboriginal population into the general community. It can therefore be taken that this is the Australia-wide aim and the official policy in Western Australia. It may be approached in two ways.

The first of these visualizes an initial period of compulsory segregation, during which time non-assimilated people of aboriginal stock are provided for in settlements or institutions of some kind. There they receive education and specialised training to fit them for entry into the ordinary community. Quite apart from the undesirable implications of compulsion in this method, experience has shown that it has another serious disadvantage. The Australian aboriginal is not, by nature, an aggressive individual, and when such a person has become accustomed to an autocratic control, no matter how benevolent, he can quite easily lose any desire for independence. He may even resist any move to force him into the outside world. Unless this tendency can be corrected, this method can quite conceivably develop into self-perpetuating segregation.

In the second approach, the minority group is encouraged and assisted to make its own way in the general community, adopting its social and economic standards as it goes. In Western Australia, this second system is already in practice, and competent authorities agree that, with all its faults, it is preferable to the first method. Further, the native population is so widely spread throughout this State that it would now be virtually impossible to implement any other policy.

## Conclusions

This Committee is in full agreement that the only practicable solution to the "native problem" is the integration of the coloured population with the white.

Whether complete racial assimilation will ever occur is something which will be determined by the individuals themselves. But for general integration to be achieved, an effective Governmental policy to assist natives is essential. This must aim at "the promotion of their social, economic and political advancement for the purpose of assisting them and their descendants to take their place as members of the community in the Commonwealth." (3).

The Committee believes that while there has been a general livening of interest in the concept of integration during the last few years, the process must be greatly accelerated if a crisis is to be avoided, for increasing education without social acceptance and full employment could lead to a turbulent situation. A concentrated effort by the Government and the general public is therefore needed, but the cardinal requisite is adequate finance if total integration is to be attained within a measurable period. The time required will vary inversely with the amount of money available.

With the aid of finance, legislation and intensive education, the Committee believes that a significant proportion of natives in this State could be integrated within a generation.

## The Case for Assistance

It is sometimes argued that there is no justification for extending to natives, benefits beyond those available to other members of the community. This view overlooks the fact that the aboriginal has suffered such extreme disabilities and injustices in the past that common humanity demands that he be given some appropriate recompense. One factor alone (and there are many others) must justify special assistance—the confiscation of his land without due compensation.

Apart from this, there are numerous examples of assistance being given to special sections of the community.

One of the reasons for the success of Australia's recent immigration policy has been the amount of money spent on individuals under the scheme itself, and on such associated features as the Good Neighbour Council.

Ex-servicemen have received liberal financial help towards housing and land settlement to compensate for the time they spent in the Defence Forces.

Even the Colombo Plan may be quoted as an analogy.

Quite apart from the humanitarian aspects, there are other compelling reasons why this problem must be solved. The rate at which the part-aboriginal population is increasing has been shown, and it is doubtful if the community can long afford to have in its midst such a rapidly increasing group of under-privileged people. It is alarming to consider what the coloured population might cost society in the near future, unless effective measures are applied promptly.

Over the past ten years, the annual Governmental expenditure on native welfare in this State has grown from £83,736 to £446,741 and this money has been expended almost entirely on amelioration. Even this increase is inadequate for amelioration alone, and if a constructive programme is to be initiated, a vastly increased allocation is imperative.

Clearly, positive action to enable these people to become fully self-supporting is called for. When that stage is reached, economic assimilation will have become a reality and social integration will be a great deal nearer.

The cost of putting such a policy into effect can be regarded as a capital investment, paying dividends in the form of reduced annual expenditure in the years to come.

## Section 2 CITIZENSHIP

Before considering components of the whole problem, reference must be made to one vital factor—citizenship.

### Present Position

In accordance with Section 10 of the Federal Nationality and Citizenship Act, 1948-1955, every aboriginal born in Australia is a citizen of the Commonwealth. Western Australia, however, has enacted special legislation which deprives aborigines and most part-aborigines of some of the normal rights and privileges of citizenship, even though it does not absolve them from most of its duties and responsibilities—including taxation.

Under this legislation, one of the fundamental principles of democracy—that there shall be no taxation without representation—is denied the native living in Western Australia. The State Electoral Act deprives him of the right to vote in State elections, and this at present disqualifies him from voting in the Federal sphere.

In addition, the Licensing Act, the Firearms and Guns Act, a number of other Western Australian Acts and even the Native Welfare Act itself, all impose restrictions of varying degree on natives as distinct from other persons.

It is obvious, therefore, that although natives in Western Australia may be citizens of the Commonwealth, they are not full citizens of their own State.

They suffer under the further disability that the State-imposed restrictions automatically disqualify many of them from certain very important benefits under the Federal Social Services Act.

The complicated system which the Natives (Citizenship Rights) Act set up in 1944 to enable a native to satisfy a local Board that he should no longer be considered a native, does not work satisfactorily in practice. It has the inevitable result, among other things, of implanting in too many minds, native and otherwise, the belief that anyone officially classified as a "native" must be an inferior being. Anything more calculated to destroy the self-respect and self-confidence of such people would be difficult to imagine. Indeed, it provides any native so inclined with a ready-made excuse, satisfactory to himself, for his evasion of responsibility and for the squalor of his life.

Intelligent and discerning natives have informed the Committee that they, and many others like them, are unwilling to plead for something they consider to be theirs as a birthright.

### Suggestions Received

The majority of submissions made to this Committee favoured the granting of immediate and total citizenship to natives. The following is a typical viewpoint:—

"Citizenship is a right and not a gift; . . . citizenship therefore is a right to which the aboriginal people are entitled and which ought not to be denied them. Here I should quote Article 31 of the Universal Declaration of Human Rights to which Australia is a signatory: 'Everyone has the right to take part in the government of his country

directly or through freely chosen representatives.' Article 2 of the same Declaration says: 'Everyone is entitled to all the rights and freedoms set forth in this Declaration without distinction of any kind such as race, colour and . . . national or social origin, property, birth or other status.' It is of paramount importance, I believe, that the Australian people should agree that the aborigines are entitled to citizenship, that it belongs to them by right and not by an act of grace on our part. This is the fundamental moral principle . . . My second fundamental moral principle is that the test of any society is the care which it bestows on the weaker members of the society. The obvious inference from this is that merely granting citizenship is not enough; simply bestowing the formal right without giving the right some substance through training and equipment for life in the community is to defy the moral principle. I believe that Parliament ought at once to grant right of citizenship, but I believe that that is the beginning and not the end of the matter. Once these people are citizens of our community, it becomes our bounden duty to enable them to live as members of an Australian community." (4).

Other submissions stressed the fact that the International Labour Organisation Convention of 1957, provided that indigenous people should ". . . benefit on an equal footing from the rights and opportunities which national laws or regulations grant to the other elements of the population."

The minority who opposed this view did so for three main reasons—liquor, the vote and "readiness."

A. *Liquor*.—Those who opposed full citizenship on the grounds of liquor gave these reasons for their opposition:—

- (i) That with citizenship natives would acquire unlimited access to as much liquor as they desired, and therefore there would be a marked increase in the amount of drunkenness among them.
- (ii) That the effect of liquor on natives was much more dangerous than on white people, that intoxicated natives were unduly quarrelsome and violent, and that a marked increase in the number of brawls, assaults and similar disturbances could therefore be expected.
- (iii) That the white patrons of public houses, especially those in the south-west, would object strongly to natives drinking at the same bars, and that disturbances could ensue and publicans suffer economic loss.

The Committee considered these three objections specifically and formed the opinion that although some increase in the incidence of drunkenness might follow universal citizenship, this increase and any disturbances which did ensue would be of a relatively temporary nature and could be dealt with in the normal way.

A most experienced authority on this subject, when asked—

"Do you feel that the existing laws could handle any liquor problem which might result from full citizenship?"

replied—

"Those natives who want drink already get it, so that many of the problems associated with drink are already with us. Natives under the present conditions if they want drink are obliged in many instances to take the cheapest and worst type of alcohol. I feel on the whole that the existing laws could probably handle most of the problems arising from liquor." (5).

In only one situation do we feel that special care may be required in the interests of natives. Those comparatively few fully or partly tribalised aborigines in contact with civilisation on the borders of the so-called "desert" have little or no knowledge of liquor and could suffer from sudden access to it. It is not possible to legislate especially for such a small minority, however, and it would not be reasonable to deny a privilege to the large majority on such grounds. We are confident that intelligent co-operation between all persons and authorities concerned and a strict adherence to the relevant legislation (Licensing Act, Illicit Sale of Liquor Act, etc.) would overcome any difficulties which might arise during the period of early contact.

The Committee could not obtain any scientific or other evidence to indicate that native physiology varied from that of white people and that natives by virtue of their physical composition re-acted adversely to alcohol. The violence displayed by some natives while under the influence of liquor could well be due to the release of suppressed resentment at their under-privileged position. Citizenship would do much to dispel this resentment.

The Committee was unimpressed by the contention that natives would be unacceptable in public bars. They were informed of instances where well-behaved coloured people consumed liquor without incident in country hotels and were of the opinion that any prejudice in this direction would rapidly subside.

The Committee therefore considers that the liquor argument for withholding citizenship cannot be strongly supported and should not constitute a major objection to the granting of it.

B. *Voting*.—The incongruity of extending the franchise to an aboriginal living on the Canning Stock Route or, in fact, to a tribal native anywhere, has often been pointed out.

However, such a right would surely do him no harm. He would know nothing of his new privilege, and though he would be legally required to enrol, it is improbable that he would have anything to fear for some time to come, for failure to do so.



Although natives in settled areas would be required to enrol, it is unlikely that they would all be expected to do this immediately upon their becoming eligible. It seems that a good deal of common-sense is employed in the application of the Electoral Acts, and that a reasonably gradual process of enrolment would be permitted.

This Committee believes that these natives, living as they do in a democracy where one vote has exactly the same value as the next, stand to gain a great deal from the franchise.

C. "*Readiness.*"—Throughout our history, whenever anyone has proposed a reform giving more benefits or freedom to certain individuals, there has always been someone else at hand to say: "They are not yet ready for it." Examples have been the freeing of slaves, the introduction of universal education, the enfranchisement of women, etc.

The viewpoint of this Committee on this argument is perfectly expressed in the following quotation from Lord Macaulay (though we imply no particular reference to politicians, and do not intend the term "slavery" to be taken literally).

"Many politicians of our time are in the habit of laying it down as a self-evident proposition, that no people ought to be free till they are fit to use their freedom. The maxim is worthy of the fool in the old story, who resolved not to go into the water till he had learned to swim. If men are to wait for liberty till they become wise and good in slavery, they may indeed wait forever."

To sum up then, the members of this Committee believe that the legal status of natives in Western Australia should not be inferior in any way to that of other members of the community. We feel that to continue to withhold full citizenship from the native minority is un-Christian, un-democratic and un-Australian.

We are satisfied too, that the importance of achieving full civic status has assumed such proportions in the minds of many of the people most concerned—the natives themselves—that supplementary efforts to improve their general outlook (including those recommended in this Report) have little chance of real success until they gain that standing.

We therefore believe that the present legislative restrictions which apply to natives only should be repealed. While we realise that the granting of full civic status will not immediately solve all related problems, we do see it as a prerequisite to their solution. We also believe that the assistance of a specialised welfare agency should be available to any person with any degree of aboriginal blood until the need no longer exists.

### Section 3

## HEALTH

### Introduction

The health of any community or community group is determined mainly by its standard of living. This in turn is influenced by several factors of which the most important probably are education, housing, employment, and economic prosperity.

The native minority in Western Australia is handicapped by inadequate higher education, deficient housing, insecure employment and an inferior economic status. Their standard of living is therefore comparatively low and it is this fact which mainly accounts for those health problems with which the community as a whole is confronted, but which originate in relatively small native groups. It is in this general atmosphere that the subject of native health must be viewed and while limited specific problems may be encountered in different areas, any general measures such as citizenship which could directly or indirectly raise the standard of living will contribute to an improvement in the health of natives as a whole.

It is difficult to obtain accurate data relating to the general physical standard of natives in Western Australia and of the relative prevalence of the various diseases among them. Information received from general practitioners in contact with natives in the south-west and from Government medical officers and others, indicate that the general health of natives is reasonably satisfactory and that apart from intermittent and selective malnutrition in isolated tribal groups and special diseases such as leprosy and trachoma, the prevalence of conditions requiring medical attention among natives is comparable to that in the rest of the community.

A limited survey recently carried out by the Public Health Department of 1,587 native admissions to five northern hospitals over a period of one year, indicated that 23 per cent. were because of respiratory conditions, 16 per cent. were because of boils and other infections of the skin and underlying tissues, 15 per cent. were accidents and injuries, and 8 per cent. disorders of the digestive system, including enteritis. The undue proportion of respiratory infections was associated with the epidemic of Asian influenza in 1957. It is commonly stated that upper respiratory infections and enteritis are more frequent among young natives than in the white community.

Medical, hospital and health services vary in quality and nature according to the density of population and the area concerned. The native population of Western Australia is unevenly distributed throughout the State. On the one hand small bands of aborigines inhabit arid areas remote from white settlements. On the other, there are a few individuals with a proportion of white blood who have been integrated into the general community. The majority on the outskirts of various townships, however, are part-aborigines living in primitive camps and it is these who present the basic social and health problem. There is perhaps a fourth group which is relatively stabilised and whose members are engaged as stockmen on the many cattle and sheep stations. In view of this diversity of racial admixture, geographical distribution and manner of living, it is appropriate to examine the medical, hospital and health requirements of natives in three distinct zones: (i) the south-west, (ii) the north and north-west, and (iii) the remainder of the State. Special questions involving all three areas can be dealt with separately.

## **South-West**

About 70 per cent. of the 5,600 natives in the south-west (Central and Southern administrative Districts) are part-aborigines and are located mainly in unhygienic camps near towns. Some of these camps are on reserves but others are not. Sanitary and other facilities are poor and if the health both of the coloured and white community is to be safeguarded, a strong effort must be made to improve the living conditions of these native groups. It seems to the Committee that education and finance offer the best prospect of remedying this situation and that Mobile Welfare Units collaborating with local authorities would be the most practicable approach.

While hospital accommodation in the region is adequate and private doctor services are available, difficulties exist in regard to payment of hospital and medical expenses. Presumably because natives are often illiterate, largely unskilled and their employment irregular and seasonal, they do not contribute to Benefit Societies and do not meet their dues. Although debited with the cost of hospital expenses, they make little effort to meet these and in practice the Government provides free hospitalisation for them.

Medical expenses are likewise not generally met, but here the burden of free treatment falls unfairly on the shoulders of a few private doctors instead of being distributed throughout the community.

The Committee therefore recommends the establishment of a temporary special fund for the purpose of ensuring that sick natives receive the necessary attention at Government expense. Since the Commonwealth Government assumes financial responsibility for the payment of medical expenses for pensioners and certain other categories of handicapped people in the community, it is reasonable that a claim be made against the Commonwealth for a proportion, at least, of the expenditure involved. It is emphasised that the length of time that this arrangement would need to be maintained will vary with the speed with which integration is achieved.

## **North-West**

Some 80 per cent. of the 7,600 natives in the north and north-west are aborigines in the full sense and these are distributed mainly throughout the sheep and cattle stations in the region. They live mainly in small camps of varying health standards, and constant efforts to improve these should be made. A Mobile Unit supplemented by the influence of Government doctors and local health authorities could achieve the desired result.

On the whole, hospital accommodation for natives in the area is adequate, but the Committee feels that the Native Hospital policy should be reviewed with the object of abolishing Native Hospitals and accommodating sick natives within wards and cubicles of the District Hospitals. This would be in conformity with the policy of integration, would greatly facilitate medical treatment, and would prove more economical.

The medical services in the region are provided exclusively by Public Health Department doctors located at coastal towns. They visit the sick and injured in the inland region sometimes by Government vehicle, but mainly in aircraft provided under the auspices of the Flying Doctor Service. The existing service based at Derby and associated with commercial operations, should be replaced by a Flying Doctor aircraft as soon as possible. This would enable more frequent medical visits to be made to the various stations, and would eliminate the need for periodical extensive leprosy and other surveys.

## **Remainder of the State**

The size of the native population in the remainder of the State is uncertain. Estimates vary up to several thousands. Some of these natives are living under tribal conditions in arid country while others are associated with Missions. Some camp in the vicinity of mines or mine settlements.

The basic requirements in regard to this region appear to be a review of the medical facilities available at Missions, those linked with the Flying Doctor Service, consideration of the need for medical service in arid tribal areas, and provision of water supplies and the emergency issue of rations in adverse seasons.

The questions of Missions is dealt with elsewhere. So far as the aerial medical service is concerned, there has been some difficulty in the Meekatharra area because of frequent changes of doctors and some special inducement may be necessary to secure the services of a doctor for a long period, and one who is willing to undertake frequent flying duties. It is understood also that the Flying Doctor Service based at Kalgoorlie has not been utilised to the fullest benefit and it is suggested that responsibility for Flying Doctor duties in this area be vested in one doctor who could undertake a routine visit to Warburton at least four times a year, apart from emergency flights as required. The question of surveys is dealt with in another section.

## **Warburton and other special areas**

The precise number of natives distributed throughout the arid regions south of Balgo and north of Warburton is uncertain. Estimates vary from 500 to 2,000. Informed opinion indicates that the majority of these are disposed to visit one or other of the Mission outposts at irregular intervals, and that the main problem in respect of these groups is the effect of unexpected adverse seasons on their natural food and water supplies. The basic requirement therefore appears to be provision of additional water supplies and, in times of adversity, rations. These latter should not be restricted to any specific age group.

In addition, it is desirable that more first-hand information be accumulated by organised expeditions. One party including officers of the Native Welfare and Health Departments is already operating in the Warburton-Rawlinson region, in association with a survey party. Next year a similar project is planned for arid country east of Jigalong. A third could well be planned for 1960 in the country south of Balgo. The information gleaned by these three expeditions should provide the data which is now lacking.

In any event some continued special assistance along existing and recommended lines would seem to be warranted in regard to the Balgo, Jigalong and Warburton Missions, as these are the most forward aid posts to which distressed natives will gravitate from the desert. This aid should take the form of food supplies together with buildings, drugs, dressings, nursing staff and regular flying doctor visits.

### Medical and Health Surveys

1. *General.*—It has been suggested to the Committee that a State-wide survey should be conducted by a fully equipped research team to investigate medical, health and sociological problems in natives of all kinds throughout Western Australia and that this project which was likely to occupy some three years and cost some £50,000 to £60,000 should be financially assisted by the Commonwealth and/or the World Health Organisation. Subsequent evidence conveyed to the Committee, however, leads it to the opinion that those peculiarities which might characterise small groups of natives are essentially of academic interest and do not warrant the expenditure of such a large sum of money. Several doctors in close contact with the natives indicated that the general diseases and disabilities from which natives suffered were substantially the same as those of other members of the Western Australian community. The Committee is therefore of the opinion that such surveys as are conducted for the purpose of promoting the health and medical welfare of natives should be limited to specific groups in selected areas.

2. *Leprosy.*—The Committee was strongly impressed with the necessity to conduct regular inspections in the Kimberleys for the purpose of diagnosing leprosy in its earliest stages. The indications are that natives in this area are much less reluctant to seek treatment than formerly. Many have been impressed with the favourable conditions at the Derby Leprosarium and the fact that a large number of patients have been discharged with their disease either arrested or cured. Nevertheless, if the disease is to be eradicated regular inspections are imperative.

The history of an outbreak in the Roebourne district and its control illustrates what can be accomplished by prompt detection of the disease, segregation and appropriate treatment. In 1899 a Chinese migrant apparently introduced the infection into this area. Within a few years leprosy developed in the indigenous inhabitants and ultimately some twenty-two cases were diagnosed among natives in the Mardie-Balmoral-Karratha districts. As a result of successive surveys the disease was eradicated from the region in ten years.

Owing to the intermingling of natives of the northern part of the State with those of the Northern Territory, the prolonged nature of the disease and the persons afflicted, it would seem that a claim for Commonwealth financial assistance in this connection is warranted.

In the event of a Flying Doctor Service aircraft being provided at Derby exclusively for medical purposes, the necessity for large scale surveys would probably not exist, as it would then be feasible to conduct medical inspections of natives at frequent intervals.

3. *Trachoma.*—Although a State-wide trachoma survey has been virtually completed and those infected have received appropriate treatment, the recrudescence of this disease in native groups renders periodical surveys desirable. A Mobile Trachoma Unit including a caravan and staffed by two trained persons should visit the Kimberleys for three months each year (June to August). During the rest of the year this unit could visit those isolated native settlements elsewhere in the State which are not regularly visited by doctors of the Schools' Medical Service. Ideally, responsibility for the administrative supervision of trachoma control should be vested in a special medical officer working in collaboration with the Department's Consultant Ophthalmologist.

### Missions

Medical posts in association with Missions are fulfilling a most useful purpose and should be fostered. At present these are assisted by the Medical Department with the free supply of drugs, dressings and equipment and in special circumstances financial aid provided towards the cost of construction of certain buildings.

The Committee suggests:—

- (a) That capital costs incurred by Missions in constructing buildings for use as medical aid posts or hospital wards should be subsidised by the Government.
- (b) That a proportion of the salaries of trained nurses employed at Missions should be met by the Government, or alternatively that a specific subsidy be granted at a flat rate of say, £300 per annum per trained nurse employed.

The special role of the Warburton, Jigalong and Balgo Missions as medical aid posts for tribal natives has already been indicated.

## Stations

The essential health problem on stations is the provision of reasonable living conditions, sanitation and ablution facilities for employed natives and their dependants. While facilities are adequate on some stations, the Committee believes that these facilities could be improved on many others. Every endeavour should be made to encourage station owners and managers to provide at least minimum facilities consistent with the principles which apply in the general community. The Health Department in conjunction with the Native Welfare Department should review the minimum requirements for housing, sanitation, and ablution facilities in respect of natives employed on stations and farms and the co-operation of local health authorities enlisted.

## Nutrition

Accurate information concerning the food and food habits of natives in the various areas is difficult to obtain, but the Committee has formed the impression that deficiencies of various kinds are more than likely in particular areas. It is also impressed with the views that the critical age from the nutrition point of view is that which follows weaning and that native children between the ages of two and five years warrant special attention.

It would appear that only a proportion of natives on some Missions are financially subsidised and that the quality and quantity of food-stuff distributed among these is largely a matter of discretion and expediency. The Committee considers that an attempt should be made to implement the following principles :

- (i) When rations are issued they should be issued in accordance with a standard minimum scale drawn up by a competent authority such as the Nutrition Section of the Commonwealth Department of Public Health. An appropriate scale of rations is included as Appendix 6.
- (ii) That the daily issue of milk in the form of whole milk, skimmed milk or powdered milk should be made to each native child under the control of Missions.
- (iii) That the health of native children between the ages of five to fifteen years should be safe-guarded in similar ways.
- (iv) That a follow-up survey should be carried out by the Nutrition Section of the Commonwealth Department to determine what changes have taken place since the dietary survey of 1951.

## Mobile Welfare Units

The value of Mobile Welfare Units will be outlined elsewhere in this Report, and in the health field these Units could make a conspicuous contribution to raising the standard of living and improving the health of native families and groups throughout the State. The ideal team would be a husband and wife, the latter being a nurse and it would be essential that either or both receive a special course of instruction in health matters such as elementary sanitation and hygiene, the preparation and handling of suitable meals, basic infant care and the prevention and treatment of conditions such as scabies, head lice and trachoma. A minimum period of three months training would be necessary for this purpose.

In the south-west such Units could visit all reservations and native encampments. In the north-west they would need to visit all sheep and cattle stations.

As a health education measure it is difficult to over-estimate the need for these Mobile Units.

## Infant Health Services

The Infant Health service of the Public Health Department does not discriminate between native and other babies, although the special needs of native babies are recognised and every effort is made to meet them. In the south-west the facilities provided are utilised by native mothers to some extent, but should be increased by an educational campaign aided by the Mobile Welfare Units. In the north-west Infant Health work among natives is handicapped by the same factors as apply to white babies. Development of the service in this region is dependent upon recruitment and training of special nurses and the provision of adequate transport. The correspondence section of the Infant Health Service is being expanded and the Infant Health sister in charge of it, who visits the north-west twice a year, will be assisted within a year by a sister now under training, who will be resident in the area. Plans for the establishment of an Infant Health Clinic at Broome are well under way.

The expansion and development of Infant Health services for native children should be assisted in every possible way.

## Reserves

While the abolition of native reserves must be the early objective, the retention of at least some for a period of up to ten years seems inescapable. Where such a reserve is to be retained however, it should be provided with running water, adequate sanitation and where feasible—electric power. The matter of housing in these reserves is dealt with elsewhere. The equipment of reserves in this way will comprise a valuable health safeguard. The initial expense need not be rejected on the grounds that the reserves will only be needed for a limited period for natives, for once they have been integrated, the reserves can be transformed into Caravan Parks or Colonies for the Aged.

## Health Education

In the opinion of the Committee intensive education offers the best prospect of speedy improvement in the health standards of the native community and recommends that this be accomplished through three agencies, as well as the Mobile Welfare units.

### (i) *The Public Health Department.*

The Infant Health Service, the Schools' Medical Service and Local Health Authorities can play a vital part in extending the scope of Health Education among natives. The Department could outline principles and policies for the guidance of all concerned.

### (ii) *The Health Education Council.*

The assistance of the Council should be sought in framing a five-year programme, in providing films, pamphlets and other educational media and in undertaking special projects at particular locations such as Allawah Grove.

### (iii) *Missions and other Schools.*

The teaching of health and hygiene to native school children should be intensified and the best means of doing this could be referred to a Committee composed of representatives of the Education Department, the Health Department and the Health Education Council.

## Special Medical Officer

In an intensive campaign to promote the welfare of natives, activities in the field of health would be conspicuous and the appointment of a special medical officer under the Commissioner of Health would be an advantage. His duties would be to investigate health conditions among native groups; assist in the control of leprosy, trachoma and other specific diseases; co-ordinate a health education programme; conduct special surveys and organise the training of selected personnel.

## Section 4 EDUCATION

In any scheme for the ultimate integration of the native with the general social structure, education in its widest sense must play a major role. In his present state he is treated almost with contempt as an inferior; if he is to be acceptable to white society—and without this there can be no future for him—his mode of living and his whole outlook on life must undergo a complete transformation. He must leave the filth and squalor of the camp, and adopt standards of hygiene and personal cleanliness comparable with our own. He must abandon what to us appear to be habits of slothfulness, indolence and dishonesty and become industrious, reliable and trustworthy. In short, while retaining the more desirable elements of his own culture, he must live as we live and generally conform to the requirements of white civilization.

To enable him to adjust himself to the life that we are thrusting on him, all the educational agencies that can be mustered must be directed to his aid. In this connection the work of the school is paramount but classroom activities unless backed and supplemented in a practical manner by Departments of Health, Housing and Welfare as well as by Mission authorities and the public generally, will achieve but little. The principles of hygiene, for example, can be taught as a "subject" but unless proper facilities are provided in the homes of the children there can be no practical outcome. Education and housing must go hand in hand; without the latter, teaching is artificial and meaningless.

For many decades the teaching of outback natives—and of many closer at hand—was left to Missionaries of various denominations who, with little equipment and much less Government assistance, carried out their self-imposed tasks with commendable zeal. When schools were later established on Government controlled settlements, e.g., Carrolup, the Native Affairs Department of the day appointed its own staff and framed its own curriculum. Not until comparatively recent years was full responsibility for the education of coloured children accepted by the Education Department. When this occurred, Mission authorities were invited to apply for assistance if they so desired and as a result of requests that followed, Government primary schools with trained teachers in charge were established on all Protestant Missions. Roman Catholic authorities, as is their practice with ordinary convent schools, continued to staff and control their own institutions.

The Education Department has at all times strenuously opposed segregation, for, apart from democratic ideals, it believes that associations formed in the playground and in the classroom play a major part in the education and assimilation of coloured children. It has been an established principle for many years that any child, irrespective of colour or creed, may attend any Government school provided he is clean and free from disease. Further, it is clearly understood that the compulsory clauses of the Education Act apply equally to the native as to the white child.

Altogether, approximately 3,000 coloured children are now being educated in this State. Of these, 714 are enrolled at State schools on Missions, 440 at Roman Catholic Mission schools, 357 at Convent schools and 1,525 at Government Primary or High schools.

## Secondary Education

The same facilities for Secondary education, both academic and technical, are available for coloured children as for white and at most of the country High and Junior High Schools few native children are enrolled. In addition the Native Welfare Department has provided accommodation for girls at Alvan House and for boys at McDonald House to enable selected students to attend metropolitan schools.

This year saw the opening of a new Junior Technical school at Derby to meet the needs of both white and coloured children in the Kimberleys. Hostels have not yet been completed but with the ready co-operation of the United Aborigines Mission at Derby about 30 teen-age native pupils have been enrolled to date. The school is well equipped so that in addition to academic studies for those who need them, emphasis can be placed on practical pursuits to fit children for life on stations where their interest mainly lies.

At Wongutha in the Esperance district, a Mission operates especially to train young natives in farming pursuits in the hope that they will later be able to take up land on their own account. For portion of their time the boys attend the Esperance Junior High school.

### Varying Viewpoints

As with other matters, widely divergent views on education were placed before the Committee. Some, taking the viewpoint that the coloured child is no whit inferior to the white, expressed the conviction that education is the panacea for all ills and expect an almost immediate solution of the problem. Others with a practical knowledge of everything involved claimed that several generations will pass before objectives are realised and urged a slower approach to the problem.

It is the considered opinion of this Committee that progress towards complete integration will be slow and that education alone will not achieve the desired end. In fact it is felt that in existing circumstances education tends to make the growing native conscious of his inferior status and more resentful of the discriminating treatment to which his people are subjected.

There is little doubt that a native child brought up in a white home from birth with the same rights and opportunities as the white child would in a single generation be white in all but colour. Practical considerations, however, preclude such an easy solution. Practical considerations, too, render futile the suggestion, made in all sincerity, that in the interests of the children themselves the process of assimilation should be expedited by removing them at an early age from the influence of their parents and not allowing them to return. As an alternative, the Committee advocates adult education and improvement in living conditions.

On the subject of curricula it was asserted that native children should have available to them the same processes of education as have children belonging to the white community and that the same over-all standards should exist in native as in white schools. In addition it was claimed that the normal curriculum should be supplemented with

- (a) an orientation course, and
- (b) a special course dealing with the traditional aboriginal past and present.

On the other hand another well-known educationist urged the necessity to move slowly and provide at first for the more practical needs. He also questioned the wisdom of educating natives generally above the social status that we are prepared to offer them.

On this matter, the Committee recognises the need for special courses and while insistent that every child should be enabled to realise his potentialities to the full, is firmly of the opinion that curricular trends should be related to both the needs and the abilities of particular groups of children.

All who submitted their views considered that reasonable facilities for primary education existed in most areas but urged their extension to those localities not yet provided for. There was unanimity in the advocacy of adult education and of increased facilities for technical and vocational training.

It was generally agreed that the most critical period in the education and development of the native child comprised the years immediately following the normal school leaving age. All strenuously urged that these years should be occupied with vocational training so that there would be little opportunity for a return to camp life where loyalty to new ideals would be in conflict with loyalty to relatives and to old associations. Advocates of this course appreciated the need for some form of incentive, and suggested that bursaries should be made available to enable parents to keep their children at school beyond the minimum leaving age.

A feature frequently stressed was the necessity for developing in the child removed from his parents at an early age a sense of security—a feeling of acceptance. It was pointed out that too often those who devote their lives to his interests develop an authoritarian approach, denouncing native culture and failing to understand the resulting native reactions. In consequence the child's dignity and pride in his cultural background are shattered and he is left in a state of bewilderment which leads him to regard the white man's ways as something imposed on him and hence views them with suspicion and distrust. This insecurity in early life leads in adolescence to defiance and hostility and the youth develops a pride in flouting authority with the results of which we are all too familiar.

As a counter to this insecurity it has been advocated—

- (i) that where possible on Missions the cottage system be substituted for the dormitory,
- (ii) that increased emphasis be placed on the moral and spiritual concepts of democracy,
- (iii) that features of native lore and culture that are worth preserving be given full recognition,
- (iv) that teachers, missionaries and welfare workers be given a special course of training to provide them with the necessary background of native life and culture.

## Recommendations

A. *Teaching Staff.*—The Committee is of the opinion that the efficiency of the teacher is the most important factor in any education system and therefore recommends that as far as practicable none but trained teachers be employed in native schools, whether Government or private.

To assist in this direction it is recommended that, where necessary, finance be made available to ensure the training of the requisite teachers, and that consideration be given to other measures which might be necessary.

The Committee agrees that teachers should be given basic training in general anthropology and that they should acquire some knowledge of the traditional life of the Australian aboriginal and of the implications of cultural changes involved in the process of assimilation. Accordingly it urges that a suitable course of instruction be given by a recognised anthropologist and suggests that at a conference of teachers organised for this purpose the aims and objectives of native education be reviewed and the existing curricula examined in the light of experience gained during the past few years.

In view of the importance of such a conference it is recommended that provision be made for the attendance of teachers from private Mission schools and that their fares be subsidised if necessary.

B. *Pre-School Education.*—It is felt that the native child on starting his school career is severely handicapped compared with the white child. The latter usually comes from a home where the seeds of moral and spiritual concepts have already been sown and where he has acquired a background of language, stories and ideas on which the teacher is able to build. To compensate for the limitations of the native child it is recommended that where numbers are sufficient, as on many of the Missions, pre-school centres be established. Where a qualified kindergarten teacher is employed a suitable subsidy is suggested.

C. *Primary Education.*—Several who appeared before the Committee stressed the need for establishing more schools to serve children on stations in the north and north-west. Statistics to hand, however, indicate that, possibly with two or three exceptions in the Kimberleys, there are insufficient children to warrant the expenditure. The only solution, therefore, is for these children to attend an existing Mission, or if found necessary, for other Missions or institutions to be established in suitable positions.

The Committee recommends—

- (i) that the projected hostel for native children at Hall's Creek be erected without delay,
- (ii) that steps be taken forthwith to establish a Mission to serve the Roebourne area,
- (iii) that as soon as the Pindan group can decide on a permanent site, educational facilities be provided for its children,
- (iv) that where future needs justify them, further hostels or institutions be established. For example, the need for residential facilities at Wyndham, Onslow, Port Hedland and elsewhere should be kept under observation,
- (v) that special funds be made available immediately for the erection of buildings adequate for the needs of primary education on Missions where they do not already exist, e.g., Warburton Ranges.

D. *Post-Primary and Vocational Training.*—Adequate provision exists for boys and girls who achieve normal standards, since Secondary, Technical and Agricultural schools are open to them on the same basis as to white children. The non-academic children—and these will constitute the vast majority for many years to come—present the real problem as few opportunities exist at present for practical training leading to skilled or semi-skilled employment.

After studying suggestions made, the Committee makes the following recommendations:—

- (i) Children should be encouraged to remain at school until 16 years of age.
- (ii) As most of these children will seek employment in their home environment, curricular trends in the primary schools should be related to local needs.
- (iii) Children who attend Missions and who are not proceeding with an academic or commercial career should, where possible, be given practical training between the ages of 14 and 16 years, the girls specialising in all aspects of home management, including the keeping of accounts, and the boys in agricultural and/or pastoral pursuits according to the locality and the facilities available. If necessary, this practical training should be associated with part-time schooling.
- (iv) It is claimed by some pastoralists that at 16 years of age a lad is too old to train, but this is denied by others who point out that at present it is often necessary to train white boys in their twenties. Moreover, the latter very often come from the city whereas most natives have a station background. The Committee feels, therefore, that the suggestion that, on leaving the Missions or other schools, boys be "apprenticed" to selected station owners has much to commend it and recommends that the scheme be given a trial.
- (v) Where numbers warrant it, schools similar to the one operating at Derby should be established. Possibilities of extending facilities at Carnarvon and of organising a centre for technical training in the North Murchison district should be investigated when the Derby project has proved its worth.

- (vi) Every assistance should be given to the Farm Training School at Wongutha and consideration given to the development of Balgo, Warburton Ranges, Cosmo Newbery and Jigalong (or Riverdale) along similar lines to train boys especially for the the pastoral industry.
- (vii) There is a pressing need in the Great Southern District for agricultural training for native boys along the lines being followed at Wongutha. If possible, one or more of the existing Missions should be expanded to undertake this training, but failing that a suitable "pilot" farm in the clover belt should be purchased, preferably as a going concern, for this purpose.
- (viii) It is realised that success in the fields of secondary education and vocational training will depend largely on the natives themselves. Their attitude, it is considered, will be governed by two main factors—appreciation of the value of what is being provided for them and their economic circumstances.
- It is a basic assumption in schools today that the mentality of natives covers the same range as is found in white children and that where other considerations do not intrude they have the same capacity to learn. It is no longer assumed that they are fit only to become farm labourers or domestic servants. In consequence there is a growing recognition by natives of increased opportunities and many are striving to take advantage of them. This Committee is convinced that if its major recommendations are put into effect much will be done to bring about a more ambitious outlook on the part of the whole native community.
- Few natives are in a position to keep their children at school beyond the compulsory age. The Committee, therefore, commends the provision made at present by the Department of Native Welfare to enable selected children to proceed with higher education and suggests that this be extended to other areas as facilities are provided. At the same time it urges the establishment of bursaries or scholarships to enable suitable children to receive instruction in particular fields and to assist with apprenticeships if such can be arranged. For the purpose of arriving at an estimate of costs it is suggested that up to ten bursaries be made available each year.
- (ix) Where fees are imposed for technical education, it is recommended that no native, irrespective of age, should be debarred from undertaking any course because of lack of finance.

## Adult Education

In the opinion of this Committee an imperative requirement in the field of native welfare is adult education and unless an intensive adult education campaign is instituted at once, all present attempts at educating native children will be stultified.

Such a scheme should not be confined only to conventional "adult education" as at present known in our community, but should embrace a much wider field. Briefly, it should undertake to inculcate in the native an increased self-respect based on a broader social knowledge and an augmented self-reliance due to increased ability in the economic field. Implicit in these is a greater awareness of the full responsibilities of parenthood and citizenship.

As examples, those women who need such instructions should be shown how to care better for their children, how to keep themselves and their homes clean, how to buy and prepare the most appropriate types of food, how to expend their housekeeping money and Child Endowment wisely and how to sew, wash and iron clothes. They should be persuaded to take full advantage of all the community facilities available to them—Infant Health Clinics, hospitals, schools, opportunities for technical and secondary education, etc., so that the health, outlook and prospects of every member of the family will benefit.

The menfolk should be encouraged to give their wives all the help they can in such a scheme. There is a particular need to convince them of the economic advantages which their children can expect through extended education and of the financial benefits which they themselves can gain from steady, reliable work.

In regard to this financial aspect, the tendency of so many of these people to squander their money on liquor, taxis, etc., is seen by this Committee as a symptom of a deep-seated social ill, as much as of ignorance. We feel that the removal of their special disabilities will go a long way towards remedying the present unsatisfactory situation.

*Consultative Committee.*—In embarking upon the programme of adult education advocated, the very fullest advantage should be taken of the offers of appropriate authorities to assist. The most effective method of working out the details would appear to be the formation of a Committee having representatives from the Adult Education Board and the Department of Anthropology and Sociology, both of the University of Western Australia, and the Departments of Education, Health and Native Welfare.

Such a Committee could enlist the aid of all interested organisations and could thoroughly investigate the possibility of obtaining assistance through the Fundamental Education project of the United Nations Educational, Scientific and Cultural Organisation.

Mobile Welfare Units would be of the greatest value in carrying out the programme of adult education as envisaged.



There is one other vital factor which should be considered here—that being the definite need for a type of “adult education” among the white community in its attitude to the coloured minority. This has been expressed in the following terms :

“Natives employed at present are usually employed in similar jobs to those filled by white people. On the whole the employment is open to them only in the lower brackets of unskilled labour. If vocational education were established to develop their skills for jobs offering the hope of more permanent employment, it is of the utmost importance that such training of the native be carried on simultaneously with a planned education of the white man toward the social incorporation of the native. In starting such an acculturation plan, it would be important to look at the groups with whom the native might be expected to have his first contacts—organised trade unions, the police, the sporting clubs, the churches.” (6).

The outstanding success of the Good Neighbour Council in carrying out a similar project in relation to immigrants offers an example which might well be followed. The essence of this scheme is that while the Commonwealth Government meets most administrative and co-ordinating costs, the membership of each executive branch is drawn from the local community in which it operates.

There is already functioning in this State an organisation—the W.A. Native Welfare Council (Inc.)—planned on similar lines and having as its object the betterment of conditions generally for natives. If the Federal Government would, by means of an annual grant, enable this body to maintain an office with a full-time secretary, it could function, within its appropriate field, just as does the State representation of the Good Neighbour Council.

## Section 5 SOCIAL ASPECTS

From the social point of view there are many problems associated with the aboriginal and part-aboriginal population today which seem to stem as much from the white community as from the natives themselves. In the present situation a considerable number of natives seem to be defiant of authority and this is the case especially among those who live in and around the cities and townships.

These people, it is said, are notable for their anti-social behaviour, for their lack of so-called civic responsibility, for their lack of “stability”—whether in marriage, residence, or employment—and for what has variously been called social degeneracy or lack of moral standards.

Some have attributed these characteristics, which are seen as highly undesirable, to something “inherent” in the aboriginal and part-aboriginal population, but this Committee considers that these tendencies are due to environmental rather than hereditary factors.

Scientists who have concerned themselves with problems of apparent racial differences, as for example Otto Klineberg, state that there is no valid reason for believing that any race can be deemed to be of more inferior intelligence or intellect than any other. Thus it would seem that the idea that coloured people are not as intelligent, or as capable of learning, as whites is without foundation.

Another argument advanced is that native people are inherently lazy, dirty, etc. This is not a valid argument. What are termed “lazy,” “dirty,” etc., are social conditions, and these are not genetically transmissible.

Further, the argument that part-aborigines are inferior because of the “bad white blood” is entirely unsupported by experience and is genetically unsound. Here, then, is a confusion of ideas. What is usually attributed to hereditary factors, is much more likely to be due to social influences. In this connection the following quotation is of interest.

“The effects of race mixture are neither good nor bad in themselves; they depend on the quality of the individuals who have entered into the mixture, and on the manner in which the hybrid is accepted or treated by the community as a whole. This last point becomes clear if we contrast the descriptions given of Chinese-white crosses in Shanghai and Hawaii. The former are described as maladjusted unfortunate individuals who are found mainly in the less savoury occupations of the city; the latter are spoken of as achieving a healthy integration with every aspect of life in Hawaii. It is clearly the attitude toward the hybrids, not any special hybrid biology, which determines their place in the community.” (7).

The unfortunate social conditions in which many natives find themselves are to a great extent responsible for the problems outlined earlier. This gives rise to the extraordinary situation in which these people almost come to accept gaol as inevitable. Many of them who are sent to prison have committed relatively minor offences—the majority involving liquor and many being offences only when committed by natives. Those who do go to gaol are fed, clothed and housed and are sometimes given the opportunity of undertaking various courses of study, free of charge. The fact that gaol thus provides many of these people with more of the basic necessities of life than they normally have in their own camps, is a terrible indictment of our society.

A further point should be made as background to this problem. Those coloured people who live in and around towns, as well as a great many in country areas have to a very large extent accepted white ways. In the main this involves an acceptance of the white way of looking at things, and this even includes in some cases, an acceptance of the unfortunate stereotype of the native that is held by a section of the white community. Many whites have come to expect natives

to use bad language, to drink and to gamble, and to behave in what might be classed as an irresponsible and generally anti-social manner. There is a tendency for natives to live up to this stereotype and to see themselves in the light of second-rate beings. Some doubtless get vicarious satisfaction from so doing. Many also tend to set up and maintain a kind of self-imposed barrier from the white community, regarding it with hostility and withdrawing from it. This social withdrawal presents a problem in integration no less than the prejudices against natives held by some whites.

The so-called "native problem" is seen by this Committee as being essentially one of a depressed section of the community rather than of a question of race or colour. The factor of colour may well accentuate the social problem in that it may in some cases render the natives more easily distinguishable from the whites, and thus increase their social visibility. By this is meant that colour tends to set this group of people apart, and to make them more easily recognisable. As it is very much more difficult to discriminate against a group of people who are not easily identifiable, colour in this case can be seen as an accentuating factor. Natives generally, though accepting much of the values of the larger community, are yet kept, in various ways, legally and socially distinct.

### **Integration and Citizenship**

The Committee feels that the essential objective must be integration of this minority into the general community and believes that this can only be achieved by reducing the differences that exist, both at individual and other levels. The solution to the "native problem," we feel, lies in making real citizens of these people, first on a legal level and then by the improvement of their education, housing, economic and other social conditions.

### **Federal Social Services**

We would suggest with regard to Social Service Benefits, that these should be available to native people on exactly the same basis as whites. We do not recognise the validity of denying Social Services to anyone because of colour, or because of a low living standard. To deny anyone Social Service Benefits because their living standards are not high enough to meet certain requirements is to perpetuate poor living conditions. In many cases, if living standards were better, the benefits would not be so vitally needed. It is realised that initially this will cost a good deal of money, but it would be money well spent in helping these people to regain a reasonable standard of living and to maintain it, eventually cutting down considerably on the number of subsidised indigents. Where feasible the present system of rationing indigents should be abolished, Social Service Benefits being substituted. This would help to instill a sense of responsibility, as opposed to the present attitude of passive acceptance of "hand-outs."

### **Education**

In the attainment of social integration, education in the broadest sense must be the main instrument. In order that this should be fully effective however, an eagerness for education must be stimulated in the minds of the natives. A number of agencies are likely to be useful in this regard. In addition to schools and other media Mobile Welfare Units could be of the utmost value.

### **Housing**

The influence of housing on the social development of any section of the community should need no emphasis. It is impossible to maintain physical, mental and social health without the aid of suitable shelter and satisfactory living conditions. It is for this reason that this Committee welcomes the progress which has been made in the recent past, and advocates continued development.

This subject will be dealt with more fully under the Section dealing with Housing.

### **Economic**

With reference to economic aspects, we would point out that proper vocational facilities should be available, so that native labour will no longer be almost synonymous with unskilled, cheap labour. In this regard the question of wages comes up, and though dealt with more fully under the Economic Section of this Report, deserves mention for the social implications involved. We would suggest that the policy should be equal pay for equal work.

### **Mobile Welfare Units**

These have already been mentioned with regard to Education, and it is in that field that their chief function lies.

The first Mobile Welfare Clinic was established by the Native Welfare Department towards the end of 1956. It comprises a married couple equipped with a utility and caravan. This unit is able to spend extended periods wherever it is most needed and in practice the experiment has proved so successful that at least one such unit could be used with advantage, throughout the year, in every Administrative District.

The duty of the unit is to assist natives living on reserves to improve their living conditions in every practicable way. Particular attention is paid to health including nutrition, camp and personal hygiene, sanitation, infant care, housekeeping and the spending of income to the best effect. Wherever practicable, housing is improved.

The clinic has demonstrated two very important facts—

- (a) that its services are welcomed by the people living on the reserves,
- (b) that local authorities, organisations and many private citizens are willing to provide effective help.

These are sound foundations on which to build, and additional Units are recommended, staffed by trained personnel.

### **Welfare Hostel in Perth**

There is urgent need in Perth for more accommodation for natives.

At present Alvan and McDonald Houses are serving an excellent purpose in catering for teenage children receiving secondary education or other training. Bennett House provides temporary accommodation for women and children, but is usually not able to cope with the number seeking admission.

There is no Departmental accommodation at all for adult males. Apart from those men who have a private need to visit or pass through the city, a very considerable number are sent each year to the city for optical, dental, or medical attention. Unless they can be admitted directly to hospital, which is rarely possible, their accommodation presents a real problem. The Y.M.C.A., the Salvation Army and Sunset Home perform excellent service in this regard, but there are some cases, manifestly those natives who are still wholly or partly tribalised, who need special attention. To send such men to spend one or more nights by themselves in conventional Perth accommodation can be a considerable ordeal for them. There is also a very real need for accommodation for those incurable physical and mental cases who cannot be placed in suitable specialised institutions and who are at present in various Missions. Missions are not equipped to handle such individuals and more suitable arrangements should be made for them.

What is required in Perth is accommodation to house, on a temporary basis, travelling family units and individuals of either sex, and of all ages, and on a long term basis certain handicapped children and adults. Enquiries indicate that provision should be made for 10 babies, 20 women and girls, and 10 men and boys.

Such a hostel would require adequate staff; and a resident matron, three assistants preferably with nursing qualifications, a cook and two housemaids are suggested.

### **Social Centres**

The functions conducted by the Coolbaroo League in the metropolitan area and in some country towns have been highly praised. They have proved to be extremely popular with coloured people, and this fact indicates how starved they have been for organised entertainment. In most country towns, moving picture shows are the only form of entertainment at which coloured people are tolerated, and there are exceptions to even this in some townships.

There is a need in those towns where coloured groups congregate for some place in which entertainment and other functions can be held. Dancing seems to be a most popular form of recreation, and no doubt properly organised social evenings, perhaps with short films and other such entertainment, would be well supported.

In addition, such a Social Centre could contribute towards adult education, in the broad sense in which that term is used in this Report. Leaders in the community and visiting notables could be invited to address meetings on civic responsibility, functions of Government and other suitable subjects. Mobile Welfare Units could also make good use of such Centres in the course of their duties.

It is important that the running of such Centres be left as much as possible to coloured people. The controlling committee, and it only, should have the authority to invite non-coloured visitors.

It is emphasised that Social Centres should not be regarded as perpetuating the principle of segregation. It is the suggestion of the Committee that such Centres, wisely administered, could be used as a means of facilitating an intensive educational campaign and by acting as meeting places between the white and coloured communities could contribute towards the ultimate objective of integration. Organisations in the various townships would almost certainly assist in furthering the purpose of the Centres.

The provision of these Centres would present something of a problem. At the present time they are clearly beyond the capacity of the coloured population. Ideally, they should consist of a hall with associated facilities of a standard and location not inferior to similar Centres for whites. This would make their cost considerable, and it seems that only Government assistance could bring them into existence.

Of necessity, therefore, there would be justification for their erection only in those towns where the number of the coloured population would warrant the expenditure.

### **Missions**

The implications of Mission training are so important in the social field that special discussion is warranted in the Missions Section.

## Sociological Surveys

The Committee is of the opinion that one of the important factors which is retarding the progress of integration is an insufficient understanding of aboriginal and part-aboriginal attitudes and ways of life. We believe that detailed research is required to provide this information, and are of the opinion that this can be achieved with the greatest speed, and to the best advantage of all concerned, if carried out by social anthropologists. To this end we consider that financial assistance should be made available, in the form of special grants, to the University of Western Australia (Department of Anthropology and Sociology) for specified projects.

## Section 6 HOUSING

There is an obvious and urgent need for improved housing for native families. Until this need is satisfied, attempts in other directions to lift the native standard of living will suffer a serious handicap.

Integration will have been achieved only when natives live in and maintain homes of the same type as other members of the community.

It is recognised that this process will take time, but a comprehensive scheme is required now, having as its objective the progressive eradication of every squalid camp and humpy in the State.

### Present Position

The current scheme of the State Housing Commission for the housing of coloured families dates from June, 1953, when the Minister for Housing approved of the erection of 25 homes for that purpose. The first four houses were built at Port Hedland and were occupied on a rental basis in 1954. This particular design (costing about £1,500) of three rooms with front and rear verandahs, was replaced by the well-known Type 79A house later in the same year. This consisted of one large central room with verandahs, mostly enclosed, on all four sides.

The Type 79A cost in the vicinity of £2,000, and although the design was criticised in many quarters, 61 of them were built in various places and allocated to coloured families on a purchase basis. A minimum deposit of £25 was required, with repayment spread over 40 years. The weekly rate of approximately £3 included interest, rates and insurance.

In 1957 the much more presentable Type T3/63A was adopted, and so far four of these have been erected, also on a repayment basis. This design, which costs no more than the Type 79A, has an improved finish, and the very considerable advantage that to the casual observer it is not distinguishable from ordinary Housing Commission houses.

In addition to these, 39 other families have been accommodated in normal type Commission homes, 14 of these being on a purchase basis and the remainder on the ordinary rental basis. In both categories the weekly repayment or rental approximates £3 15s. In purchase contracts, the buyer is responsible for maintenance.

The Commission's policy has been that homes especially provided for coloured people must be erected in townsite areas and have normal facilities. Segregation has been avoided and wherever possible, native homes have not been erected on adjoining lots. Under this special purchase scheme coloured families (that is, those with any degree of aboriginal blood, irrespective of their legal status) are given an overriding priority, even though the application may be for a standard Commission house. In the latter event a deposit of £50 is required, but the priority is immediate.

The Commission is also willing to treat any coloured family of the requisite social standard in exactly the same way as an equivalent white family. This means, of course, that the applicant does not have the same priority that he would enjoy under the special scheme.

The foregoing illustrates that the State Housing Commission has made, and is still willing to make, a very considerable contribution towards the all important task of improving housing standards for natives.

In practice, the scheme has not catered for as many families as was originally hoped for by most interested authorities. From the total of 108 houses occupied there have been 26 vacancies, leaving 82 families housed under the scheme at the moment.

In 1957 the Commission conducted a special survey of the domestic standards in homes occupied under the scheme. The following estimate resulted:—

- 10 per cent. of the families proved unsuitable for housing in white communities.
- 10 per cent. of the families were of a very doubtful standard.
- 40 per cent. had barely acceptable standards.
- 40 per cent. were acceptable as normal tenants.

The survey made the point that, included in the 40 per cent. acceptable purchasers or tenants, were some families whose standards were in every way equal to the best of white families.

In view of the large number of native families living in grossly sub-standard housing, the outcome of the Housing Commission's scheme is, to date, somewhat disappointing. It cannot be denied that the basic reason for this is that the majority of these natives have not yet reached the economic or social standard necessary to take their full place in the ordinary community.

Until these standards are raised, there is an obvious need for:

- (a) a simpler and therefore cheaper form of housing to provide reasonably decent accommodation for those many native families who at present live in shanties on the outskirts of so many towns, and/or,
- (b) some scheme of subsidising rentals for those families whose social development meets the requirements of the Housing Commission, but whose economic position does not enable them to meet the cost of the present homes.

## Suggestions Received

Improved housing for natives was probably the most frequent suggestion made to the Committee. It was stressed that attempts to raise the living standard of natives must be based on the first requisite of decent accommodation.

One suggestion was to the effect that the present scheme of the State Housing Commission, with some slight modification, be extended to every native family requiring a house. This view held that even though many of them would prove to be unsatisfactory tenants, perhaps even to the extent of seriously damaging some houses, the next generation would be better.

There was strong support for the suggestion that some form of basic housing should be provided on all reserves where there is a need for it, perhaps along the lines of the experiment now being carried out on the Geraldton and Mullewa reserves. In those townships, advantage has been taken of the communal ablution and sanitary facilities already on the reserves to group around them a number of small houses. These consist of three rooms and a verandah, in a design which was arrived at after consultation with natives, and which has proved popular and practical in use.

Another suggestion which received support, advocated the creation of a "special" native homes area within townships. It would constitute a form of segregation, but not to the extent that the reserves are at present. The natives in the special area would be part of the community, but would be grouped together for companionship, and in such a way that they could be readily advised and assisted. The houses in this area should be comparatively cheap, but must provide bathroom and laundry facilities and must have septic systems. Of necessity, these houses would be sub-standard for the cost to be kept low, and special permission for their erection would have to be given by the local authority. It was suggested that the cost should be kept down to approximately £900 and that these houses should be erected and administered by the Housing Commission.

It was an integral part of this suggestion that families of the requisite social and economic standard should be encouraged to live, not in the "special" area, but in ordinary houses in the normal State Housing Commission area within the townships.

## Recommendations

This Committee is of the opinion that the present scheme of the State Housing Commission, as far as it goes, is soundly based, and is filling a very real need. As it also provides a goal to which native families may aspire from any scheme of simpler housing which may be evolved, it is of fundamental importance. The Housing Commission is therefore strongly supported in its present policy.

We also recommend that serious consideration be given by the appropriate authorities to a scheme of rental reductions or subsidies for those in need. We believe that such a plan, judiciously administered, and used in association with "adult education" as outlined elsewhere in this Report, would substantially hasten the process of integration.

Although the outlay for the next ten years under any such scheme may be considerable, we are of the opinion that such a constructive approach would be more economical in the long run than the use of institutions for neglected children and all the other concomitants of inadequate housing.

We understand that the Housing Commission is at present investigating the practicability of extending its activities to the "special" housing scheme outlined above, and believe that its sympathetic understanding of the whole problem will result in an affirmative decision. There is a State-wide need for housing of this kind, and as the Commission is the authority most competent to undertake its provision, any activity in that direction will have the utmost support of this Committee.

In the event that the State Housing Commission is not able to undertake this special housing plan, some form of basic housing on reserves, administered by the Native Welfare Department, would appear to be unavoidable, undesirable though this form of partial segregation may be. In any such undertaking the design or designs used should be chosen for their over-all suitability, and should be approved, if possible, by the Housing Commission. Erection could perhaps be carried out by a Mobile Works Unit operated by the Department of Native Welfare, but we are of the opinion that a system of contracting would be much more satisfactory, and recommend accordingly.

The Committee therefore believes that there should be three main standards in native housing.

- (i) A "Special" House (approx. £1,000) preferably designed, erected, and administered by the State Housing Commission, but failing that, by the Native Welfare Department. These houses should be sufficiently numerous to remove completely the necessity for any native family to live in squalor. Any rental policy adopted for this type of house should take into account the fact that, at this stage, the primary aim is to see that all such families are housed decently. A satisfactory financial return on the capital expended should remain a secondary consideration for some time to come.
- (ii) The "Type T3/63A" House (approx. £2,000), as already provided for by the State Housing Commission. This house is entirely suitable for those families who desire to live in ordinary housing areas, but who cannot afford the usual State Housing Commission house. It would be an advantage if it could be made available under both rental and purchase schemes. A plan of this house is included as Appendix 7.

(iii) *The "S.H.C." House* (approx. £2,750), as already provided for by the State Housing Commission. This house is available for those families who wish to live in houses of a standard fully equal to those of the ordinary community.

In regard to the first category Departmental Officers were asked to indicate how many "special" dwellings would be required in each District. These totalled—

Northern District	....	....	....	....	32
North-West District	....	....	....	....	28
North-Central District	....	....	....	....	31
Central District	....	....	....	....	33
Southern District	....	....	....	....	67

This total of 191 represents immediate requirements only. It is considered that within three years of the inauguration of any such programme there would be a definite demand for a total of 300 homes and that this could well increase to 500.

## Section 7

### ECONOMIC ASPECTS

The general objective as previously stated by the Committee must be the integration of natives in the shortest possible time. This involves raising the native minority to the same economic level as the rest of the community. The specific objectives should be—

- (1) The raising of the productivity of native workers.
- (2) The advancement in scales of wages up to the level of the white worker and a policy of equality in employment, including that of equal opportunity.
- (3) The inculcation of a prudent and beneficial spending of money earned.
- (4) The development of qualities of leadership and management ability.

#### Present Position

1. *Productivity.*—In the opinion of most pastoral employers, the efficiency of native workers generally is below that of whites. However, when natives are living happily in their "own country" they do not easily leave, and in the north particularly they carry out most of the stock work on cattle and sheep stations.

The gradual drift of aborigines from the eastern part of the State to the more settled areas is resulting in a fairly large number of near-illiterate adult natives congregating near Goldfields towns. These require considerable education and training before becoming reasonably productive.

In the southern part of the State there has been an improvement in the general efficiency of native labour in recent years, due no doubt to an increased use of facilities for primary education. A large proportion, however, can only be classified as unskilled and would need special training to advance any further.

2. *Wages.*—In considering the wage structure of natives in Western Australia, it is to be recognised that the majority of natives do not work under any Award and are thus the only group in the community apart from top executives, who now have little or no protection under the general system of wage control.

In the south of the State and in the northern coastal towns, an increasing number are coming under Award conditions, but the greater number who live in the pastoral areas of the north are paid on scales depending on individual bargaining and the law of supply and demand. They are assisted, where possible, by Officers of the Native Welfare Department.

While the Federal Pastoral Industry Award (No. 148 of 1950) governs conditions to be provided by employers engaged primarily in the sheep industry, the definition of the term "station hand" specifically excludes "aborigines."

It has not been possible to set out in detail the actual present position in each area owing to the variety of rates paid but, to provide some indication of the wage structure, the following observations are made, culled from reports of the Field Officers of the Department over the last three years.

*Kimberleys.*—Most adult natives live on cattle and sheep stations and in return for their labour receive keep for themselves and relations plus a small amount in cash ranging from as low as 2s. 6d. per week for some domestics to about £3 per week for stockmen. A certain number of part-aboriginal men receive the basic wage but it is only a small proportion of the whole who are paid in excess of £5 per week plus keep.

On the Missions the practice of paying cash wages has been introduced also.

In, or based on, the towns of Broome, Derby, Wyndham, Hall's Creek and Fitzroy Crossing there are a few hundred native wage earners who receive wages varying from a few shillings per week (for domestics) up to the basic wage (about £13 10s. for men). On some occasions a part-aboriginal may earn higher amounts but this is exceptional and usually only temporary.

*North-West.*—In this district, comprising the Gascoyne, Ashburton, Roebourne-Tableland and Pilbara areas, there are two Missions. At Carnarvon there are children only, while Jigalong pays wages to some adults.

In the coastal towns of Carnarvon, Onslow, Roebourne and Port Hedland natives are employed as truck drivers, labourers or domestics at rates varying from £1 to £15 per week. Occasionally a few earn higher rates for temporary work.

Approximately 300 adults and their children are grouped in a special community known as Pindan Pty. Ltd., in the vicinity of Port Hedland. This independent group has been completely self-supporting for several years, sharing income and subsisting as a form of co-operative. The living standard from the economic point of view is generally low but from the psychological viewpoint the maintenance of this independent attitude is a valuable experiment in the development of self-reliance. Their white adviser is hoping to make arrangements for mining on a big scale in the district. If successful this could provide the necessary financial margin to secure a satisfactory economic level.

It would appear that the wages paid in this whole area are more uniform than in the Kimberleys and the average rate is higher though not up to Award rates.

*Murchison and Upper Gascoyne.*—Employment conditions for natives generally in the west of this area appear to be reasonably satisfactory. On stations the scale of wages paid varies from £2 10s. per week, plus keep, to £13 10s., without keep, for adult male station hands, and from £1 to £5, both plus keep, for female domestics. On the whole, the trend is towards paying Award rates to efficient male workers.

Further east wage scales generally are lower, varying from £1 5s. per week, plus keep, for male station hands, to Award rates for a limited number.

With the progressive raising of wages over the past years, employers now have a tendency to employ natives for shorter periods than formerly. This means that the natives spend more time in the townships than used to be the case.

Two Missions in the area, Tardun and Karalundi, cater for children only. The recently established Mission at Wiluna caters for small children and for some old people.

*Eastern Goldfields.*—A survey of 29 stations employing 91 natives, excluding contract workers and paid domestics, shows that 18 male native employees received an average of £10 15s. per week without keep for themselves or their 25 dependants. A further 73 native employees averaged £5 6s. per week plus keep for themselves and 55 dependants. These figures compare favourably with the northern areas of the State but the indications are that the position is not good for a considerable number of natives in the Leonora-Laverton area who are either not trained or who have had very little experience of station work. Work offering on stations in the area is not increasing and there is little opportunity for untrained workers in Kalgoorlie or Boulder. The policy is to encourage them to remain on stations as far as possible, but the drift into Laverton, Leonora and Kalgoorlie from the outer regions of the north-east is likely to continue. Many unskilled, with a proportion illiterate, are likely to be seeking sustenance in the towns.

Without sufficient opportunity for training in any industry or trade and with little protection by arbitration award or legislation, these natives will need assistance with food and shelter from time to time.

*South-West.*—In this area, the natives are far removed from any tribal connection. The official estimate shows a total of only 250 aboriginal men, women and children, but 3,450 part-aborigines. Native males generally receive Award rates when working, but it is unusual to find a native remain in one job for as long as twelve months. During the years 1940-56 when almost full employment was the rule in Western Australia it is reported that most able-bodied male natives worked about nine months in each year. During 1957 and 1958 when unemployment increased natives found it more difficult to obtain continuous work. Now, when an employer finds it necessary to reduce staff, the coloured employee is very often the first to go. Immigrants gaining experience during their early period in Australia are taking the place of native labourers in some occupations.

The Western Australian General Farm Hands Award (No. 6 of 1946) contains a special provision, whereby native workers of less than normal efficiency may be employed at rates and conditions lower than Award rates. Such rates and conditions must be agreed to by the local Protector of natives and are subject to disallowance by the Commissioner of Native Welfare. In practice, this provision appears to have served little useful purpose.

It is estimated that in the south-west area there are some 700 able-bodied native men, mostly part-aborigines. Many of these have insufficient skill or aptitude to give them an even chance of regular work, except in times of increased seasonal activity. This is a disturbing situation, but one which should be obviated in the future by more extensive training for young natives.

3. *Improvident Spending.*—An unduly large proportion of the income of natives in or near townships is apparently spent on such items as liquor and taxis. Gambling is common but is usually restricted to within the local group. Few natives have bank accounts.

4. *Managership.*—It seems that among tribal aborigines leadership is exercised more by a council of elders than by individual dominant personalities and this has probably contributed to the fact that very few natural native leaders have emerged following the break-down of the tribal structure in settled areas.

While this is a serious handicap, it is one which should be overcome when increased education and a greater social acceptance brings increased self-confidence, an essential requisite for the management of any kind of commercial enterprise to be successful.

### Some Solutions Considered

Increased pastoral and agricultural training for natives has been strongly recommended and the Committee agrees that this should be readily available. It is of the opinion, however, that there should be no bar to a native entering any occupation for which he has the aptitude.

This subject is dealt with more fully under the Education Section.

## **Training of Adult Natives as Tradesmen**

The Committee has considered special technical training of adult natives with a view to subsidising employers to accept them into industry as trainees. Enquiries indicate that owing to unemployment in the skilled trades (carpentering, building, etc.) there would be opposition to any such system and the Committee cannot see how such an idea can be applied under existing conditions.

## **Farm Settlements**

A number of suggestions were made to the effect that farms should be set up in suitable agricultural areas to absorb adult native labour at times when other work is not available.

The Committee has examined this proposal, but has found the scheme to contain a number of serious weaknesses :

- (i) There is no guarantee that natives would use such farms for the purpose intended. There is no legal machinery by which they could be compelled to go to the farms when unemployed, and the introduction of such legislation is certainly not advocated.
- (ii) For such a farm to serve its purpose, it would need to be an operating concern. Its busy seasons would coincide with similar increased activity throughout the area, so that at times when it could make good use of surplus native labour, that labour would be absorbed in the district's normal industry. For that reason the farm would require an adequate resident staff, and this obviously would be capable of handling it during less busy seasons. It is therefore difficult to see to what useful purpose the surplus labour could be put.

It seems to the Committee that these farms, if established, would inevitably degenerate into settlements in the old Moore River tradition, detested by most natives, and contributing nothing towards the policy of integration. For these reasons the Committee cannot recommend their establishment.

## **Individual Ownership of Farms, etc.**

No suitable scheme for the wholesale establishment of natives on farms with a view to ultimate ownership can be suggested by the Committee. Deficiencies in basic early training, environment and other factors are major handicaps which militate against success in this type of enterprise.

Nevertheless, the deserving native warrants special financial and other assistance, and there is now ample legislative provision under the Native Welfare Act to cover such projects, provided the necessary funds are made available.

The Committee therefore recommends that a survey be conducted to determine the ambitions and suitability of individual natives in this direction. In assessing the value of particular projects the advice of the Agricultural Department and of other recognised authorities should be sought. We believe that only good quality properties should be purchased under this scheme as we subscribe to the view expressed by an Officer of the Agricultural Department that : " It is not good practice to have two unknowns in any experiment of this nature."

The Committee is of the opinion that these surveys should not be confined to farming only, but should extend to pastoral, mining, fishing, market gardening and any other likely industries.

## **Co-operative Ventures**

The Committee has given special consideration to the suggestion that native co-operatives should be established and enquiries have been pursued in relation to co-operative sheep and cattle raising, vegetable and fruit growing, and other activities.

It is our opinion however, that because of the difficulties outlined under the previous heading and elsewhere in this Report, it appears extremely unlikely that the co-operative principle can be successfully applied to natives generally at this stage.

It may be possible to operate small commercial concerns co-operatively, but no desire to combine in such a way has been evidenced by the part-aborigines who live in localities where such experiments could be tried. Indeed, a number of men who would have been suitable leaders in such enterprises, informed the Committee that, while they would welcome financial assistance to undertake certain commercial activities, they preferred this to be on an individual rather than a collective basis.

The operations of the Pindan Pty. Ltd. have been mentioned as a successful application of the co-operative principle, and the Committee sought, and was readily given, information from the leaders of that group. They were of the opinion, however, that the special circumstances which have contributed to the solidarity of the group in the Pilbara do not exist in the south, at least at the present time, and that without some special uniting incentive natives are unlikely to endure the hardships and sacrifices which, almost certainly, would be involved.

The Committee has therefore come to the conclusion that the question of native co-operatives should be considered in relation to other schemes for the placing of natives on their own properties. As the surveys and projects recommended under the previous heading progress, opportunities for the application of the co-operative principle may emerge.



## **Wages Arbitration**

In view of the fact that so many natives in pastoral areas are at present precluded from enjoying the benefits of the Award covering the industry in which they work, the Committee believes that some special wage fixing provision should be made for them. Extensive enquiries have been made to determine the most appropriate means of bringing this about.

In Western Australia the Arbitration Court is the established authority on employment conditions and the Committee recommends that the question of wages for natives should be referred to that tribunal.

It is recommended that an additional Conciliation Commissioner be appointed and given the responsibility (in addition to any other duties entrusted to him) of thoroughly examining the whole circumstances surrounding native wages and conditions of employment, and of drawing up Awards to apply to natives not otherwise covered.

In the absence of any other authority, the Native Welfare Department, or any later equivalent, could police such Awards, provided adequate staff was made available.

The general intention of the Awards, and of the method of applying and policing them, should be to expedite the economic integration of natives to the stage where eventually they will all be covered by the ordinary Awards of industry.

## **Social Service Benefits**

Commonwealth Social Service Benefits have already been referred to in an earlier Section—Social Aspects.

The importance of these Benefits in the general economic situation of natives is apparent, and the fact that at present there is discrimination against certain aborigines and part-aborigines, while these same people are legally obliged to pay taxes and Social Service contributions on the same basis as anyone else, calls for immediate redress.

## **Section 8**

### **MISSIONS**

#### **Present Position**

There are at present twenty-nine Christian Missions operating in Western Australia, widely scattered throughout the State. Their individual functions vary from providing for the spiritual, educational and material needs of particular categories of children to equally comprehensive care of whole families.

At one time these Missions were considered to be merely supplementary to Government settlements, stations and rationing depots, but in recent years their role has changed. As the number of Government institutions has diminished so have the relative responsibilities and importance of the Missions increased.

In recognition of this, the Government has substantially increased the amount of financial aid given to these establishments. Whereas the weekly subsidy paid to Missions for the support of a native child ten years ago was 3s., it is now 34s. 9d., plus a grant of 5s. from the Lotteries Commission. (Those Missions who, because of their religious principles, are unable to accept this grant are paid an equivalent amount by the Government). During this same period, extensive Grants-in-Aid have been made to many Missions to enable them to care more effectively for their charges. A summary of this financial aid is shown in Appendix 8.

Next to catering for spiritual welfare the most important function of Missions is to provide children with educational opportunities. All Missions with school-age children now have facilities for primary education, either in the form of a school on the premises or by suitable arrangements for transport to nearby schools. Protestant Missions all have qualified Government teachers while Roman Catholic authorities follow their normal practice of providing their own instructors. Teachers in Mission schools receive 1s. per week per pupil (additional to the subsidies shown above) to provide school requisites and amenities.

While some occupational training is given at a number of Missions, others have no suitable facilities for this very important activity.

It is in the educational field that the Missions are playing an increasingly large and valuable part. In the pastoral areas particularly, Missions usually provide the only way by which native children from stations can attend school. In effect, such Missions act in the same way as do boarding schools in the ordinary community. An essential principle of the scheme is that the children are sent voluntarily, so that the extent to which each Mission is utilised by native parents depends both on the quality of the facilities offered by the Mission and on co-ordinated patrol activity by Departmental Field Officers.

Accommodation on most Missions catering primarily for children is based on the dormitory system, but some operate on the "cottage" principle. The general standard of accommodation is constantly being improved and while there are some Missions still wanting in this regard, others have attained standards which approximate those of conventional boarding schools.

Similarly, methods of food preparation and distribution vary, while dietary scales are influenced by geographical location (affecting locally-grown produce) and to some extent by the policies of the various denominations. Food charts, as recommended by appropriate authorities have been distributed to all Missions and now that a satisfactory cash subsidy is received for each approved inmate, no difficulty in providing adequate and suitable food for them should be experienced. Missions are now also able to purchase through Government channels, to their considerable financial advantage.

The medical needs of Mission staffs and inmates are catered for in various ways. Some Missions are sufficiently close to ordinary community facilities to require no special provision. Others are so isolated that they must maintain hospitals and fully trained staff. As a general principle, the Government meets the medical, dental and optical needs of approved inmates, in addition to paying the cash subsidy. Thus, where the Mission maintains special medical facilities, standard equipment and medical supplies are supplied by the Public Health Department.

### Suggestions Received and Recommendations Made

*Financial Considerations.*—One of the tasks undertaken by this Committee was to determine to what extent Missions could become self-supporting. To this end all Missions were circularised and invited to submit their views, together with details of any specific schemes considered practicable. Responses varied considerably. Some Missions, of course, have no land or other resources which could be developed, whereas others have potential industries which require only capital and labour to promote them. In several instances, detailed estimates were submitted. Some of these would entail capital grants to individual Missions of amounts in excess of £100,000, spread over a number of years.

On the other hand, some Mission authorities opposed the whole idea in principle, subscribing to the following viewpoint:—

“If by this is meant the setting up of industrial operations profitable enough to completely pay for the feeding, clothing, general caring for and training of the children placed in our care, we wish to advise very strongly that such is an impossible task for our Missions and, we believe, for any Missions. The primary work of Missionaries with children is to grow boys and girls. Too often big industrial operations have again and again crowded out through sheer physical demands the very work for which we are committing our effort.” (8).

After fullest consideration and consultation with recognised authorities, this Committee seriously doubts whether pastoral or agricultural projects can be developed economically at Missions with good prospects of success. It is therefore reluctant to advocate large-scale financial aid for this purpose.

However, where it is apparent that reasonable progress is being made by individual Missions in developing such projects, then special aid for specific purposes would be warranted, *e.g.*, purchase of machinery, construction of buildings.

In other words, the Committee suggests that each developmental project should be judged on its merits in relation to its importance in the training of a sufficient number of natives, rather than as a factor in making the Mission self-supporting. As economic and social integration is the objective, the Committee believes that Mission activities should be directed so as to encourage trained individuals to enter the general community as soon as possible. The building up of large industrial enterprises associated with Missions might well have the reverse effect.

While bearing this in mind, the Committee feels that many Missions require additional financial assistance if they are to carry out their function satisfactorily. Most of the work they are doing is essential, and would have to be undertaken by the Government if it were not for the Missions. This should not be taken to mean, however, that the Committee advocates a situation whereby Missions have only to ask for money to be given it. The present policy of regularly inspecting Missions should be continued and financial assistance should be related to development and maintenance of satisfactory standards. Each institution should be conducted on business-like lines and the normal obligations of efficient management observed (including for instance, insurance of assets).

In regard to financial grants by the Government, the Committee considers it only reasonable that Missions should, in due course, furnish to the Treasury detailed statements showing how each Grant-in-Aid has been expended.

On the question of per capita subsidies, the Committee believes that these should be continued on the present basis for the time being and that rates should be kept in line with those paid by the Child Welfare Department in respect of white children.

As with all agencies dealing with native welfare, the Missions should be directing their efforts towards full integration. This will probably progress by stages, and whereas at present the Missions under discussion cater only for native people, a day should come when these valuable institutions will serve a wider section of the community. Large-scale Government expenditure exclusively on natives should progressively diminish as this policy advances, and as parents become more able to contribute towards the upkeep of their children.

*Social Considerations.*—Missions now feature so largely in official plans for native welfare that it is necessary to consider in some detail the effect institutional training has on children. As young people the world over are fundamentally the same, the results of scientific research carried out in other countries can be of great assistance here.

One of these valuable studies of child care is the Report prepared under the auspices of the Health Organisation by Dr. John Bowlby in 1951. This indicates conclusively that the removal of a child from his mother at an early age can cause serious psychological and mental disturbances and for this reason, this Committee cannot advocate the admission of children to Missions before the age of six years in normal circumstances. Even for the inevitable exceptions, such as neglected or abandoned children, orphans, etc., foster homes with their more intimate atmosphere should be more satisfactory.

Even after being voluntarily placed in a Mission, children should not be cut off from contact with their parents. Relatives should be allowed to visit the children at all reasonable times and, similarly, there should be no bar to children spending at least the longer holidays with their parents. Although these holidays may be spent under material conditions less favourable than those at the Mission, the emotional benefit derived by the children more than outweighs the disadvantages. There will be exceptions to this rule of course, particularly in arid inland areas, and no child should be forced to spend a holiday away from the Mission if this would involve real hardship to either child or parent.

The following views were furnished by an authority now engaged in training a considerable number of Missionaries in Perth. They are based on up-to-date studies, and are endorsed by this Committee :—

“If European institutions take over the care of the native child, care must be exercised to see that the child gains a feeling of acceptance.

“The large dormitory system is thus far from ideal. Homes with the personal touch are far better.

Secondly, there is the general environment. This a major difficulty for aboriginal settlements isolated from white culture. A child growing up in an institution isolated from our full culture finds that he is by and large accepted by his own people and can see a cultural future there. But education in the white culture lacks relevancy for the young native. The white institution reflects only a part of what is comprehended under the title “Western Culture.” The native in his education must be able to answer to his own satisfaction the question “Education for what?” In his own tribal set-up, all the techniques of education, initiation, etc., are with a view to tribal integration and “citizenship”—a full life in the tribe, economically, culturally and spiritually. Those groups or representative individuals (such as Missionaries) who grant acceptance to the growing child, alone will receive allegiance and have their authority accepted. This is why a child not gaining a sense of acceptance early continually flouts authority later. Thus it is essential that any white institution must not develop an authoritarian attitude that reveals an opposition to the authority of the tribe. Indeed, we must alter the tribal outlook and elevate its cultural concepts. The natives must have a sense of dignity and pride in respect to their own culture, yet so absorb our Western approach that the inner core and not merely the external customs will change. The native has a spiritual view of life, and his culture is integrated along religious lines.

Thirdly, there is the formal school environment. In Western culture the major portion of our moral and spiritual core is learnt, mostly unconsciously, in the home environment. In the case of the native he learns similarly. If his home environment is “native,” formal education, Western fashion, will be in conflict. Thus formal education for natives must, by sheer necessity, include more spiritual and moral teaching of a deliberate nature. Again this is helped by the teaching of their own native lore to the aboriginal, but not derogatively. It is quicker to move, in teaching practice, from the known to the unknown. The native has shown that his average I.Q. is equal to ours given equal opportunities. We must therefore recognise that assimilation is a cultural thing. The formal education will, therefore, be always equal to ours—primary, secondary and tertiary. Such an education must be adequate for the increasing economic demands of his advancing culture. It is up to us to provide the vocational avenues if we are planning his cultural change.

May I summarise some of these requirements.

1. Prime attention must be given to the change of moral and spiritual concepts suitable for democracy.

2. Missions, though most suited for undertaking the moral and spiritual change, should not and cannot provide the means of complete cultural assimilation. As medical work is a recognised social activity, so that aspect of life should be taken care of by an appropriate Government Department and not left to Missionaries as if a part of their essential programme.

3. No education of the children entirely separate from a determined policy of education of the adults is adequate.

4. Cultural transfer can adequately take place only on the recognition of the individual demands for security and acceptance. This requires an experience of love or acceptance before the age of five, and a transfer of allegiance to democratic native institutions on the white pattern. Natives brought to the cities for higher education must be linked with moral, spiritual and/or cultural associations.

5. The educational programme must be wider than what we normally conceive as “formal education” and should cover programmes for making available vocations suitable to the temperament and ability of the native when educated. These programmes should be aided by cultural and economic associations.

6. All teachers, Missionaries and those Government Officers handling the natives should have a thorough grounding in native custom and life as an essential part of their training.” (9).

In addition to the foregoing, the Committee believes that, although it is obvious that conditions relating to the individual Missions vary widely, there is room for more co-ordination of effort and exchange of ideas. To this end we advocate some form of regular consultation. Ideally, this would take the form of annual or biennial conferences attended by all Mission superintendents under the Chairmanship of the Commissioner of Native Welfare.

At such conferences the Commissioner should indicate to each individual Mission the particular role and function it should play in relation to the over-all requirements of native welfare in the locality in which it operates.

## Section 9 RESERVES

During the early years of European settlement in Western Australia, there appears to have been no official policy of segregation which would have involved the setting aside of reservations. Towards the end of the last century, some tracts of land in the northern part of the State were provided for Mission purposes and smaller allocations were made in the south. In addition, two areas of considerable extent were set aside in the north for the use of the original inhabitants, although there appears to have been no attempt made to confine aborigines within the bounds of these reservations.

It was not until comparatively recently, notably in the 1930's, that the present practice of establishing reserves near townships was instituted. Their purpose appears to have been to serve as camping grounds for itinerant natives. By that time the opinion seems to have grown up that some form of partial segregation, in certain circumstances, would be unavoidable for some time to come and that the most convenient way to provide for this was the establishment of reservations at selected places.

### Settled Areas

In order to prevent these reserves from developing into a health risk to the occupants and the community generally, a policy of equipping them with minimum facilities has been embarked upon in recent years. It is now the policy to supply each reserve with water, sanitation and ablution facilities, but the programme is not yet completed, and is referred to in the Health Section.

The question of providing housing is now receiving attention as discussed in Section 6 of this Report.

Although the principle involved in this form of segregation is undesirable, the continued use of these reservations for some time to come appears to be unavoidable. They can only be dispensed with for residential purposes when adequate housing is provided within townships and this will take time.

While this Committee advocates the eventual discontinuance of the use of town reservations, it recognises the need for current expenditure on them. Further, these facilities will not be wasted as they will always be useful as camping reserves and possibly as sites for colonies for aged persons, etc.

As the process of integration proceeds, the need for these reservations for natives will diminish, particularly in the south. In the meantime they form convenient bases for the operations of Mobile Welfare Units.

### Other Areas

At the present time, the only reserve acting as a sanctuary for tribal aborigines is the Central Reserve created in 1937 and then constituting 19 million acres. It has since been reduced to 15 million acres because of mining activity and recently increased again by 960,000 acres.

Opinions regarding the future of this reservation are varied. While some people advocate its retention to enable a group of Australian aborigines to carry on their tribal way of life indefinitely, others advocate the abolition of the reserve, the establishment of private pastoral interests and the absorption of the aborigines into the pastoral industry. In this connection it is pertinent to quote extracts from a submission made to this Committee.

"Where people are living mainly under what can be called Aboriginal conditions, and are 'traditionally oriented' (that is to say, where they are virtually independent of European control)—and the number in this category is relatively small—we see no virtue in 'rushing out' to bring them into settlements and towns, until satisfactory solutions have been found for the people already there. There are already enough problems in such places without creating more, and humanitarian reasons cannot be invoked here. In any case, they will probably come in soon enough if they want to, as so many others have already done; and when they do, that is the time when the benefits of a liberal and educating Administration will be best appreciated and will give the best results. We are not recommending segregation for this category of person, but we are recommending a policy of 'go slow' in respect of them. Certainly these people need 'protecting' from unauthorised Europeans who enter their territory. The relationship of the Aborigines to their land should be considered, whether or not they are away from it. This land, if it were 'thrown open' for pastoral use, would be under the management of a European firm (or firms) whose primary interest would be in making the venture pay. Aborigines would be employed and would, one assumes, obtain some elementary training in stock work, etc. . . . We would ask here, do we want the same conditions to prevail here (*i.e.*, in the Warburton, Rawlinson and Tompkinson Ranges) as in the Kimberleys. It should be remembered that we have not yet got in this State a Pastoral Award (or a Native Labour Ordinance)." (10).

The Committee believes that those natives already in contact with civilization, *e.g.*, the Warburton Range Mission, should be adequately provided for, and that their children should be given education fitted to their future requirements.

For those people, as well as those more remote, we recommend that the findings of the Lands and Surveys, Medical and Native Welfare expedition currently investigating conditions in the area be carefully studied before any policy decisions involving development of this area are made. We believe that the primary consideration should be the future welfare of the aboriginal inhabitants and subscribe to the view that any pastoral development should be in their interests. In addition we would recommend that a proportion of any revenue resulting from exploitation of the area, by any means at all (including mining) be set aside exclusively for the advancement of the aborigines.

Whether large-scale development proceeds or not, there appears to be justification for assisting the Mission to extend its own pastoral activities.

There is a need also, for a sociological survey of these people to provide more detailed information concerning them. Without such assistance it would not be possible to formulate with confidence, plans which would cater adequately for their needs.

The provision of the fundamental needs of these and other " arid area " aborigines has been dealt with more fully in the Health Section of the Report. The provision of reliable water supplies will require particular attention, and the water resources in the area are being examined by the present expedition. Additional watering points along the road between Laverton and the Warburton Range Mission are considered necessary.

## Section 10 ADMINISTRATION

In the opinion of the Committee the problems of the native minority necessitating aid by a welfare agency are comparable to those of other temporarily handicapped sections of the community, and should not be regarded as essentially special and peculiar. We consider that the continuance of a separate Native Welfare Department only serves to perpetuate the concept of segregation and is inconsistent with the objective of integration.

Further, the Committee takes the view that any welfare problem warranting State Government aid, whether it involves groups, families or individuals, could be dealt with more efficiently, economically and conveniently by a single welfare agency. It is understood that this proposal is already under consideration.

Existing State welfare authorities in the various fields are :

*Native Welfare.*—The Department of Native Welfare is administered by a Commissioner, assisted by a Deputy Commissioner, a clerical and general Head Office and institutional staff, numbering, in all twenty persons (including four part-aborigines) and a decentralised field staff totalling twenty-two. The State is divided into five administrative Districts, each under the control of a District Officer based respectively at Derby, Port Hedland, Geraldton, Perth and Narrogin.

District Officers are assisted by Assistant District Officers, Patrol Officers and office assistants (totalling eleven, and including six part-aborigines) as required. There is also one Mobile Welfare Clinic operating in the southern part of the State.

Although Western Australia has, in the view of informed experts, the largest and most complex native problem in the Commonwealth, it has, proportionately, the smallest welfare staff. The twenty-two Field Officers responsible for applying the operative welfare provisions of the Native Welfare Act to the 21,499 natives estimated to be in the State can achieve little more than a degree of amelioration. To promote a positive welfare policy, a considerably augmented staff will be required.

*Family Welfare.*—The Child Welfare Department has so expanded its activities in recent years that its title no longer conveys the full scope of its activities. Whereas it once confined its activities very largely to children, it now devotes a substantial proportion of its resources to family welfare—including relief.

While the Native Welfare Act can be applied only to natives-in-law, the Child Welfare Act is not restricted in its application and can be used for natives as for anyone else. Because of this, and because of the confused legal position in many coloured families—some members being natives-in-law while others are not—there is an increasing tendency for the functions of the Child Welfare Department to overlap those of the Department of Native Welfare.

This tendency must inevitably increase as the policy of integration proceeds.

*Social Welfare.*—Accommodation for the aged is provided under the auspices of the Chief Secretary's Department; assistance to various handicapped groups is administered through several departmental channels and the activities of a number of voluntary welfare bodies are but loosely co-ordinated.

*Implications of Amalgamation.*—While the Committee advocates a merger of these existing welfare agencies, it does not suggest that the three separate Branches should lose their identity at this stage. Each one has its own legislation and organisation, and a staff of specialised welfare officers trained to its particular needs. A merger would not alter those needs, but it would make it possible to apply all the resources available to the best advantage.

A Welfare Department, perhaps under the control of a Director General, and comprising three Branches presided over by Directors of Aboriginal, Family and Social Welfare respectively, would appear to be the logical development for the time being. Organisational and legislative amendments to fit changing circumstances can be made as the need arises.

## Recommendations

*Merger.*—The Committee considers the arguments in favour of a single welfare authority to be incontrovertible and recommends that the whole matter be referred for thorough examination to a Committee with the Public Service Commissioner as Chairman, and the Permanent Heads of the Native Welfare, Child Welfare and Chief Secretary's Department as members. Provided the principle of amalgamation is endorsed by this Special Committee, it could then proceed to formulate the detailed plans necessary for implementing the proposal. In this regard it is hoped that the recommendations contained in this Report would be given due consideration.

*Staff.*—While the matter of supplying adequate staff for the carrying out of welfare requirements will be a matter for consideration by the Special Committee referred to in the preceding recommendation, it is relevant to quote here an authoritative opinion on this subject.

“If a good job is to be done the very best materials, in terms of resources and manpower are absolutely necessary. If we are quite certain that we desire to achieve results in this matter of native welfare, then the provision of trained personnel is not a vague ideal to be written into any policy because it seems to be the proper thing to say, but an issue of fundamental importance—a necessary pre-requisite.” (10).

This same authority has propounded a scheme which, we consider, merits support, whereby existing Field Staff (and other persons concerned with applying native welfare policies) could be given a suitable course of academic instruction in anthropology and sociology.

## Section II

### SPECIFIC RECOMMENDATIONS AND ESTIMATED COSTS

#### Section 1—Introduction

1. The broad objective should be the integration of the native minority with the Western Australian community; and all future policies should be framed to hasten the attainment of this objective. Simultaneous effort in all related fields should be the aim.

#### Section 2—Citizenship

2. All existing legislation which restricts natives only should be repealed.

3. The resources of a specialised Government Welfare Agency should be available to any person of aboriginal or part-aboriginal descent for as long as the need exists.

#### Section 3—Health

4. The present scheme of providing virtually free hospitalization for natives should be extended to all medical treatment for the present.

Information furnished to the Committee indicated that the annual cost of this extension would approximate £10,000.

5. The policy of maintaining hospitals exclusively for natives in certain localities should be discontinued and sick natives provided for in District and other hospitals. (The vacated buildings could be put to good use as hostels for native school children).

6. A Flying Doctor Service aircraft exclusively for medical purposes, should be provided at Derby.

The Committee was advised that such an aircraft, properly fitted, would cost in the vicinity of £30,000.

7. Flying Doctor duties in the Eastern Goldfields should be made the responsibility of one doctor at Kalgoorlie. Apart from emergency flights as required the Warburton Range Mission should be visited at least four times each year.

The cost would be in the vicinity of £1,000 per year.

8. A special medical officer should be appointed to the Public Health Department to investigate health conditions among native groups, particularly in arid areas; to assist in the control of leprosy, trachoma and other specific diseases; to co-ordinate a health education programme and to organise the training of selected personnel. He should conduct such surveys and organised expeditions as are required, co-ordinating these with the activities of the Native Welfare and any other appropriate Departments. Requirements as disclosed by these investigations should be provided.

The cost of retaining this officer and providing him with necessary transport, etc., would be about £3,500 per year. What it will cost to carry out his recommendations can only be a matter of conjecture at this stage, but general provision has been made in later recommendations.

9. A special health education programme should be undertaken in conjunction with improved living conditions, housing and other facilities. The Public Health Department, the Health Education Council, Missions, Schools and Mobile Welfare Units should all assist in this.

The estimated cost would be a minimum of £1,500 per year.

10. Capital costs incurred by Missions in constructing buildings for use as medical posts or hospital wards should be subsidised by the Government, and a contribution should be made towards the cost of employing trained nurses to staff them.

The estimated capital cost is £6,000 at least, and the annual contribution on behalf of nurses would amount to about £5,000.

11. The Public Health and Native Welfare Departments should review the minimum requirements for housing, sanitation and ablution facilities in respect of natives employed on stations and farms, and the co-operation of the local health authorities enlisted.

12. The Commonwealth Department of Health should be requested to follow up its 1951 dietary survey. In the meantime, the ration scale (Appendix 6) issued following that survey should be regarded as the minimum for all rationing purposes—whether Departmental, Mission or station, etc. The nutrition requirements of all children should be watched especially, particularly in the years following weaning, *i.e.*, in the 2-5 age group. Every child on every Mission should be given a daily issue of milk, whether it be whole, tinned, skimmed or powdered.

The additional cost would approximate £6,000 per annum.

13. The staffs of Mobile Welfare Units should receive training in basic infant care, the preparation and handling of suitable meals, the prevention and treatment of simple ailments and in elementary sanitation and hygiene. For this purpose a special course of about three months duration should be arranged in conjunction with the Public Health Department.

The cost of Mobile Welfare Units is dealt with in the Social Aspects Section.

14. The expansion and development of infant health services for native children should be assisted in every possible way, and native mothers should be encouraged to use them more than they have in the past. The staffs of Mobile Welfare Units should concentrate on this aspect.

15. Until native reserves near townships can be dispensed with, these should be equipped with running water, ablution facilities and adequate sanitation as a minimum.

The cost of providing these facilities where required would amount to £80,000.

Housing requirements are dealt with elsewhere.

#### Section 4—Education

16. Wherever practicable, fully trained teachers should be employed in native schools, whether Government or private. To assist in this direction it is recommended that where necessary, finance be made available to ensure the training of the requisite teachers and that consideration be given to other measures that might be necessary.

The annual cost involved would be in the vicinity of £5,000.

17. A school of instruction for teachers from both Government and private Mission schools should be organised—

(i) to give teachers some basic training in social anthropology and a knowledge of the implications involved in the process of assimilation,

(ii) to provide an opportunity to review the aims and objectives of native education and to examine present curricula in the light of experience gained in the last few years.

Where necessary, fares of teachers attending from private Mission schools should be subsidised.

The annual cost would be in the vicinity of £1,200.

18. Where numbers are sufficient, pre-school centres should be established on Missions. Where a qualified kindergarten teacher is employed a suitable subsidy is recommended.

The cost per year would approximate £2,000.

19. The projected hostel for native children at Hall's Creek should be erected without delay. As some 100 children require accommodating, an amount of about £100,000 will be necessary.

20. Immediate steps should be taken to establish a Mission in the Roebourne area.

This institution will be required to provide for at least 100 children, and its capital cost will approximate £100,000.

21. Provision should be made for educational facilities for the children of the Pindan group as soon as the group nominates a suitable permanent site.

The cost will approximate £4,000.

22. The need for additional hostel or institutional accommodation at such places as Wyndham, Onslow, Port Hedland, etc., should be kept under constant review.

The first two, at least, will be required within the next three years, and an allocation of £100,000 for each one should be provided.

23. Wherever necessary, immediate finance should be given to provide primary school buildings on those Missions and stations where the need exists.

The cost involved will be in the vicinity of £70,000.

24. Native children should be encouraged by all means possible to remain at school until at least 16 years of age. In order that their education shall not be wasted, welfare authorities should provide adequate guidance, through personal contact, from the time the child leaves school until he is stabilised in the community.

25. Curricular trends in primary schools should be related to local needs (*vide* Recommendation 17).

26. Children remaining on Missions between the ages of 14 and 16 years should be given appropriate practical training.

The annual sum of £5,000 should be allowed for the development of this.

27. A system of "apprenticing" lads to selected pastoral stations should be given a trial.

28. When numbers warrant it, facilities for technical training similar to those at Derby should be established at Carnarvon and at a suitable centre in the North Murchison district.

To provide more adequate practical training for non-academic children in the Southern and Central Districts facilities for instruction in Home Science, Agriculture and Workshop subjects should be increased, if necessary, at normal High and Junior High Schools.

The cost of these facilities will approximate £85,000. Additional teaching staff would be required—costing in the vicinity of £12,000 per year.

29. Every assistance should be given to the Farm Training School at Wongutha, and consideration given to the development of Balgo, Warburton Ranges, Cosmo Newbery and Jigalong (or Riverdale) along similar lines to train boys especially for the pastoral industry.

The cost of this item is included in the Mission Section.

30. Unless one or more of the existing Missions can be expanded satisfactorily, consideration should be given to the purchase, as a going concern, of a farm in the clover belt of the Great Southern District, to serve as a "pilot" project to train boys for the agricultural industry.

The cost would approximate £40,000.

31. Existing arrangements made by the Department of Native Welfare to enable children to proceed with higher education should be continued and extended as the demand increases. Up to ten bursaries should be available annually to assist if necessary with education or apprenticeships.

The Department already makes considerable use of this principle, but as general education expands additional funds will be required. It is estimated that an extra £6,000 per annum will be necessary.

32. Where fees are imposed for technical education, no native, irrespective of age, should be debarred from undertaking any course because of a lack of finance. Individual cases should be assessed on their merits, and financial assistance given as necessary.

The cost would approximate £500 per year.

33. All available resources should be directed to a programme of "adult education" (in the broadest sense of the word), for natives.

To marshal these resources it is recommended that a special Committee be formed of representatives of the Adult Education Board and the Department of Anthropology and Sociology, both of the University of Western Australia, and of the Departments of Education, Health and Native Welfare.

The cost will depend upon the recommendations of that special Committee, but £5,000 per annum should be provided for.

34. An annual grant should be made by the Commonwealth Government to the W.A. Native Welfare Council (Inc.) to enable it to function, within its appropriate field, in the same relationship to the Native Welfare Department as does the State representative of the Good Neighbour Council to the Immigration Department.

The annual cost would be in the vicinity of £3,500.

### Section 5—Social Aspects

35. The Commonwealth Government should be requested to liberalise the payment of Social Service Benefits to natives by amending those parts of the Social Services Act which discriminate against people of aboriginal ancestry.

36. More Mobile Welfare Units should be established, staffed by trained married couples. There is an urgent need for at least one of these Units in each Administrative District, and the aim should be a total of seven distributed throughout the State.

As the capital cost of each Unit is about £2,000, seven Units would cost £14,000. The annual cost of maintaining each including the salaries, travelling costs, etc., will be in the vicinity of £2,000, making a total of £14,000 per year for the seven Units.

37. A Welfare Hostel to provide 10 cots for babies, 20 beds for women and girls and 10 for men and boys should be established in Perth and supplied with the necessary staff.

An institution of this size, properly equipped and furnished, would cost in the vicinity of £40,000. The annual operating cost, including salaries, would approximate £7,000.

38. A Social Centre for natives should be established in each of the following places:—

Wyndham, Derby, Broome, Port Hedland, Roebourne, Carnarvon, Geraldton, Mullewa, Meekatharra, Moora, Perth, Kalgoorlie, Narrogin, Katanning and Gnowangerup.

The approximate capital cost of each one would be £3,000, making a total of £45,000.

39. Special grants should be made to the University of Western Australia (Department of Anthropology and Sociology) for the purpose of carrying out specified sociological surveys to provide more information regarding native attitudes and ways of life—information essential for the formulation of sound welfare policy.

An annual grant of £3,500 should suffice at this stage.

### Section 6—Housing

40. The existing policy of the State Housing Commission in relation to its standard rental and purchase homes should be continued. In treating coloured families of the requisite social standard in exactly the same way as equivalent white families, the Commission provides a goal to which native families may aspire from any less satisfactory form of housing they may be occupying.

41. The Commission's scheme of providing Type T3/63A houses to suitable native families should be continued, but consideration should be given to making these houses available under both rental and purchase schemes. Consideration should also be given to a scheme of rental reductions or subsidies for those in need of this type of house.

The cost of such a subsidy plan can only be estimated roughly, but it would probably be in the vicinity of £6,000 per year.

42. The State Housing Commission should be urged to undertake the provision of a simpler, and therefore cheaper form of housing for those native families not yet able to occupy a more expensive home. Under such a scheme each house should be self-contained, but should cost no more than £1,000. Rentals or repayment rates should be based on ability to pay, rather than on normal financial practice.

If the Housing Commission is not able to undertake such a plan, then the Native Welfare Department should, using whatever advice, plans and facilities the Commission can make available to it. If possible these houses should be erected elsewhere than on reserves, and normal facilities, including electricity, should be provided.



As the objective should be the provision of a decent dwelling for every native family requiring a home, the cost will obviously be considerable.

It can be anticipated that there will be a need for 500 homes within the next three years, and to satisfy this, an amount of £500,000 will be required.

### Section 7—Economic Aspects

43. A scheme for training ex-“desert” aborigines in pastoral and other pursuits is required. This can be carried out best in conjunction with established Missions, and the estimated cost is shown in Appendix 8.

44. A State-wide survey of natives in settled areas should be undertaken to determine to what extent Section 6A of the Act can be utilised to establish natives on their own holdings. At the same time the possibility of applying the co-operative principle to such projects should be thoroughly examined.

The cost of the survey would be an item of administrative expenditure. Until it is completed, the total required for proposed projects can only be a matter of conjecture, but it is considered that £250,000 could be required under this item. This provision in the Act, based on War Service Land Settlement legislation, has been little used in the past because of a lack of available finance.

The Commonwealth Government should stipulate that any money made available for this purpose must, upon repayment, be credited to a special fund so that it can be used for further projects under Section 6A.

45. A second Conciliation Commissioner should be appointed, under the jurisdiction of the Arbitration Court, to investigate conditions of native employment and to draw up special Awards, equitable to all parties, and subject to revision at regular intervals, to cover natives not otherwise covered. Unless, or until, some other suitable authority can act for natives in such matters, the Department of Native Welfare should police the provisions of the Awards.

46. The Department of Native Welfare should have complete discretion, and should be provided with the necessary financial and other resources, to alleviate distress caused by want, whatever its cause, sickness, infirmity, etc., among natives in any part of the State.

Various aspects of this matter have been dealt with individually elsewhere in this Report, but an additional amount of £10,000 per annum should be provided.

### Section 8—Missions

47. Additional financial assistance to Missions to develop commercial projects should be related primarily to the function each will serve in the training of inmates, rather than to the objective of making Missions self-supporting.

Estimated financial needs are shown in Appendix 8. They total £68,500.

48. Further grants should be made to Missions where the need of the inmates and the over-all efficiency of the institution justify them.

Requirements considered reasonable are indicated in Appendix 8, and total £255,500.

49. Per capita subsidy for each approved native inmate should be continued for the time being. Rates for children should be identical with those paid in respect of white children by the Child Welfare Department. Consideration should be given to relating the rate for adults to actual costs.

This latter would result in an increased outlay, and an amount of £15,000 per year should be provided for.

50. Missions should account to the State Treasury for financial assistance made available to them by the Government.

51. Missions should direct their efforts towards the full integration into the general community of the children who are placed with them.

52. All admissions (other than Court committal cases) should be on a voluntary basis and in normal circumstances children should not be separated from their parents before attaining the age of six years. There should be no bar to reasonable contact between children and parents after admission.

53. No child should be obliged, to his disadvantage, to leave a Mission for holiday periods.

54. On residential Missions, the cottage system should be used instead of the dormitory system wherever indicated.

55. Missionaries should not be expected to carry full responsibility for all aspects of native welfare in the localities in which they operate.

56. All persons engaged in Missionary activities, as with others associated with native welfare, should receive some anthropological and sociological training. Suitable courses should be arranged in conjunction with teachers and other officials (*vide* Recommendation 17) and financial assistance extended to enable Missionaries to attend.

The estimated cost would be some £1,500 per year.

57. There should be an annual or biennial conference, presided over by the Commissioner of Native Welfare, and attended by Mission Superintendents and senior Native Welfare Officers, for the purpose of exchanging information, and co-ordinating the activities of Missions in relation to over-all requirements.

Such conferences could be held in conjunction with those suggested under the previous Recommendation, and this would eliminate further costs.

### Section 9—Reserves

58. The use of township reserves for residential purposes should be regarded as temporary only, diminishing as integration proceeds.

The cost of equipping these reserves with minimum requirements is included in the Health Section.

59. Decisions involving the future of the Central Reserve, its occupants, and the relationship of the Warburton Range Mission to both, should be deferred pending the findings of the Government expedition now in the area. The primary consideration in formulating a policy must be the interests of the aboriginal inhabitants of the area.

If a decision is made to establish a pastoral industry in association with the Mission, an amount of perhaps £50,000 may be necessary for the purpose.

For other requirements, including additional water points between Laverton and the Warburton Ranges, a capital expenditure of £10,000 can be anticipated.

#### Section 10—Administration

60. The existing Government welfare agencies in Western Australia should be amalgamated into one general Welfare Department, comprising three separate Branches—Aboriginal, Family and Social Welfare.

61. In order that all the implications of such a merger might be studied and plans formulated for its implementation, the whole matter should be referred, as soon as possible, to a special Committee with the Public Service Commissioner as Chairman, and the Commissioner of Native Welfare, the Director of Child Welfare, and the Under Secretary of the Chief Secretary's Department as members.

62. Adequate specialised staff should be made available to the Native Welfare Department or its later equivalent, to undertake the positive welfare measures advocated in this Report. Provision should be made for anthropological and sociological training by arrangement with the University of Western Australia.

The cost will depend on the recommendations of the special Committee referred to in Recommendation 61, but it is not likely to be less than £20,000 per year. Additional transport and other facilities and equipment required by the augmented staff will cost some £18,000.

63. The Commonwealth Government should be requested to invite representatives from all States to attend an annual conference for the purpose of exchanging ideas and information relating to the welfare of aboriginal and part-aboriginal people within the Commonwealth.

#### SUMMARY OF ESTIMATED COSTS (Additional to Normal Expenditure)

Recommendation	Capital Outlay	Annual
	Necessary Within Three Years	Revenue Expenditure Necessary
	£	£
4. Medical treatment	....	10,000
6. Flying Doctor Service—Derby	30,000	....
7. Flying Doctor Service—Kalgoorlie	....	1,000
8. Special Medical Officer	....	3,500
9. Health Education	....	1,500
10. Medical facilities on Missions	6,000	5,000
12. Improved ration scale	....	6,000
15. Facilities on Native Reserves	80,000	....
16. Trained teaching staff	....	5,000
17. Teachers' Instruction School	....	1,200
18. Pre-school Centres	....	2,000
19. Hostel for Hall's Creek	100,000	....
20. Mission for Roebourne	100,000	....
21. School for Pindan group	4,000	....
22. Hostels—Wyndham and Onslow	200,000	....
23. Mission school buildings	70,000	....
26. Practical training on Missions	....	5,000
28. Technical training	85,000	12,000
30. Farm Training school	40,000	....
31. Bursaries	....	6,000
32. Technical courses	....	500
33. Adult Education	....	5,000
34. W.A. Native Welfare Council (Inc.)	....	3,500
36. Mobile Welfare Units	14,000	14,000
37. Perth Welfare Hostel	40,000	7,000
38. Social Centres	45,000	....
39. Sociological surveys	....	3,500
41. Type T3/63A house	....	6,000
42. "Special" house	500,000	....
44. Section 6A	250,000	....
46. General welfare	....	10,000
47. Mission projects	68,500	....
48. Mission grants	255,500	....
49. Mission subsidies	....	15,000
56. Training for Missionaries	....	1,500
59. Pastoral industry, etc.—Warburton Range area	60,000	....
62. Specialised staff and equipment	18,000	20,000
	<u>£1,966,000</u>	<u>£144,200</u>

## ESTIMATED REQUIREMENTS OVER NEXT THREE YEARS

	£	£
Items of a capital nature (as above) ....		£1,966,000
Items of a revenue nature :		
Present annual rate (estimate 1957-58) ....	500,000	
Additional required (as above) ....	144,200	
	644,200	
Total per annum ....		
Three years at £644,200 ....		1,932,600
		£3,898,600
Present capacity of State to pay—		
Three years at £500,000 (as above) ....		1,500,000
		£2,398,600
Balance required ....		£2,398,600

If the Commonwealth Government makes a Special Purpose Grant to cover the total balance required, the State Government will not be involved in any additional revenue expenditure.

If, on the other hand, all the additional capital requirements are met but only half the additional revenue requirements, the State will be involved in revenue expenditure to the extent of £72,100 per year.

Finally, if a grant is made to provide all of the additional capital but none of the revenue expenditure, the additional annual revenue expenditure which the State would be required to meet would be £144,200.

### Section 12—Justification for Commonwealth Assistance

The preceding Section outlines the Committee's estimate of the cost involved in providing adequately for natives in Western Australia.

Although annual expenditure on native welfare in this State increased from £83,736 to £446,741 during the ten years 1947-57 with an estimated total of £500,000 for 1957-58, this outlay has provided for little more than ameliorative measures. A continuing increase can be avoided only by achieving success in a policy of integration, and this can be accomplished only by bold measures, including the allocation of considerably increased finance for a time.

The Committee is aware that a sum of the magnitude required is beyond the resources of the Government of Western Australia and, for the reasons indicated below, is of the opinion that ample justification exists for an application to the Commonwealth Government for a Special Purpose Grant.

1. Although Western Australia is in area larger than any other State in the Commonwealth, it has the smallest total population, excepting only Tasmania; and a larger native population than any other State.

2. International attention has been focussed on the status and treatment of the Australian aboriginal, and the Government of Australia, which, as a member of the United Nations Organisation, supported the Resolution of the General Assembly adopting the Universal Declaration of Human Rights, has a clear responsibility to the indigenous population of the Commonwealth. Reputed internal legal difficulties do not serve as an adequate excuse for neglecting a large number of aborigines simply because they live in a State financially incapable of coping with the problem.

3. The point of constitutional law on which the Commonwealth has based its past attitude towards aboriginal welfare in the States is debatable.

4. The Federal Government has acknowledged the need to allocate an amount of some £1,388,000 for direct expenditure on the welfare and education of aborigines in the Northern Territory during the year 1957-58. This figure does not include the cost of health services, which are available to aborigines and Europeans alike, and which would bring the total expended on aborigines to about £2,000,000. Taking the aboriginal population to be 16,000, this represents a per capita expenditure of £125.

By contrast, the expenditure over the same period of some £500,000 on the welfare, including educational and health services, of the estimated 21,500 natives in Western Australia (£23 5s. per head) is clearly inadequate, and has been limited only by the inability of the State to meet its financial obligations.

5. Natives in Western Australia form a potential pool of labour not at present being utilised to full advantage. They could contribute in a much greater degree to increased production and to the development of sparsely settled areas, particularly in the north.

6. The Commonwealth Government already undertakes special responsibilities in regard to handicapped sections of the community, *e.g.*, pensioners, ex-servicemen, etc. As natives are in many respects comparable, special Commonwealth assistance is justified.

7. Many persons of aboriginal descent in this State are deprived of substantial Social Service Benefits even though they are taxed and pay Social Service Contributions in the same way as anyone else. This policy is manifestly unjust.

### **Section 13—Conclusion**

After considering a large number of opinions representing the views of a wide cross-section of the Western Australian community, including persons of aboriginal descent, and after a careful examination of the "native problem" with which the State is confronted, the Committee has formed the conclusion that integration of this handicapped minority into the general community is the only practicable objective; and that any measure which offers reasonable prospect of accelerating the attainment of this objective should be pressed forward with courage and vigour.

The global, national and local implications of the question cannot be ignored, and a positive concerted effort by the entire community is imperative if the natives of Western Australia are to occupy their proper place in society within the measurable future.

Therefore, with respect, but in all sincerity the Committee urges the Government to implement the main recommendations in this Report with all possible speed.

### **Acknowledgments**

The committee acknowledges with gratitude the assistance it has received in its determinations from numerous persons of goodwill. It has also appreciated the courtesy extended to it by the Hon. Speaker of the Legislative Assembly in providing suitable accommodation for its meetings, to the Hon. Minister for Native Welfare for his patience and understanding, and to the members of the staff of the Premier's Department and of Parliament House.

(Signed) F. E. GARE, *Chairman.*  
E. C. GARE, *Member.*  
D. J. R. SNOW, *Member.*  
G. F. THORNBURY, *Member.*  
KATRIN WILSON, *Member.*

Perth, Western Australia.

27th June, 1958.

**Appendix I**  
**PERSONS WHO PROVIDED INFORMATION**

- \* Abdullah, G., Vice President, Coolbaroo League, Perth.
- \* Andersen, F. W. G., Deputy Commissioner of Native Welfare, Perth.
- Anderson, J. M. W., Commonwealth Electoral Officer, Perth.
- \* Anthony, Sister, Holy Child Orphanage, Broome.
- Baron Hay, G. K., Director of Agriculture, Perth.
- Bartlett, C., Secretary, Aborigines Protection Board, Adelaide.
- \* Bateman, F. E. A., Stipendiary Magistrate, Perth.
- \* Beharell, J. S., District Officer of Native Welfare, Derby.
- Bell, A. M., Chairman, Churches of Christ Mission Board, Perth.
- \* Bennett, M. M. Mrs., Writer, Kalgoorlie.
- \* Berndt, C. H. Dr., (Mrs.), Anthropologist, University of W.A.
- \* Berndt, R. M., Dr., Senior Lecturer in Anthropology, University of W.A.
- Bindeman, T. W., President, Aborigine Advancement League, Perth.
- \* Black, J. L., Retired Pastoralist, Perth.
- \* Blacket, C., Farm Manager, Mogumber Mission.
- Bond, R. J., Deputy Under Treasurer, Perth.
- \* Britten, F. R. L., Asst. Administrative Officer, State Housing Commission, Perth.
- Byfield, H. W., Under Treasurer, Perth.
- \* Cameron, R. G., Mrs., Asst. State Commissioner, Girl Guides Association of W.A.
- Camm, H., Deputy Surveyor General, Perth.
- Campbell, J. A., Clerk in Charge, Department of Native Welfare, Perth.
- Chamberlain, F. E., General Secretary, W.A. Trade Unions Industrial Council.
- \* Chambers, C. R., Journalist, Perth.
- \* Chitty, R., resident of Carnarvon.
- \* Chitty, R., Mrs., resident of Carnarvon.
- \* Clarke, Rev. E. A., Superintendent, Mogumber Mission.
- \* Clarke, E. A., Mrs., Mogumber Mission.
- \* Cleaver, R., M.H.R. for Swan.
- \* Clements, H. G., Australian Peace Council, Perth.
- Coffin, P., Director, Pindan Pty. Ltd., Port Hedland.
- \* Cook, H. L., Dr., Medical Practitioner, Perth, representing B.M.A. (W.A. Branch).
- Cross, K. G., Superintendent, Roelands Mission.
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- \* Davies, R., Member Australian Workers' Delegation to I.L.O.
- Davies, R. J., Member Forrest River Mission Committee, Perth.
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- Eckersley, J. P., Asst. Superintendent of Horticulture, Department of Agriculture.
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- \* Elliott-Smith, S., former Deputy Commissioner of Native Welfare, Perth.
- Farrell, D. T., Manager, Broome Freezing and Chilling Works.
- Faulkner, E., Superintendent, U.A. Mission, Fitzroy Crossing.
- Ferris, Pastor D. A., Superintendent, Karalundi Mission, Meekatharra.
- Fiebig, A. O., Inspector, Liquor Inspection Branch, Police Department, Perth.
- Forrest, T. A., resident of Geraldton.
- \* Francisco, B., resident of Perth, formerly Farmer in Great Southern.
- Fyfe, W. V., Surveyor-General, Perth.
- Gabriel, Sister M., Superintendent, Holy Child Orphanage, Broome.
- \* Gibson, E., Dr., Principal, Perth Bible Institute.
- Gibson, E. McP., Dr., (Mrs.), Medical Supervisor of Infant Health, Perth.
- Gibson, M. N., Mrs., resident of Rivervale.
- \* Giles, R. O., Mrs., Journalist ("Mary Ferber"), Perth.
- \* Gliddon, R. F. H., Retired Pastoralist, Perth.
- \* Golding, C. H., Secretary, W.A. Branch of A.W.U.
- \* Gomez, Father B., Prior and Vicar General, New Norcia Mission.
- Gray, A. H., Mrs., resident of Bunbury.
- \* Grayden, W. L., M.L.A. for South Perth.
- Green, H. E., Superintendent, U.A. Mission, Warburton Ranges.

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\*Lefroy, R. F. B., Pastoralist, Yalgoo.

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\*McLarty, B. A., District Officer of Native Welfare, Perth.

\*McLeod, D. W., Director, Pindan Pty. Ltd., Port Hedland.

\*McLernon, H., Deputy Commissioner of Police, Perth.

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\*Manning, W. A., M.L.A. for Narrogin.

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O'Brien, J. M., Commissioner of Police, Perth.

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\* Attended in person before Committee.

- \*Pownall, K. A., Staff Surveyor, Lands and Surveys Department, Perth.
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- \*Raymond, Mother, Holy Child Orphanage, Broome.
- Redfern, J. B., Accounts Officer, Native Welfare Department, Perth.
- \*Rhatigan, J. J., M.L.A. for Kimberley.
- \*Rischbieth, B.M., Mrs., O.B.E., Vice President, Women's Service Guild, Perth.
- \*Roberts, H., Director of Adult Education, Perth.
- Robertson, T. L., Dr., Director of Education, Perth.
- \*Roche, H. L., M.L.C. for South Province.
- \*Roennfeldt, N., President, Tree Society, Perth.
- Rowe, Pastor W. A. C., Superintendent, Aborigines Rescue Mission, Jigalong.
- \*Rourke, W., District Superintendent of Education, Perth.
- Sanderson, M., Miss, Secretary, Wandering Mission.
- \*Sandland, C. G., Vice President, United Aborigines Mission, Melbourne.
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- \*Schenk, R. S., former Superintendent, Mount Margaret Mission.
- \*Schenk, R. S., Mrs., formerly of Mount Margaret Mission.
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- \*Sharpe, R. B., Pastoralist, Roebourne.
- Sharpe, W., Superintendent, Kurrawang Mission, via Kalgoorlie.
- \*Simms, E., Student, Wongutha Mission Farm Training School.
- \*Smart, E. F., O.B.E., Farmer and Grazier, Mingenew.
- Smith, F. C., Under Secretary for Lands, Perth.
- Smith, R., Superintendent, U.A. Mission, Cundeelee, via Zanthus.
- Smith, T. S. L., resident of Kalgoorlie.
- Spence, S. C., Accountant, Perth.
- \*Spencer, J. H., Mrs., of Darkan, National President, C.W.A.
- Steere, E. K., Acting Engineer for North West, P.W.D., Perth.
- Street, T. A., Superintendent, U.A. Mission, Gnowangerup.
- \*Stuart, D. R., Writer, Perth.
- \*Talbot, M. A., Miss, Vice President, Women's Service Guild, Perth.
- Thomas, R., Chairman, Forrest River Mission Committee, Perth.
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- Toop, C. R., Chief Veterinary Surgeon, Department of Agriculture, Perth.
- \*Townsing, K. J., Public Service Commissioner, Perth.
- Trainor, D. E., Mrs., W.A. Native Welfare Council, Perth.
- Troy, P., Secretary, Federal Ship Painters and Dockers' Union, Fremantle.
- Under Secretary, Chief Secretary's Office, Melbourne.
- \*Vickers, F. B., Writer, Perth.
- Wallace, S., District Superintendent of Education.
- \*Watts, A. F., C.M.G., M.L.A. for Stirling, Leader, Parliamentary Country Party.
- \*Webster, C. R. Wright, District Officer of Native Welfare, Narrogin.
- Wellems, Father A., Superintendent, Wandering Mission.
- West, R. A., Vice President, W.A. Trade Union Industrial Council.
- White, Pastor H., President, W.A. Conference of Seventh Day Adventists.
- Wilkinson, N., Mrs., President, W.A. Branch, Women's International League for Peace and Freedom.
- Winder, K. G., Department of Native Welfare, Meekatharra.

\* Attended in person before Committee.

## Appendix 2 REFERENCES

- (1) "Our Aborigines"—prepared under authority of the Federal Minister for Territories, 1957. (Some figures amended by later issue of Annual Reports of various States.)
- (2) Bates, Daisy, C.B.E., "The Passing of the Aborigines" p. 237. John Murray, London, 1938.
- (3) Hasluck, Paul—In statement issued as Federal Minister for Territories—Canberra, 1957.
- (4) Dowding, Rev. K.—In statement to Committee.
- (5) Bateman, F. E. A.—In statement to Committee.
- (6) Roberts, H.—In statement to Committee.
- (7) Klineberg, Otto—"Race and Psychology" p. 30, UNESCO publication, 1951.
- (8) Bell, A. M.—In statement to Committee.
- (9) Gibson, Dr. E.—In statement to Committee.
- (10) Berndt, Drs. R. M. and C.—In statement to Committee.

## Appendix 3 GLOSSARY

### Aboriginal

Any person descended only from those people who inhabited Australia at the time Europeans first arrived.

**Part-Aboriginal**

Any person descended partly from aboriginal ancestors, and partly from ancestors of other races.

**Native**

Any native in law, as defined in the Native Welfare Act (1905-1954)—in essence, any aboriginal or part-aboriginal in Western Australia who does not hold full citizenship rights (either by virtue of the Natives (Citizenship Rights) Act, 1944, or by being within certain categories of servicemen or ex-servicemen) and who is of more than one-quarter aboriginal blood, or who, being of less than one-quarter aboriginal blood, requests that he be classed as a native, or is ordered by a magistrate to be classed as a native.

**Appendix 4**

**ESTIMATED POPULATION OF AUSTRALIA AS AT 30th JUNE, 1957**

(Based on information from Commonwealth Statistical Bureau, and from publications of the various States and the Northern Territory)

State	Aborigines	Part-Aborigines	Total	Percentage of entire Aboriginal and Part-Aboriginal population of Australia	Others	Total (All Persons)	Percentage Aborigines and Part-Aborigines of all Persons
New South Wales	235	13,363	13,598	17·91	3,609,543	3,623,141	·38
Victoria .....	20	1,326	1,346	1·77	2,672,172	2,673,518	·005
Queensland .....	9,957	7,133	17,090	22·50	1,389,607	1,406,697	1·21
South Australia.....	2,400	2,600	5,000	6·59	870,523	875,523	·57
Western Australia	14,536	6,963	21,499	28·31	684,919	706,418	3·04
Tasmania .....	.....	.....	.....	.....	327,895	327,895	.....
Northern Territory	16,000	1,400	17,400	22·92	17,770	35,170	49·47
Australian Capital Territory .....	.....	.....	.....	.....	37,865	37,865	.....
<b>Totals .....</b>	<b>43,148</b>	<b>32,785</b>	<b>75,933</b>	<b>100·00</b>	<b>9,610,294</b>	<b>9,686,227</b>	<b>·78</b>

**NATIVE POPULATION OF WESTERN AUSTRALIA AS AT 30th JUNE, 1957**

District	Aborigines				Part-Aborigines				Grand Total
	Male	Female	Children	Total	Male	Female	Children	Total	
<b>Northern—</b>									
Broome .....	201	217	199	617	80	109	228	417	1,034
East Kimberley .....	767	701	398	1,866	56	36	109	201	2,067
West Kimberley .....	749	638	389	1,776	38	35	78	151	1,927
<b>North-West—</b>									
Gascoyne .....	214	152	163	529	98	94	222	414	943
Pilbara .....	617	507	253	1,377	108	109	122	339	1,716
<b>Central—</b>									
Central-Sub. ....	15	8	4	27	270	271	720	1,261	1,288
Eastern Goldfields	500	450	400	1,350	200	150	250	600	1,950
<b>North Central—</b>									
West Murchison .....	90	74	36	200	217	227	540	984	1,184
East Murchison .....	211	188	171	570	135	129	176	440	1,010
<b>Southern—</b>									
Southern .....	58	51	115	224	482	432	1,242	2,156	2,380
<b>Totals .....</b>	<b>3,422</b>	<b>2,986</b>	<b>2,128</b>	<b>8,536</b>	<b>1,684</b>	<b>1,592</b>	<b>3,687</b>	<b>6,963</b>	<b>15,499</b>
Estimate of Nomad Natives beyond confines of civilization .....	.....	.....	.....	.....	.....	.....	.....	.....	6,000
	.....	.....	.....	.....	.....	.....	.....	.....	21,499



**Appendix 5**  
**STATEMENT OF EXPENDITURE IN WESTERN AUSTRALIA**  
**ON NATIVE WELFARE, 1956-57**

	£	s.	d.		£	s.	d.
<b>Institutions—</b>							
Alvan House .....	3,127	17	7				
Bennett House .....	1,983	13	7				
McDonald House .....	2,734	1	9				
Marble Bar Hostel .....	434	1	5				
Riverdale Hostel .....	2,049	0	6				
					10,328	14	10
<b>Administration—</b>							
Head Office .....	23,215	7	8				
Northern Administration Districts .....	18,636	0	8				
Southern Administration Districts .....	25,782	11	2				
Mobile Welfare Clinic .....	2,671	1	0				
					70,305	0	6
Assistance to Missions .....					196,838	15	11
Boarding-out cases .....					3,109	5	4
Bulk rationing of natives .....					5,844	0	10
<b>Individual assistance to natives—</b>							
Food and amenities .....	8,946	10	0				
Clothing and blankets .....	1,044	17	6				
Doctors' fees .....	970	3	2				
Hospital fees .....	14,301	15	11				
Medical sundries .....	252	2	11				
Transport .....	2,675	11	3				
Burials .....	2,551	15	11				
Legal aid .....	367	6	6				
Furniture .....	822	10	11				
Miscellaneous .....	423	3	8				
					32,355	17	9
Improvements to reserves .....					7,019	8	7
Reimbursement to Medical Department .....					91,558	12	6
Reimbursement to Education Department .....					28,750	18	2
Miscellaneous .....					630	3	1
					£446,740	17	6

**Appendix 6**  
**RECOMMENDED BASIC RATION SCALE (PER HEAD)**  
*(Compiled and Issued by the Nutrition Section of the Commonwealth*  
*Department of Public Health, 1951)*

Item	Table 1	Per Day	Per Week
1	Meat (boneless weight) .....	1 lb.	7 lb.
2	Potatoes .....	4½ oz.	2 lb.
3	Vegetables or fruit, fresh or tinned .....	4½ oz.	2 lb.
4	Dried peas .....	1 oz.	½ lb.
5	Bread or flour .....	12 oz.	5 lb.
	Baking powder .....	½ oz.	3 oz.
* 6	Porridge meal .....	2 oz.	1 lb.
7	Sugar .....	3 oz.	1½ lb.
8	Jam or syrup or treacle .....	2 oz.	½ lb.
9	Dried milk or cheese .....	½ oz.	4 oz.
†10	Liver or green vegetables .....	4 oz.	1½ lb.
11	Dripping, margarine or butter .....	1 oz.	½ lb.
12	Salt .....	.....	1 oz.
13	Tea .....	.....	3 oz.
14	Water—pure potable water from an approved source and entirely available for drinking .....	6 pts.	5 qts.

\* Wholegrain cereals are superior to refined cereals in nutritive value, but in the form of flour or meal they rapidly deteriorate in hot humid regions. To overcome this the following suggestion is made:—

Small power operated gristing machines should be installed for gristing whole wheat grains. The wheat should be ground about once a week. This meal is usually preferred as a porridge rather than as part of the damper or bread.

† This item is designed to provide vitamin A.

If any foods in item 10 or their alternatives are already being supplied up to the amount here stated, a further issue is not necessary.

### INFANTS UNDER 15 MONTHS

Commodity	Approximate Requirement/Infant	
	per Day	Per Week
Milk, fresh	1½ pts.	10 pts.
or milk, dried	3 oz.	1½ lb.
Eggs (number)	½-1	3-7
Meat, suitably prepared, including liver	1-3 oz.	1 lb.
Orange juice	1 oz.	7 oz.
or soft fruit	1 oz.	7 oz.
or mashed potato	2 oz.	1 lb.
Vegetables, mashed or chopped	2 oz.	1 lb.
Cereal (Farex, wheatmeal or oatmeal porridge)	1 oz.	7 oz.
Bread	2-4 oz.	1½ lb.

### FRACTIONAL ALLOWANCES

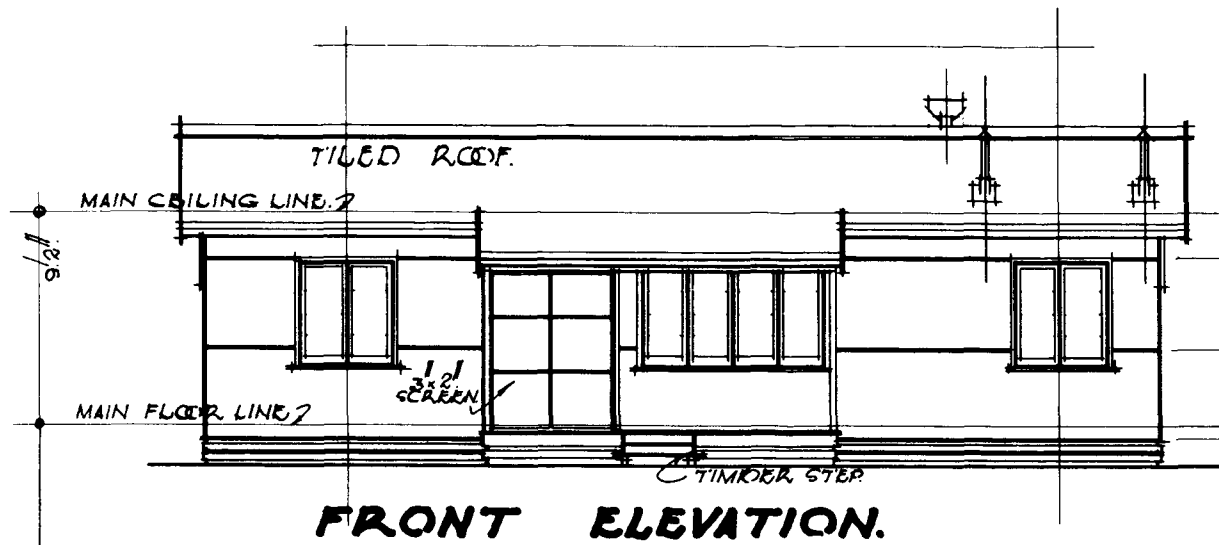
Category	Working	Not Working
A. Adults	Full	¾ (0·7)
B. Males 10-20 years	Full	Full
C. Pregnant and Lactating Women	Full	¾ (0·7)
D. Children 7-13 years	....	¾ (0·7)
E. Children 1-6 years	....	½ (0·3)
F. Infants 10-15 months	....	Special scale

Notes.—

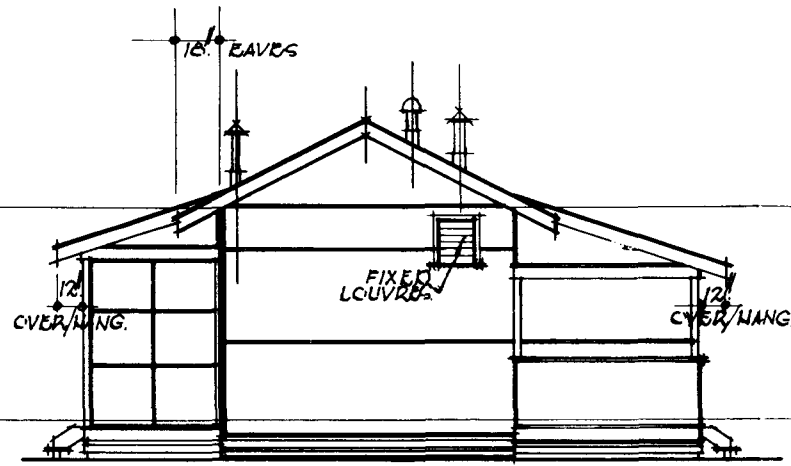
(1) These fractions should be applied to the items in the Basic Ration Scale. (Table 1.)

(2) These factors are a guide for the calculation of diets of communities and cannot be applied strictly to individuals. The factors for children are based on the assumption that the ages of the children in each category are approximately evenly distributed.

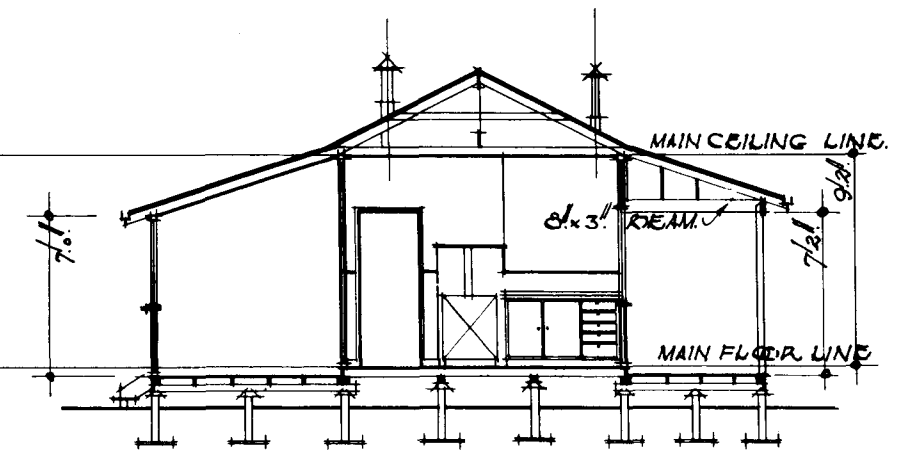
(3) Attention is drawn to the large needs of active young males.



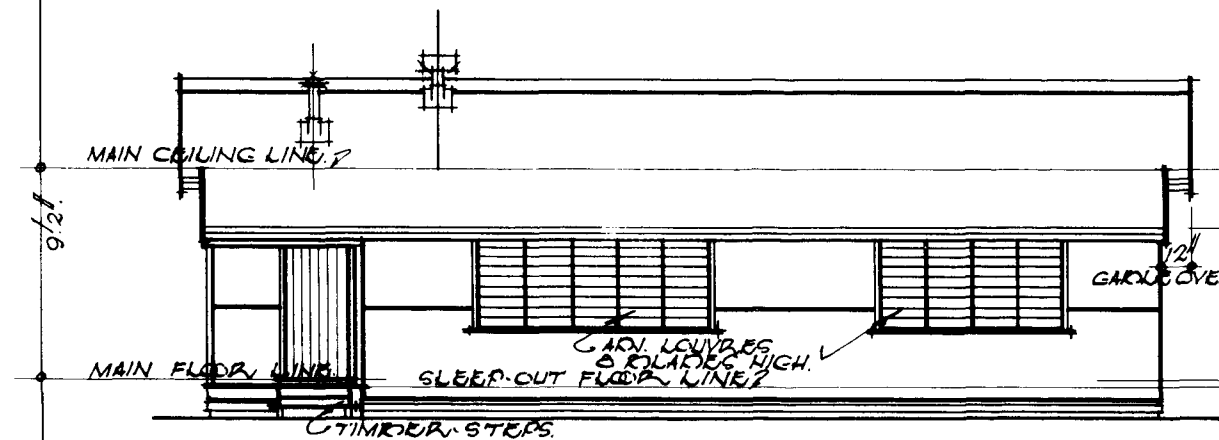
**FRONT ELEVATION.**



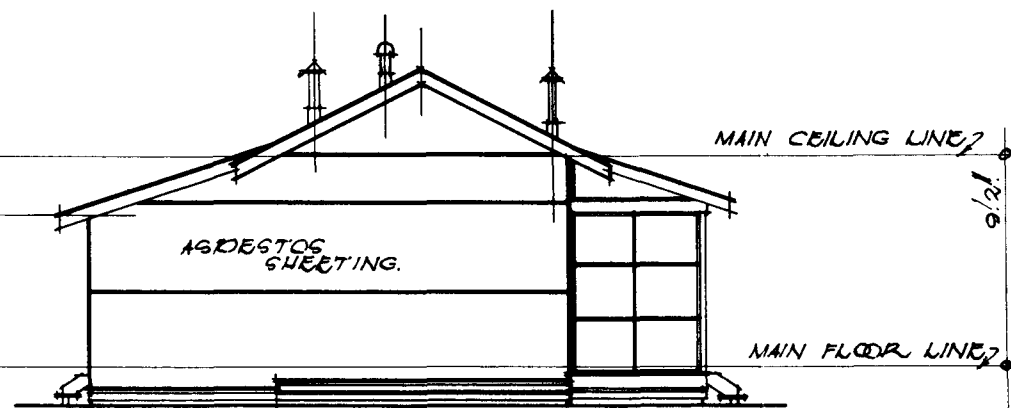
**SIDE ELEVATION.**



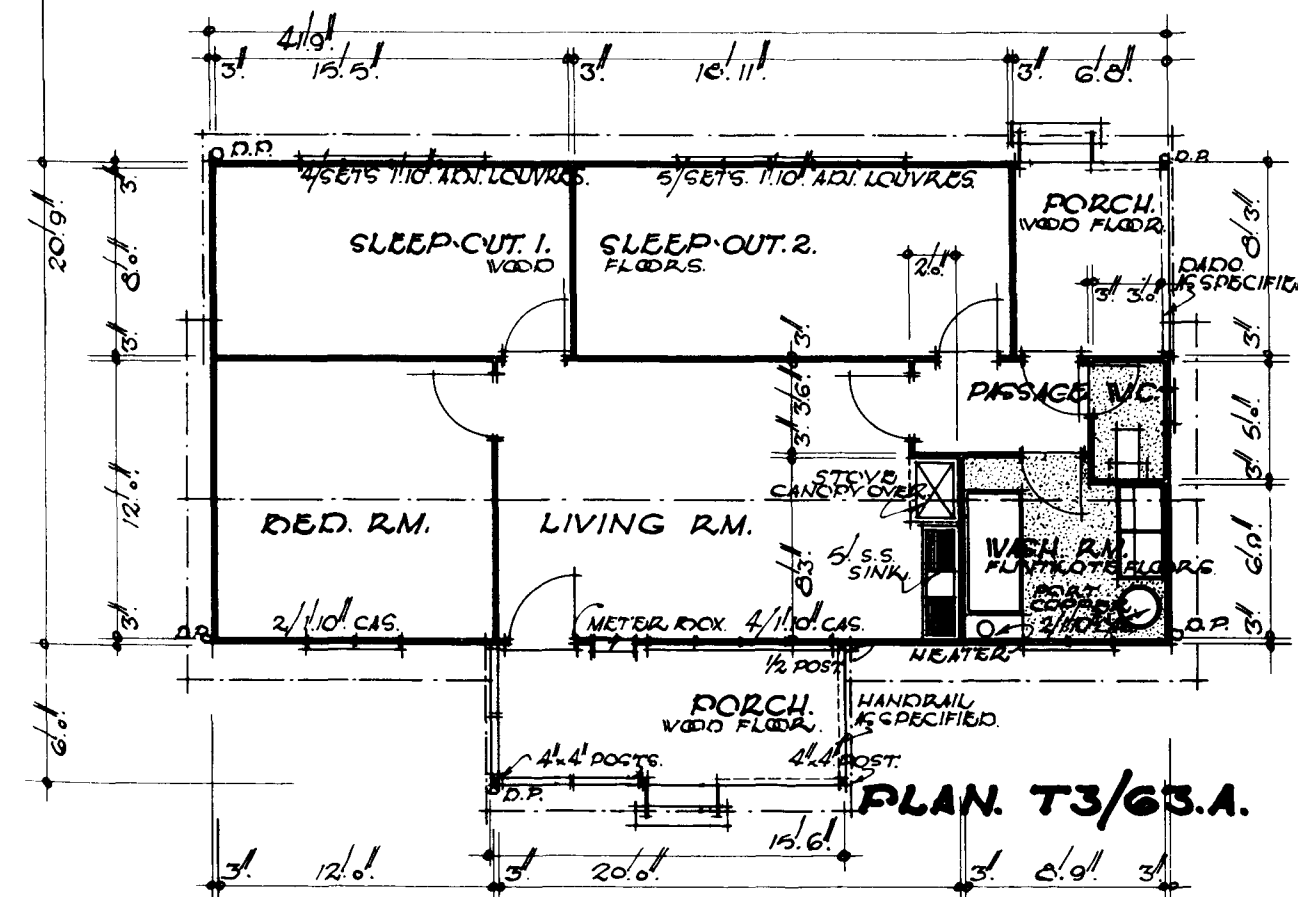
**SECTION 'A.A.'**



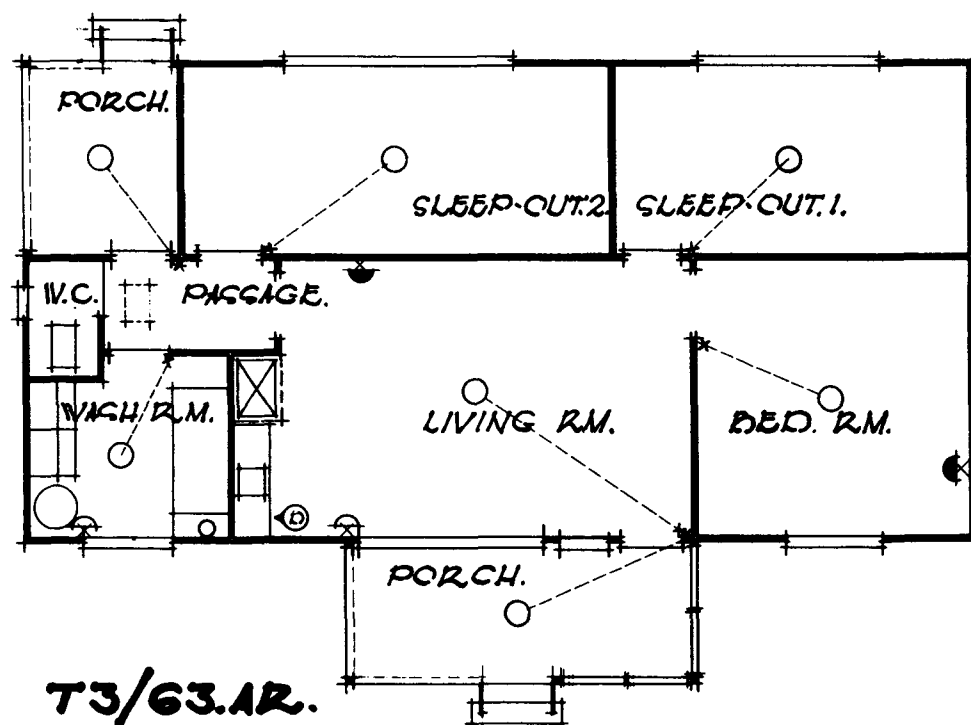
**REAR ELEVATION.**



**SIDE ELEVATION.**



**PLAN. T3/63.A.**



**T3/63.AR.**

SYMBOLS.	SPECIFICATION.	DETAILS.
○ CEILING LIGHT POINT.		SLEEP-OUT CI. FLINTKOTE FLOOR.
⊗ POWER PT. 3/6\"/>		
⊙ POWER PT. ON SKIRTING.		D23.
⊕ DRAWERS TO CUPB.		ANT CAP TO W.C. S21.
⊞ MANHOLE.		STANDARD DOORS J37.
⊗ SWITCH.		
<b>REVISIONS.</b>		
<b>STATE HOUSING COMMISSION. OF WESTERN AUSTRALIA.</b>		
<b>AREAS.</b>	TIMBER-FRAMED HOUSE.	DRAWN BY: R.I.H.
NETT. FLOOR AREA. 608.59 SQ. FT.		TRACED BY: R.I.H.
TOTAL AREA. 959. SQ. FT.	<b>TYPE. T3/63A.</b>	CHECKED BY:
		CHIEF ARCHITECT.
DATE: JULY 1956.		SCALE: 8/16\"/>

**MISSIONS IN WESTERN AUSTRALIA**  
**Amount of Financial Assistance Committee considers Necessary within Next Three Years for Mission to Adequately fulfil its Function**

Name	Location	Controlling Authority	Date Mission Established	Inmates		Subj-ils		Annual Subsidy (1955-57)	Approved Grants in Aid Over Past Ten Years	Grants by Lotteries Commission (Over Past Ten Years)	Accommodation and Furniture	Water, Power and Transport	Special Training Projects	Total
				Ad.	Ch.	Ad.	Ch.							
Kalumburu	Via Wyndham	Benedictine Community, New Norcia	1907 (as Drysdale River Mission)	154	35	89	28	5,661	...	6,460	10,000	2,600	£	12,600
Forrest River Mission	Via Wyndham	Church of England	1913	96	69	32	56	6,968	6,456	9,988	11,500	1,000	...	12,500
United Aborigines Mission	Sunday Island, via Derby	U.A.M. Federal Council	Prior to 1900	90	46	18	26	5,676	6,708	...	9,500	1,500	...	11,000
Lombadina	Via Derby	Pious Society of Missions, Inc.	1911	45	38	20	34	4,126	1,556	4,907	6,500	1,000	...	7,500
Beagle Bay Mission	Via Broome	Roman Catholic Church	Prior to 1900	74	56	22	39	7,407	9,517	13,631	8,000	...	...	8,000
Mowanjurn Mission	Derby	Australian Presbyterian Board of Missions	1949	107	49	40	25	6,097	23,908* (Munjra)	...	5,000	1,700	...	6,700
Holy Child Orphanage	Broome	Sisters of St. John of God	1912	3	36	...	25	2,642	4,616	...	7,300	700	...	8,000
United Aborigines Mission	Derby	U.A.M. Federal Council	1956	2	39	...	39	723	25,000 (for hostel)	...	12,000	...	...	12,000
United Aborigines Mission	Fitzroy Crossing	U.A.M. Federal Council	1952	37	70	13	70	8,150	6,094*	...	1,400	2,600	...	4,000
La Grange Mission	Via Broome	Pious Society of Missions, Inc.	1955	74	41	48	33	4,931	16,000*	2,217	2,500	...	...	2,500
Pallottine Mission	Esalgo	Pallottine Fathers	1939	74	56	22	39	5,425	6,250	5,708	9,500	...	10,000	19,500
Aborigines Rescue Mission	Jigalong	A.R.M. Board	1946	66	69	37	56	7,320	11,986	...	9,000	1,500	...	20,500
Church of Christ Mission	Carnarvon	C. of C. Federal Aborigine Mission Board	1946	...	135	...	132	10,259	18,372	...	9,800	...	...	9,800
Karalundi Mission	Via Meekatharra	S.D.A. Conference of W.A.	1954	...	90	...	77	7,332	9,700	...	8,500	...	6,000	14,500
Wiluna Mission	Wiluna	S.D.A. Conference of W.A.	1955	24	21	24	21	106	3,000	...	7,500	...	4,000	11,500
United Aborigines Mission	Warburton Ranges	U.A.M. Federal Council	1935	195	185	21	95	3,417	2,860	...	25,000	3,000	10,000	38,000
United Aborigines Mission	Cosmo Newbery, via Laverton	U.A.M. Federal Council	1953	18	10	8	2	528	22*	...	6,500	2,500	10,000	19,000
United Aborigines Mission	Mt. Margaret, via Malcolin	U.A.M. Federal Council	1928	27	103	16	87	9,091	9,603	...	9,000	2,700	...	11,700
Pallottine Mission School	Tardun	Pallottine Fathers	1948	...	76	...	71	5,281	...	9,248	7,600	...	1,500	9,100
Kurrawang Native Mission	Kurrawang, via Kalgoorlie	Kurrawang Mission Trust	1952	24	40	24	40	4,504	12,926	...	9,000	...	...	9,000
Cundeelee Mission	Via Zanthus	Australian Aborigines Evangelical Mission Board	1950	35	32	17	23	3,812	2,823	...	...	1,500	...	1,500
New Norcia Mission	New Norcia	Roman Catholic Church	Prior to 1900	...	...	...	136	11,894	5,152	19,801	7,500	...	...	7,500
Mogumber Mission	Mogumber	Methodist Overseas Mission	1951	25	95	...	86	8,097	22,820*	...	6,500	...	5,000	11,500
Norseman Mission	Norseman	C. of C. Federal Aborigine Mission Board	1942	4	68	...	68	4,759	9,675	...	8,500	1,000	...	9,500
St. Francis Xavier Native Mission	Wandering	Roman Catholic Archbishop of Perth	1944	...	72	...	69	4,841	10,650	23,959	4,500	1,000	...	5,500
Roelands Native Mission	Roelands	Council of Native Mission Farm	1937	7	83	5	83	7,954	7,329	...	4,000	1,500	...	5,500
Wongutha Mission Training Farm	Esperance	Council of Wongutha Mission Training Farm, Inc.	1954	...	13	...	12	614	6,741	...	9,000	2,300	9,500	20,800
Marribank Mission	Katanning	Baptist Aborigines Mission W.A.	1952	1	57	...	52	3,961	*	...	2,100	...	2,500	4,600
United Aborigines Mission	Gnowangerup	U.A.M. Federal Council	1926	3	45	...	45	3,736	1,660	...	9,200	1,000	...	10,200
				1,185	1,729	456	1,569	155,312	241,434	95,919	226,400	29,100	68,500	324,000

Note: Missions also receive Child Endowment for each child.  
 Roman Catholic Church also granted £25,000 for Derby hostel.  
 \* Plus original institution handed over.