



## TRUSTEESHIP COUNCIL

Thirty-first Session

OFFICIAL RECORDS

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*President: Mr. F. H. CORNER (New Zealand).**Temporary President: Mr. Nathan BARNES (Liberia).***Present:**

The representatives of the following States: Australia, China, France, Liberia, New Zealand, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

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

Opening of the thirty-first session

1. The TEMPORARY PRESIDENT declared open the thirty-first session of the Trusteeship Council.

2. He welcomed Mr. Amachree, who had succeeded Mr. Protitch as Under-Secretary for Trusteeship and Non-Self-Governing Territories.

Adoption of the agenda (T/1618 and Add.1 and 2)

[Agenda item 1]

*The provisional agenda (T/1618 and Add.1 and 2) was adopted.*

Report of the Secretary-General on credentials

[Agenda item 2]

3. The TEMPORARY PRESIDENT said that the Secretary-General had not received the credentials of all members of the Council and could not therefore submit a report. Consequently, he suggested that the item should be postponed.

*It was so decided.*

Election of the President and the Vice-President

[Agenda item 3]

4. The TEMPORARY PRESIDENT invited the Council to elect its President and Vice-President by secret

ballot, in accordance with rule 41 of its rules of procedure.

*Mr. Corner (New Zealand) was elected President unanimously.*

5. The TEMPORARY PRESIDENT thanked members of the Council for the help they had given him during his term of office. He was sure that the new President could also count on their co-operation and understanding.

*Mr. Corner (New Zealand) took the Chair.*

6. The PRESIDENT congratulated Mr. Barnes, the distinguished representative of Liberia and, indeed, of Africa, for the calmness and persistence with which he had conducted the work of the Council at its thirtieth session.

7. Coming from a Pacific country, he himself was particularly interested in the progress of the remaining Trust Territories, which were all situated in that region, but the main issue at present was to complete the task of trusteeship. The Council could be proud of the results obtained: eight of the original eleven Trust Territories had already attained the goals of the Charter, completed their self-determination and passed beyond the hands of the Council. The three remaining Territories must now do likewise. Each of them presented a different problem. The members of the Council therefore had much work to do. He hoped that every member would continue to display the spirit of co-operation and courtesy which had always prevailed in the Council's work.

8. He invited the Council to elect its Vice-President.

*Mr. Doise (France) was elected Vice-President unanimously.*

9. Mr. DOISE (France) congratulated the President on his election, which was justified just as much by his personal qualities as by his dedication to the principles and purposes of the United Nations. He thanked the members of the Council for having elected him Vice-President and assured them that he would strive to continue the tradition of impartiality which the Council's officers had always faithfully observed.

10. He welcomed Mr. Amachree, the Under-Secretary for Trusteeship and Non-Self-Governing Territories, whose experience would be valuable to the Council.

11. He associated himself with the tributes paid to the outgoing President, Mr. Barnes.

12. Mr. BARNES (Liberia) stressed that New Zealand had played and continued to play a very effective role in the United Nations in helping to bring about the emancipation and independence of peoples. He thanked the new President for his support at the last session, when Mr. Corner had served as Vice-President. He also recalled the invaluable services which Mr. Doise had rendered to the Council at that session. The Liberian delegation welcomed his election to the Vice-

Presidency and was certain that the Council would greatly benefit by his experience.

13. Sir Patrick DEAN (United Kingdom), Mr. McCARTHY (Australia), Mr. YATES (United States of America), Mr. Chiping H. C. KIANG (China) and Mr. NORRISH (New Zealand) also congratulated the President and the Vice-President on their election, recalled the accomplishments of the outgoing President and welcomed the new Under-Secretary.

#### Organization of work

14. The PRESIDENT suggested that, in its examination of the situation in the Trust Territories, the Council should follow the order in which the Territories were listed in the agenda, namely, New Guinea, the Trust Territory of the Pacific Islands and Nauru.

15. Mr. SHAKHOV (Union of Soviet Socialist Republics) congratulated the President and the Vice-President on their election and thanked the outgoing President for his efforts at the thirtieth session to help to fulfil the aims of the Trusteeship System.

16. The thirty-first session of the Council was opening in the midst of the national and in some cases social liberation of the peoples of Asia, Africa and Latin America. At the United Nations, that process was being reflected notably in the work of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, which was playing an important role in the removal of the vestiges of colonialism and in the application of the Declaration. During the present year, the Special Committee was examining for the first time the situation in the Trust Territories of the Pacific and was concentrating all its efforts on the accession of colonial peoples to independence, whereas, by contrast, the Trusteeship Council, under pressure from the representatives of the colonial Powers, was impeding the exercise of self-determination and the achievement of independence by the peoples of New Guinea, Papua, Nauru and the Trust Territory of the Pacific Islands. The colonial Powers were making use of the Council to maintain their domination over the Pacific area, where the experience of Asia and Africa could not be repeated, they claimed, because of "exceptional circumstances".

17. The question of the International Trusteeship System and its liquidation was part of the general problem of the elimination of the colonial system; the pressing question was how long it would take to remove the last vestiges of colonialism. The colonial peoples had learnt much since the adoption of the Declaration on the granting of independence to colonial countries and peoples and were increasing their resistance to colonial oppression. According to the Charter, the United Nations and the Trusteeship System which it had instituted should have as their aims the self-determination and independence of peoples in Trust Territories and the Council should encourage and hasten that process. However, the Council had not facilitated the achievement of the objectives of the Charter. It was like Rip Van Winkle, who had awakened after twenty years of slumber and had been unable to understand the new ideas people were talking about. Since the Special Committee, which was more competent and assuredly more representative than the Council, was now dealing with Trust Territories, the Council had become an anachronism which only impeded the implementation of the Declaration on the

granting of independence to colonial countries and peoples.

18. Moreover, the colonial Powers showed very little respect for the Council and its members. For example, despite the formal provisions of rule 72, paragraphs 1 and 2, of the rules of procedure, the Council had still not received a whole series of important documents, in particular, the United States report on the administration of the Trust Territory of the Pacific Islands and the report of the 1964 Visiting Mission to that Territory; other documents such as the Australian report on the administration of the Territory of New Guinea had been submitted with an inexcusable delay.

19. It was also impossible to ignore the Administering Authorities' attitude towards the Council's recommendations, for example, the attitude of Australia towards the recommendation adopted at the thirtieth session on the subject of teacher-training in New Guinea (A/5504, para. 162); in that connexion he referred to paragraphs 48 and 49 of document T/L.1071, which seemed to ridicule the Council's intentions. Moreover, it was not by chance that insufficient time was given to members of the Council to study the documents: a hasty and superficial examination of the situation in the Territories served the interests of the Administering Authorities. Contrary to certain facts which might suggest the opposite, there was actually no co-operation between those Powers and the United Nations, so that the progress made was insignificant. Nevertheless, whatever the manoeuvres of the colonial Powers, the peoples of the Pacific area were aware of their right to self-determination and independence. Their final victory was not in doubt.

20. Finally, the USSR delegation proposed, contrary to tradition and in order to expedite the Council's work, that the introductory statements of the Administering Authorities should be heard during the first two or three days of the session and that the Council should then examine the situation in each Territory.

21. His delegation also felt that drafting committees were superfluous; with its small membership, the Council itself could draft the recommendations concerning each Trust Territory.

22. The PRESIDENT suggested that the question of drafting committees should be considered when the Council reached that stage in respect of each Territory.

23. Mr. McCARTHY (Australia) stressed that the USSR representative, in referring to introductory statements, had overlooked the fact that the Administering Authorities encountered many difficulties in informing members of the Council regarding conditions in their Territories. For instance, in order to inform the Council fully, he himself had with him a delegation from Australia. Consequently, the USSR representative's suggestion was not in the best interests of expediting the Council's work. It was not the intention of the Australian delegation to hold up the debate—quite the contrary—and its suggestion was that the Council should proceed to consider conditions in the first Territory on its agenda, New Guinea.

24. Mr. YATES (United States of America) said that the USSR representative's proposal was an invitation to chaos, since each Territory was an entity in itself and had its own problems, peculiarities and conditions, which required separate treatment. The procedure set forth in the tentative time-table prepared by the Secre-

tariat<sup>1/</sup> allowed for the consideration of each Territory in a coherent manner and would prevent confusion. It should therefore be followed.

25. Mr. SHAKHOV (Union of Soviet Socialist Republics) protested against the statements made by the two Administering Authorities. The Council should not always agree to the course which best suited an Administering Authority. He had made his proposal in order to accelerate the Council's work; but he would ask the United States representative whether the fact that the documents relating to the Territories had not yet been circulated was not itself an invitation to chaos; the period of six weeks prescribed in rule 72 of the rules of procedure had not been observed.

26. In his view, the reports of the Administering Authorities should all be made at the beginning of the session, so that each individual Territory could thereafter be studied; such a procedure would facilitate the Council's work, since it would give every delegation time to study the documents. No document on the Trust Territory of the Pacific Islands had been circulated, and those relating to New Guinea and Nauru had been received only one week previously. The documents in question were very lengthy and required thorough study before the opening of the debate. In fact, it was the Administering Authorities that were trying to spread chaos and confusion in the Council by not submitting to members the documents they needed to discuss the Territories, the object being to prevent them from learning what was happening in the Territories and from seeing that the Council's recommendations had not been implemented.

27. Mr. McCARTHY (Australia) stated that he had no intention of evading consideration of the first Trust Territory on the agenda and he was prepared to provide the USSR representative immediately with the necessary information on New Guinea.

28. Mr. YATES (United States of America) pointed out that the report of his Government on the Trust Territory of the Pacific Islands<sup>2/</sup> had been filed with the Secretariat and was available to the USSR representative. To hear the opening statements on the three Territories and then to consider the Territories separately did not appear as logical or reasonable an approach as to consider each Territory separately. In fact, the USSR representative agreed that the Territories should be considered separately. In the view of the United States delegation, all parts of the presentation should be given during the separate consideration of each Territory.

29. Mr. Chiping H. C. KIANG (China) asked whether the representatives of the two Administering Authorities were accompanied by their special representatives. If the Administering Authorities were not ready to make their statements, it was futile for the Council to go on discussing the question.

30. The PRESIDENT asked the representatives of Australia and the United States whether their special representatives would be ready to make their statements at one of the forthcoming meetings.

31. Mr. McCARTHY (Australia) explained that the special representative for the Territory of New Guinea was in the Council Chamber and was prepared to make his statement. The special representative for the second Trust Territory under Australian administration was not at present in New York and would be unable to come until later.

32. Mr. YATES (United States of America) stated that the High Commissioner of the Trust Territory of the Pacific Islands had not yet arrived. His Government had been informed that the Commissioner should be ready to appear on the date mentioned by the Secretariat, namely, Tuesday, 26 May, which was less than a week away. The work of the Council would not be delayed by having him present at that time.

33. Mr. Chiping H. C. KIANG (China) proposed that the Council should proceed at once with the item on New Guinea. It was physically impossible for the Council to change its practice and tradition there and then, although a decision to do so could perfectly well be taken and put into effect later.

34. The PRESIDENT suggested that the opening statements of the Australian representative and of the special representative of New Guinea should be heard.

Examination of conditions in the Trust Territory of New Guinea: annual report of the Administering Authority for the year ended 30 June 1963 (T/1621, T/L.1071)

[Agenda item 4 (a)]

#### OPENING STATEMENTS

35. Mr. McCARTHY (Australia) said that, as in the past, the annual report submitted by Australia<sup>3/</sup> set out some particularly interesting achievements, not only in the political sphere—where development had been carefully planned towards a popularly elected parliament—but also in the social and economic fields. Australia sought to establish some points of balance between those three great related fields, and between them and other developments which, although they could not fit completely into any one of the three categories, nevertheless formed part of them and were the very stuff of democracy.

36. The position of an Administering Authority was both strange and interesting, and sometimes also difficult. The record placed before the United Nations by the Administering Authority contained, along with much that was good, details of whatever errors of commission or omission there might have been; it was an honest record. Those who wished, for their own purposes, to find something to criticize could no doubt do so. However, he was not appearing before the Council as an apologist for the Administering Authority. In New Guinea, the Administering Authority was the sheet-anchor of the hope of the people, both now and in the future. Australia had a most responsible and difficult role, and a proud one.

37. He would not deny that the Australian presence in New Guinea initially had been considered important to Australia's survival and that commercial prospects had been a factor with some individuals. However,

<sup>1/</sup> Document circulated to members of the Council only.

<sup>2/</sup> United States of America, 16th Annual Report to the United Nations on the Administration of the Trust Territory of the Pacific Islands, July 1, 1962 to June 30, 1963, Department of State Publication 7676 (Washington, U.S. Government Printing Office, 1964). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1624).

<sup>3/</sup> Commonwealth of Australia, Report to the General Assembly of the United Nations: Administration of the Territory of New Guinea, 1st July 1962–30th June 1963 (Canberra, Commonwealth Government Printer, 1964). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1621).

there had also been motives of a different kind, namely, the desire to eliminate savage customs and to bring positive benefits. Again, there had been laudable human motives, such as the loyalties and interests which had developed from close personal association between the peoples of Australia and New Guinea, and the impulse to venture into the unknown. Lastly, Australia's international obligations, under the terms of the United Nations Charter itself, were the vital reason for Australia's remaining in New Guinea.

38. The reason why Australia now remained in New Guinea was that it had undertaken a task which committed it to the world and to people who, until further notice, were its people. Furthermore, Australia could not and would not turn back the clock or halt the forces which it had not only helped to create, but had fostered. His Government had no expansionist dreams; it could use all the skills and all the efforts of its own people in its own country. New Guinea's resources were not a commercial asset, but the lack of material need did not weaken Australia's good intentions and efforts. The Australian Minister for External Affairs, who had helped to draft the Charter of the United Nations as Minister for Territories and had been the great architect of the progress in New Guinea, had stated in 1964 that Australia was committed to promoting self-government for Papua and New Guinea and achieving it as soon as possible; that meant the ending of government by any foreign Power, by the United Nations, or by anyone other than the people of New Guinea themselves. Self-government meant government according to a form chosen by the people themselves, introduced at a time which they thought appropriate and confided to leaders whom they themselves had entrusted with office; up to the point of self-government, Australia had to protect the freedom of choice of those people.

39. He introduced to the Council the Australian special Representative, Mr. G. W. Toogood, Assistant Secretary, Department of the Administrator, Administration of Papua and New Guinea. Mr. Toogood had had a long and honourable career in the fifteen districts of Papua and New Guinea; he was not a stranger to the United Nations, having previously been special adviser to the Australian delegation in the General Assembly and in the Committee on Information from Non-Self-Governing Territories. The advisers to the special representative were two indigenous officers of the Papua and New Guinea Service, Mr. Magan, of Bougainville, and Mr. Tau Boga, of Papua. Australia had been unable to arrange, as it had hoped, for some elected indigenous members of the new House of Assembly to be present, owing to the fact that the House was to open on 8 June.

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

40. Mr. TOOGOOD (Special Representative) described the outstanding progress achieved in the Trust Territory of New Guinea during the period under review. The Administration had extended its influence in the few remaining "fringe" areas, where ten new administration posts had been established in the past eighteen months, making it easier to penetrate into the remotest parts of the Territory. In addition, six new sub-districts had been created in areas where the development of the people lent itself to more intensive assistance by the Administration. The sub-district headquarters were the centres from which the work

of consolidation stemmed. At the present stage, the accelerated development of the administration was to be seen in the establishment of health, education and agricultural services and the introduction of community welfare. New Guinea's tradition of peaceful evolution had been maintained, there having been no loss of life in connexion with Administration patrols during the period under review. The work of the patrols had been assisted by the use of helicopters, which had greatly facilitated the exploration of areas not previously visited by them, and helicopters were also being used for many other administrative functions—the investigation of forest resources, agricultural and fisheries surveys, road location, and the installation of very-high-frequency repeater stations associated with telephonic communications. A major difficulty was that of providing access between seaports and centres of production. The use of aircraft to reach inland areas would be necessary for some time to come, but the Administration was endeavouring to develop a network of roads feeding into the main ports and airfields. The smaller airfields would be used principally for carrying passengers, mail, perishables and other urgently needed commodities.

41. New wharves were under construction at the main coastal centres at Lae, Madang and Wewak. From those points, a network of trunk roads and lesser roads would serve the needs of the hinterland population. Work was proceeding on the main high-lands road project which had engaged the attention of the United Nations Visiting Mission to the Trust Territories of Nauru and New Guinea, 1962, and the lowland section of the road should be completed in 1964. An amount of £1 million had been budgeted for the construction of the uplands section. Two million pounds would be spent on the construction of roads, bridges, wharves and airfields during the coming financial year.

42. With regard to political progress in the Territory, mention should be made of the recent elections to the House of Assembly. As a result of the report submitted in 1962 by the Select Committee on Political Development, legislative provision had been made for a parliament with an indigenous majority elected on the basis of universal suffrage and a common roll. The House of Assembly was to comprise sixty-four members, made up of one representative from each of the forty-four open and ten special electorates, together with ten official members. In introducing the parent legislation in the Australian Parliament, the then Minister for Territories, Mr. Hasluck, had stated that the Administration would continue to work towards self-government for the indigenous population at the earliest possible moment, along lines established in close association with all the inhabitants of the Territory. However, the legislative arrangements for a new House of Assembly had involved not merely amending legislation, but also compiling a common roll, educating an entire people in political procedures and organizing and conducting the election, all within the space of twelve months. The necessary Bill had been passed by the Australian Parliament on 17 May 1963, and only then had it been possible to put into action the machinery for implementing the provision. Some 500 patrols had visited more than 12,000 villages scattered over all parts of the Territory. The prime task had been to record the names and particulars of more than 1 million inhabitants eligible to vote. Other Administration activities had had to be modified or temporarily suspended to enable officers to devote

as much time as possible to that colossal exercise. Every possible means of transport had been used for the movement of patrols between villages. In the six months between May and November 1963, every known village, even in the remotest areas, had been visited.

43. Such an operation had been possible only because of the substantial progress made by the Administration and the development of communications. The officers had had to contend with tremendous physical difficulties owing to the terrain and the multiplicity of languages and dialects. While the roll was being compiled in the field, an electoral headquarters had been set up at Port Moresby. A Chief Electoral Officer had been appointed, his first concern being to adapt electoral machinery that had worked effectively in more advanced countries to the unique conditions existing in Papua and New Guinea. The lists of names sent in by electoral officers had been printed and consolidated into a complete electoral roll for each of the forty-four open and ten special electorates.

44. In the absence of any political parties, the Administration had had to undertake another difficult assignment, namely, the political education of the people. It had been necessary to explain the purpose of the House of Assembly, its composition, and the method of voting by secret ballot. That task had also fallen largely on the shoulders of the officers of the Department of Native Affairs. It had meant explaining the fundamentals of democracy, in many dialects, to minds which had had no contact whatever with politics. All available resources and means of communication had been used during the campaign. Many of the candidates for election had also played a large part by recording and distributing their policy speeches, which had included detailed instruction on the House of Assembly. Furthermore, the people of newly opened areas had for a time put aside their tribal differences in order to guarantee the safe conduct of candidates and enable them to explain their programmes. Campaigning had generally been conducted on personal lines by each candidate. Most candidates had confined themselves to local issues, and there had been little discussion of alternative courses of political evolution, apart from affirmations that Australia's help was desirable for the advancement of the Territory. The question of race relations had not been an issue.

45. The success of the tremendous effort in mass education had been evidenced by the orderly conduct of the elections. It had been realized from the outset that it would take more than one day to hold an election throughout Papua and New Guinea. Many voters would have to cover long distances through almost inaccessible country. It had therefore been necessary to determine how long mobile polling-booths would need to reach reasonably accessible points, and four and a half weeks had been the period decided upon. Three thousand polling places had been planned, 2,700 to be serviced by mobile teams and 300 in urban or semi-urban areas. Every effort had been made to arrange the routes of the mobile teams in such a way that no voter would have to walk for more than three hours in order to vote. Polling had begun on 15 February 1964 and had ended on 18 March. In some cases, voters had needed the assistance of an interpreter or a scrutineer specifically approved by the candidates. In several areas it had been necessary to extend the voting hours to accommodate the large number of voters.

46. Despite the many difficulties encountered, the poll had been completed in the appointed time. Out of a total of 298 candidates, thirty had contested the ten special electorates set aside for candidates who were not indigenous inhabitants of the Territory, and 267 had contested the forty-four electorates open to candidates of all races. Of the 267 candidates who had stood for the open electorates, thirty-two had been Australians, who had contested twenty-two of the forty-four seats; six of them had been elected. The candidates had included two women—one Australian and one New Guinean—but neither had been successful. An encouraging fact was that 69.8 per cent of the registered electors had voted. There had been no indication of any preference on grounds of race or of particular social issues. The candidates had stood virtually as individuals. An example of the unbiased attitude of electors had been the success of Mr. Gaudi Mirau, from the Gulf district of Papua, who had won the Markham electorate in New Guinea.

47. The new House of Assembly would be formally opened on 8 June 1964 and would have among its elected members both the politically sophisticated and the unsophisticated—former Administration officers, farmers, traders, village councillors and former tribal chiefs; but all would be participating in an event of tremendous historical significance when they took their seats in an assembly having an indigenous majority of thirty-eight out of a total membership of sixty-four.

48. With regard to two further significant steps in political progress, he again quoted the former Minister for Territories, Mr. Hasluck, who had told the Australian Parliament that the Administration had already taken measures to produce an embryo executive in the Administrator's Council; by that and other means, it would try to ensure that, at the time of self-government, members of the parliament would have learnt something more than the art of debate and would have gained some executive experience. The Administrator's Council, which had previously comprised seven members, now numbered eleven, of whom a clear majority were elected members.

49. Selection of the parliamentary under-secretaries from among the newly elected members of the House of Assembly was now under consideration. The under-secretaries would understudy heads of administration departments, but not only those departmental heads who were official members of the House.

50. Political development had not been restricted solely to the reconstitution of the legislature. The first local government councils had been established in 1950, and since then they had been regarded as the main instrument of political education. There were now fifty-four councils in the Territory, covering almost one half of the population. In the past, the councils had been confined to rural areas, but provision had now been made for the establishment of multi-racial councils with a far wider range of functions. Existing councils had been encouraged to assume greater responsibility for local development. In 1963, an education subsidy scheme had come into operation, enabling councils to receive assistance in the construction of schools and accommodation for teachers. An arrangement had also been made between the councils and the Department of Health for the establishment of aid posts, maternal and child welfare services, rural health centres and ambulance services. The partnership between the councils and the Department

of Health would extend to such activities as malaria eradication, village and housing sanitation, environmental sanitation and water supply.

51. The Local Government Ordinance made provision for multiracial membership of the councils, and the elimination of legislation which might be considered discriminatory was progressing systematically. The Administration had also legislated against social and commercial discrimination; the Discriminatory Practices Ordinance of 1963 was evidence of its firmness in the matter. During the year under review, other legislation had been enacted to give effect to the Administration's declared aim of eliminating any racial discrimination in the administration of justice. Initial steps had been taken to ensure indigenous participation in the administration of justice in the Territory.

52. With reference to the land tenure system, he noted that one of the major problems was that of enabling the indigenous people to move into cash cropping. The original land tenure system of the indigenous inhabitants had been based on group ownership, and it had become increasingly involved over the centuries. A Land Titles Commission had been set up to deal with all questions affecting land ownership. The Administration had decided from the outset that it would exert no pressure on indigenous groups, and it had made provision for individual landowners to obtain financial assistance by offering their own land as security, as agriculturalists did in other parts of the world. Because of the voluntary nature of any changes, progress naturally was and would be slower than if it had been forced on the people.

53. The promulgation of the Land Ordinance in 1963 had been a significant step. Under the Ordinance, all land transactions in both Papua and New Guinea were to be put on the same basis. Thus, the land rights of the indigenous inhabitants were safeguarded. It should be stressed that only 2.46 per cent of the total land area of the Territory was not under indigenous ownership, and it was from that area that land was used for public services, such as schools, hospitals, roads and airstrips.

54. Other developments in that sphere included the appointment of indigenous members to the Land Board; the training of indigenous staff in surveying, mining and land settlement; and the requisitioning of 16,000 acres of swamp land in the Wahgi Valley for a drainage scheme. The Department of Agriculture, Stock and Fisheries was also fostering the development of cash cropping by the indigenous inhabitants, and that activity of the central Government was reflected in the increased production of copra—78,568 tons during the year, of which 34 per cent had been produced by indigenous planters. The production of cacao, coffee, ground-nuts, rice and tea had also increased. After long years of experimentation and investigation, the Australian Government could now anticipate notable progress in cattle-raising, which was a great hope for the future. An abattoir had already been established at Lae to handle increases in production. The Administration's programmes were beginning to produce results. Indigenous graduates from the Popondetta Agricultural Training Institute were serving as assistant agricultural officers, and the Vudal Agricultural College would be in operation by March 1965. Ten agricultural stations and sixty extension centres throughout the Territory offered specialized training to indigenous farmers. Indigenous

participation in crop processing and marketing had been greatly increased with the establishment of eight more Rural Progress Societies. Much progress has been made with respect to marketing arrangements for the Territory's agricultural products, particularly coffee and cacao, and new markets were being actively sought.

55. The need to establish secondary industries was also recognized, and the Division of Industrial Development had carried out extensive studies on the subject. The Territory's industries would, however, depend largely on the ability of the population to pay for manufactured goods.

56. The co-operative movement continued to expand. For example, a new co-operative society had bought a coffee-processing plant in the Highlands which had previously been owned by Europeans.

57. The Marine Division of the Department of Trade and Industry had recently developed a maintenance base and slipway which were being used for the repair and maintenance of Administration vessels and the training of apprentices. The Nautical Training School had completed its first course in June 1963 and now had a further thirty students undergoing training.

58. All those development programmes were costly, and revenue from economic activity in the Territory was insufficient for the Administration's needs. The first public loan had been launched in 1960 and had been over-subscribed. The level of the annual loan programmes had increased substantially, and the loan target of £1.7 million for 1963-1964 had been reached early in April 1964. The Australian Government's grant had increased greatly since the war, totalling £25,250,000 for the current financial year. In addition, £5 million was spent directly by the Australian Government each year, mainly on the provision of works and services.

59. The Department of Forests was actively pursuing programmes of plantation establishment and natural regeneration to replace unproductive and exploited forests. The main plantation centre was the Bulolo-Wau area. Particular emphasis was placed on the training of indigenous forestry workers, and thirty nurseries had been established.

60. The recently created Department of Labour applied the principle of freedom of association. Four workers' associations had been formed in New Guinea, and there was another which covered the whole of Papua and New Guinea. There was also one employers' association. The Department of Labour had recently conducted management and productivity conferences. The employment situation in the Territory was good, with employers and employees meeting to discuss their problems.

61. The Administration had prepared plans to harness the vast hydroelectric potential of the Territory. The Ramu scheme would provide electric power for the centres of Lae, Madang, Goroka and Mount Hagen. A study of the River Wasangai in New Britain was now in progress.

62. As the Council had been informed the preceding year, the International Bank for Reconstruction and Development, at the request of the Australian Government, had undertaken an economic survey of Papua and New Guinea. A mission of the Bank had spent four months in intensive on-the-spot investigations. Its report would shortly be submitted to the Australian Government.



63. The Department of Public Health continued to provide free medical, hospital and dental care for the indigenous people of New Guinea. There were now seventy Administration hospitals in the Territory, five of which were modern general hospitals. The latest of them, the Lae General Hospital, had been opened in April. Construction of the sixth general hospital was in progress at Goroka. At the village level, the number of aid posts staffed by indigenous personnel had increased by forty-four during the period under review, bringing the total to 1,076. Maternal and child welfare clinics now existed in 482 centres, 469 of them being in rural areas.

64. Mission organizations were now running 68 hospitals, 196 aid-posts or medical centres, 2 hansenide colonies, 1 tuberculosis-hansenide hospital and 93 welfare clinics, all heavily subsidized by the Administration. Health expenditure in the Territory for the year had been almost £3 million.

65. The campaign for the eradication of malaria was progressing well. Work had been extended to seven of the Territory's nine districts. The work encompassed 28,574 square miles, extending protection to 314,523 people. Surveys had now been completed in the remaining two districts, to which the campaign would shortly be extended. In one area, with a previously high incidence of the disease, recent checks had shown positive infection in only 3 per cent of the children.

66. Marked progress had been made in medical training: in 1963, nineteen nurses had graduated from the Rabaul School of Nursing, while ninety aid post orderlies had completed their courses of training at the Lae, Goroka, Mount Hagen and Wewak schools. Thirteen dental assistants had graduated during the year, one being the first female dental assistant in the Territory.

67. A new wing of the Papuan Medical College, which catered for the higher medical training of students from all parts of Papua and New Guinea, had been built. The College could now accommodate 289 students.

68. A comprehensive description of the educational policy and progress achieved during the period under review could be found in part VIII of the annual report.

69. At present there were 175,884 children in Administration schools or schools recognized under the Education Ordinance. Educational expenditure had risen by about £1 million during the year.

70. Primary school children were currently working to a curriculum designed for Territory conditions and with textbooks especially written for education in Papua and New Guinea. Secondary and technical schools were mainly residential, as students were drawn from all parts of the Territory. That system assisted in the development of a national consciousness. It was proposed to develop technical education much more strongly in future years, and planning for higher technical education was well in hand.

71. Special emphasis had been placed on teacher-training. In addition to the recruitment of trained teachers in Australia and elsewhere, the Administration was training its own teachers, both in Australia and at teachers' colleges in the Territory at Lae, Goroka, Rabaul and Port Moresby.

72. As a result of the recent emphasis placed on adult education, classes in English for adults had been established in every district. Adult education was now being conducted by a number of departments.

All those activities were co-ordinated by an Adult Education Council.

73. As the Trusteeship Council had been informed the previous year, a commission on higher education in Papua and New Guinea had been appointed in February 1963 for the purpose, *inter alia*, of inquiring into and reporting on the means for further developing higher education to meet the present and prospective needs of the Territory. The commission had recently submitted a report to the Minister for Territories. While details of the report were not yet available, it could be stated that the Government would study all the aspects involved in the establishment of a university in the Territory on the basis of the report.

74. A marked interest had been taken in the formation of women's clubs throughout the Territory, and there were now 186 of them. Initially, special attention had been paid to the advancement of women, but increasing emphasis was now being laid on the place of women in the community.

75. During the period under review, a youth work organizer had been appointed within the Department of Native Affairs; his function was to co-ordinate youth activities and to guide and assist voluntary workers and organizations. Many of the major international youth organizations were now represented in the Territory, and there were 180 youth groups with some 7,000 members.

76. Through the Department of Information and Extension Services, great progress had been achieved in informing the people of current trends and needs. The Department worked in close co-operation with the Australian Broadcasting Commission and was operating two radio stations at Rabaul and Wewak and producing programme material calculated to appeal to indigenous listeners. Most of the programmes were prepared in the Territory, and its inhabitants were participating more and more in their production. Special attention was given to rural broadcasts and increasing time given to broadcasts to schools. The Administration had set up a training centre at Port Moresby at which indigenous staff would be trained in the many facets of broadcasting, while the Australian Broadcasting Commission was sending New Guineans to Australia for specialized training in that field. The Department's work had been of particular value during the recent elections. Special programmes had dealt not only with the mechanics of the elections but also with political development generally. Training of indigenous cadet journalists had recently started, and at present seven were in training.

77. During the past twelve months the Administration had maintained close co-operation with the United Nations Information Centre at Port Moresby and had been active in disseminating information about the United Nations. A senior officer of the Department of Education had been attached full time to the Centre, which had also recruited a New Guinean teacher. Offices for the Centre were provided free of charge; all internal postal, freight, telephone and telegraph charges were borne by the Administration, and a car was provided free for the Director and his staff. Since its establishment the Centre had been most active under a particularly energetic and sincere Director, dedicated to the United Nations and working in close harmony with the Administration.

78. Important advances had been achieved in the development of the Public Service. At present it in-

cluded some 1,250 indigenous officers. As a consequence of the increasing number of school-leavers, the Australian Government had announced in September 1962 that it was planning a reconstruction of the Public Service. To that end a new Public Service Ordinance had been passed at the final session of the Legislative Council in November 1963. The Ordinance provided for an integrated Public Service constituted of both overseas and indigenous officers. Competent Papuans and New Guineans were afforded opportunities to advance to positions of responsibility. To improve the training of local officers, an Administrative College had been set up and formally opened in November 1963.

79. In line with those developments, the situation of overseas officers in the Public Service had been reviewed. The Administration had discontinued the offer of permanent appointments for new expatriate officers except where it was clear that the applicant could be provided with a service life lasting until the normal retirement age. The majority of overseas officers were now engaged only for fixed terms. Those reforms did not imply that a reduction in the need for the services of overseas officers was expected. On the contrary, the Australian Government had stated and reiterated its firm resolve to continue to give the Territory the help of Australia in the Public Service for as long as the help was needed. Thus, the Administration was limiting the difficulties which might have arisen in the future from displacing permanently appointed expatriate officers to provide for the advancement of qualified indigenous inhabitants.

80. A reorganization of the Department of Native Affairs had been under consideration by the Administration for some time. Having considered the report of a special committee which had exhaustively in-

vestigated the Department's functions the Australian Government had accepted a recommendation to establish a new department of district administration which would take over the functions and staff of the Department of Native Affairs, and also the district administration branch of the Department of the Administrator. The new department would be directly responsible to the Administrator for administrative co-ordination within the fifteen districts of the Territory. Among its responsibilities would be the promotion of political awareness among local communities and their participation in central and local political institutions. To ensure that district administration would be effectively integrated in the determination of policy and developmental planning, the director was to become a full member of the Central Policy and Planning Committee.

81. The need to reorganize the Department of Native Affairs was due to the rapid changes taking place in the nature of the Administration's tasks. It had become apparent that the work previously undertaken by the Department of Native Affairs should be carried out by a central body. Another administrative problem had been resolved by establishing a single direct line of responsibility from the Administrator to the patrol officer in the most remote outpost.

82. He believed he had indicated clearly that Australia was determined to fulfil its obligations and accomplish the tasks entrusted to it by the Council; to that end, it intended to aid the people of the Trust Territory to move progressively towards self-government and independence by a sound and practical approach to its problems.

The meeting rose at 5.35 p.m.