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UNITED NATIONS TRUSTEESHIP COUNCIL



Distr.
LIMITED

T/L.1145
13 June 1969

ORIGINAL: ENGLISH

Thirty-sixth session
Agenda item 4 (a)

CONDITIONS IN THE TRUST TERRITORY OF NEW GUINEA

Report of the Drafting Committee

1. At its 1349th meeting held on 9 June 1969, the Trusteeship Council appointed a Drafting Committee composed of the representatives of China and the United States of America to propose, on the basis of discussions which had taken place in the Council, conclusions and recommendations on conditions in New Guinea and to make recommendations concerning the chapter on conditions in that Territory for inclusion in the next report of the Trusteeship Council to the General Assembly.
2. The Drafting Committee held three meetings. It had the benefit of the assistance of the representative and Special Representative of the Administering Authority.
3. In the light of the general discussions in the Council on conditions in the Territory, the Committee drafted a number of conclusions and recommendations which it considered as reflecting the opinion of the majority of the members of the Council and which are set forth in the annex to the present report.
4. The Committee recommends that the Trusteeship Council adopt the revised working paper on conditions in New Guinea (T/L.1143 and Add.1) as the basic text for the chapter on conditions in that Territory to be included in the next report of the Trusteeship Council to the General Assembly.
5. The Committee also recommends that the Trusteeship Council adopt the conclusions and recommendations set out in the annex below and include them at the end of each appropriate section or sub-section of the chapter.

ANNEX

DRAFT RECOMMENDATIONS AND CONCLUSIONS

1. GENERAL

1. The Council, although appreciating the problems involved, renews the expressions of concern stated at its thirty-fifth session that a sense of nationhood has not yet developed in Papua and New Guinea to any marked degree. The Council is encouraged that the House of Assembly is taking an active interest in this problem. The Council continues to hope that a single name for the two territories, a national anthem and a national flag will be adopted. The Council also strongly supports the request of the House of Assembly that the Administering Authority use every opportunity to inform the people of the advantages of keeping together in a single country.

2. POLITICAL ADVANCEMENT

Development of representative, executive and legislative organs and the extension of their powers

Central government organs

2. The Council notes the operation of the first year's experience with the new constitutional arrangements, the establishment of which was described to the Council at its thirty-fifth session as a step towards full ministerial responsibility. Although transitional in nature, this new system appears to be progressing well and providing valuable experience to indigenous members of the House of Assembly.

3. The Council also notes that there is a motion before the House of Assembly to establish a Select Committee to draft proposals for further constitutional developments. The Council expresses the hope that the members of the House of Assembly will examine fully the present constitutional arrangements for the Territory and study various alternative forms of Government open to it. The Council also hopes that the House of Assembly in performing its task will receive any assistance which it requires.

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4. The Council also hopes the Administering Authority will continue to broaden indigenous participation in all institutions of government.
5. The Trusteeship Council, recalling the views expressed at its thirty-fifth session, notes the increased responsibility being given to the Ministerial members and the active role which they are taking, working in co-operation with the civil service head, in formulating policy and supervising the operations of their departments. The Council notes the favourable evaluation of this system of Ministerial members given by the Special Adviser, Mr. Toliman, the Ministerial Member for Education. The Council continues to believe that the level of responsibility given to the Papuan and New Guineans must increase.
6. The Council is also pleased by the increasingly important role being played by the Administrator's Executive Council with its New Guinean majority. The Council hopes that the Administering Authority will continue its policy of expanding both the responsibility and decision-making role of the Executive Council.
7. The Trusteeship Council notes the role of the Administrator's Executive Council and the House of Assembly in planning and approving the budget. The Council nevertheless continues to believe that further steps must be taken as soon as feasible to broaden the real financial responsibility of the House.
8. The Council is pleased to note that the Administering Authority, in response to the request of the House of Assembly, has created a Commission of Enquiry to examine the electoral system of Papua and New Guinea and trusts that the Commission will consider the suggestions of the last Visiting Mission as to ways in which a fair and efficient electoral system might be improved.

Political education

9. The Council commends the action of the Administering Authority in establishing a comprehensive programme of political education as was recommended by the Council to carry on and complement the programme which was conducted before the 1968 elections. The Council was encouraged by the expanded programme of foreign travel by the elected representatives and officials of

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the Territory which the Administering Authority has promoted in the past year. The Council expresses its hope that all aspects of the political education programme will be continued and expanded and that it will have a beneficial effect in promoting popular understanding of democratic political processes and developing a sense of national unity.

Political parties

10. The Council is concerned that only one of the political parties which was active last year has continued to show much noticeable activity in the intervening months. Although appreciating that the basic desire for and support of political parties must come from the people of the Territory, the Council continues to believe that political parties could play a significant role both in political education and in developing national cohesiveness, as well as their essential role in democratic government.

District and town advisory councils

11. The Council also notes the continuing policy of the Administering Authority to strengthen the local government system and to increase the independence and broaden the responsibilities of the local government councils. The Council is pleased to note the increase in the expenditures of the local government councils, up from \$A2.2 million in the year ending 30 June 1968, to over \$A3 million in the current year. The Council also favours the emphasis on meeting local expenditures with local revenues to the extent possible and on having grants from the Administering Authority matched by local funds and efforts. This stress on self-help, in the view of the Council, will significantly enhance the value of the local government councils in terms of political education and the development of self-reliance in the people of the Territory.

12. The Council notes that 20 per cent of the people of the Territory are still without local government councils and hopes the Administering Authority will continue its effort to extend this system of local councils to all the people of the Territory as soon as is feasible.

13. In particular, the Council continues to believe that the development of local government in the major urban centres needs to receive greater emphasis and that in particular popularly elected urban councils should be established. The Council is concerned at the lack of progress in this regard in the past year and hopes the Administering Authority will accelerate its efforts to implement the recommendations on this subject set forth in the Council's report of the thirty-fifth session and those of the 1968 Visiting Mission.

Public service: training and appointment of indigenous persons
for positions of responsibility in the Administration

14. In the field of public service, the Council is pleased to note the major efforts made by the Administering Authority to meet the suggestions made by the Council in its thirty-fifth session. The Council notes with particular approval the introduction of a single salary structure for indigenous and non-indigenous personnel, and the introduction of equal pay for male and female indigenous employees for the same or like work. The Council is also encouraged by the establishment of a Public Service Board to improve the efficiency of the public service and to accelerate localization. The appointment of indigenous persons to two of the four positions on the board is a major step in itself in increasing the indigenous role in the public service.

15. The Council also noted the marked increase in the number of indigenous employees in the second and third divisions. The Council continues to believe that the already substantial effort to replace expatriate officers with properly trained local personnel must be increased and accelerated. In this regard, the Council is encouraged by the emphasis being placed on education and training in the new development plan and hopes this effort will produce significant results in the localization of the public service. The Council suggests, as an additional step, that the Administering Authority should work out programmes for definite phases of localization in all departments.

3. ECONOMIC ADVANCEMENT

General

16. The Trusteeship Council welcomes the Five Year Economic Development Plan which the Administering Authority announced in September 1968. The Council believes that this plan is a step which should accelerate the administration's basic goal of increasing the economic self-reliance of the Territory and thus prepare the way for the meaningful exercise of self-determination. The Council is impressed by the \$1,000 million level of expenditures envisaged by the plan over the five-year period and by the important dual emphasis on increased production and on increasing the role of the local population in all aspects of the Territory's activities. Not only would the Papuan and New Guinean interests be protected in all enterprises which might be instituted, but the Council also notes the major effort that would be devoted to education and training so as to provide the skills necessary for active participation. The Council notes that the indigenous involvement in the activities of the plan had been instituted from the start with its submission to and approval by the House of Assembly.

17. The Council recognizes that even under the plan, major changes will take time, but it requests the Administering Authority to report to the Council at its thirty-seventh session regarding the progress made during the first year, particularly in the matter of indigenous participation.

18. The Council notes with approval the Administering Authority's continuing effort to attract from outside sources the additional capital required for the Territory's development, while at the same time continuing its policy of protecting indigenous interests and consulting them as appropriate. The Council is pleased that the Administration has pledged not only to consult the Administrator's Executive Council on investment matters, but has also promised to seek the approval of the House of Assembly for particular projects. The Council also endorses the administration's effort to increase the participation of indigenous personnel in the ownership and operation of such outside ventures and will look forward to reports on specific developments towards these ends. In this connexion, the Council urges the Administering Authority to make an

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early determination and announcement of plans to establish means whereby the shares already reserved for indigenous personnel in projects such as the New Britain Palm Oil venture and the Bougainville Copper proposal can be put more directly into the hands of the indigenous people.

Public finance

19. The Council again welcomes the continued increases by the Administering Authority in its budgetary grant to the Territory, up 12 per cent from the total of \$A78 million for 1967/1968 to \$A87 million in 1968/1969. The Council is also encouraged by the decreased percentage of the Australian grant in relation to the total territorial budget, which reflects the progress toward economic self-reliance.

20. The Council notes the further increase in the capital of the Development Bank, up a further \$A2.8 million from the previous year's total of \$A3.5 million. The Council notes the Bank's efforts to increase local staff and to decentralize its operations as its staff allows. The Council hopes these efforts will continue at a rapid pace and that both the number and size of loans to indigenous people will increase in the coming years.

Agriculture

21. The Council notes the effort made by the Administering Authority to increase indigenous participation in the production of major agricultural products, particularly cash crops for export, and urges that this programme be expanded. The Council also notes that, in response to its earlier suggestion, the Administering Authority is working actively in the field of agricultural research and is seeking new cash crops which might be successfully introduced in the Territory. The Council looks forward to further reports on these questions especially indigenous participation in agriculture.

22. The Council notes with particular interest the progress being made in the New Britain palm oil project. The Council believes this project combines a number of sound principles such as the attraction of outside capital, protection

of indigenous interests, participation by indigenous people, and the introduction of a new cash crop. The Council looks forward to further reports on this project including plans for getting that portion of the project's equity reserved for the indigenous population more directly into their hands.

Fisheries

23. The Council welcomes the continued efforts of the Administration to further the training of Papuans and New Guineans in various aspects of the fishing industry. The Council notes the statement of the Special Representative regarding the recent Agreement on Fisheries between the Governments of Australia and Japan. The Council also notes that efforts will be made pursuant to this agreement to establish joint fishing ventures in the Territory which should increase the participation of the indigenous population and the development of this potentially rich resource.

Forests

24. The Council continues to believe that the forests of the Territory provide a resource which the indigenous people should be able to exploit successfully. The Council is encouraged by the continuing efforts of the Administration to increase forestry planting, but renews its endorsement of the Visiting Mission's recommendation that steps be taken to encourage and facilitate local cutting and marketing of indigenously owned timber.

Land tenure

25. The Council, continuing to believe that a solution to the various and difficult problems of land tenure must precede orderly development of the land, notes the attention which the Administering Authority is giving to this problem. The Council, recalling the suggestions of the 1968 Visiting Mission, looks forward to a report from the Administering Authority on the review which is being made on the land laws of the Territory.

Industry

26. The Council notes with interest the description of the Bougainville Copper project which is under consideration and hopes the final decision will be made to undertake this venture. The Council believes that this joint effort, involving both outside capital and local participation, aimed at successfully developing the Territory's natural resources will prove of substantial benefit to the Territory and its people.

27. The Council notes the efforts to consult the indigenous people regarding this project, not only at the national level but locally on Bougainville as well. The Council recommends as in the case of the palm oil project, that definite steps be taken to get that portion of the project's shares reserved for the people more directly into their hands.

28. The council is encouraged by the increase in tourist traffic to the Territory and notes the steps taken to date by the Administering Authority to assist the development of a tourism industry. The Council continues to believe that tourism could be the source of considerable economic benefit and urges the Administering Authority to encourage its development with proper regard to indigenous participation. At the same time, the Council urges the Administering Authority to bear in mind the need for safeguards to avoid any undue disruption of the social and cultural life of the people.

Transport and communications

29. The Council noted the continued high priority given by the Administering Authority to developing and improving transportation and communications in the Territory and the emphasis placed on this area in the five-year development plan. The Council will look forward to learning the results of the recent investigation by the United Nations Development Programme consultants of the Territory's transportation facilities and the steps undertaken to implement their recommendations.

4. SOCIAL ADVANCEMENT

Labour

30. The Council continues to endorse the recommendations of the 1968 Visiting Mission in this field as set forth by the Council in the report of the thirty-fifth session. The Council notes the efforts to expand the labour inspectorial staff and hopes they will continue and that greater use will be made of indigenous staff.

31. The Council welcomes the new ordinance to establish machinery for settling disputes and claims in the public service. The inclusion of Papuans and New Guineans on the Conciliation and Arbitration Tribunal, which will deal with these issues, is an important step.

Public health

32. The Council notes the continuing emphasis being placed by the Administering Authority on the Territory's health programme and the construction of the new hospital at Goroka. The Council is pleased to note the agreement between the Administering Authority and the World Health Organization and the significant increase in WHO's assistance to the Territory, particularly in the form of an expanded fellowship programme. The Council hopes that there will be steady expansion of health services and that increasing emphasis will be given to public health education.

Housing

33. The Council notes with approval the effort being made in the construction of low-cost housing and hopes that this programme will be continued.

5. EDUCATIONAL ADVANCEMENT

34. The Council notes the Administering Authority continues to place a major effort on improving all aspects of the Territory's educational system. Of particular note is the emphasis on education and training in the Five Year Development Plan.

35. The Council notes the creation of an Advisory Committee on the Organization of Education aimed at improving the co-ordination of the activities of both administration and mission schools and of ensuring greater local participation in planning and financing primary education. The Council believes the work of this committee has great importance and looks forward to a report on its findings.

36. The Council notes that, in addition to the other efforts involved in the successful tertiary education programme, there is an increased effort on training indigenous teachers. The Council urges this effort be continued and expanded. The Council notes the vocational training programmes both at the lower levels through vocational centres and at higher levels through the technical and secondary schools and trusts that they will be expanded.

37. The Council renews its recommendation, that the "A" schools be abolished entirely in favour of integrated schools with modifications of the syllabus as needed. The Council notes that some "A" and "T" schools have been integrated and further notes the statement of the Special Representative concerning the possibilities of integrating schools to be built in the future, but feels this only meets part of the problem.

38. The Council continues to believe that the history, culture and traditions of the Territory and surrounding areas should receive substantial emphasis in the curricula of the primary and secondary schools.

39. The Council notes the action taken by the Administering Authority in response to the suggestion of the Council at its thirty-fifth session that industrial and commercial firms be encouraged to increase in-service training. The newly announced Indigenous Training Incentive Scheme should contribute to such a programme and the Council will await a report of its results.

40. The Council is pleased to note that more volunteers from overseas are working in the Territory and hopes they will make a valuable contribution to the Territory's educational programme.

6. ESTABLISHMENT OF INTERMEDIATE TARGET DATES
AND FINAL TIME-LIMIT FOR THE ATTAINMENT OF
SELF-GOVERNMENT OR INDEPENDENCE

41. The Council notes with satisfaction the steps taken during the period under review in instituting the new constitutional arrangements and the operation of the system to date. The Council also notes that attention is already being given in the Territory to the next steps that might be taken in the evolution toward self-determination. The Council notes the statement of the Special Adviser, Mr. Kapena, that the great majority of the members of the House of Assembly are taking a cautious approach toward changing their present status, and that they feel strongly that the future is theirs to decide without interference or direction by others.
42. Nevertheless, mindful of its mandate under the Charter and of the provisions of the Trusteeship Agreement and bearing in mind the provisions of relevant General Assembly resolutions, including the Declaration on the Granting of Independence to Colonial Countries and Peoples (resolution 1514 (XV) of 14 December 1960) and resolution 1541 (XV) of 15 December 1960, the Council seeks to ensure that the people are brought to self-determination as swiftly as feasible.
43. The Council notes the view of the Administering Authority that the choice of their future form of government is one for the people of the Territory to make; it is for them to decide the pace of political development and the nature of that development; and that changes which the majority of the people do not want will not be imposed on the Territory.
44. At its thirty-fifth session the Council endorsed the Visiting Mission's recommendation that some firm assurance should be given the people that self-government or independence does not in itself involve cessation of financial and technical assistance from Australia. The Council welcomes the Administering Authority's assurance that Australia will continue to give financial and other assistance to the Territory. The Council considers, however, that more detailed and explicit assurances of assistance would be an important contribution to the ability of the people to exercise their right of self-determination.
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45. The Council also notes that the Administering Authority has introduced a new programme of political education in the Territory, but believes, as recommended by the 1968 Visiting Mission, that such a programme should be directed toward explaining future possibilities as well as current institutions. Specifically, the meaning of the terms "independence" and "self-government" need to be explained and the experiences of other Territories in their evolution from dependent status should be made known.

46. The Council therefore renews its endorsement of the Visiting Mission's recommendations with respect to self-determination. Such an effort should increase the understanding and awareness of the people of the Territory regarding the possibilities for their future and thus enable them to make an informed and perhaps more rapid decision as to their choice.
