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Chairman: Mr. Majid RAHNEMA (Iran).

AGENDA ITEM 13

Reports of the Trusteeship Council (A/5804, A/6004)

1. Mr. NAUDY (France), President of the Trusteeship Council, introducing the Trusteeship Council's reports for 1963-1964 (A/5804) and 1964-1965 (A/6004), pointed out that only three of the eleven Territories which had been placed under the International Trusteeship System in 1945 or subsequently were still Trust Territories. The three Territories in question were all relatively remote geographically, and two of them were poor in natural resources. For reasons which it would take too long to analyse, they had remained out of reach of the currents which had led other countries to self-government and independence. It seemed to him that the United Nations must examine the situation in those Territories with particular care and ensure their speedy advance towards the goals of the Trusteeship System as set out in the Charter of the United Nations and the relevant resolutions of the General Assembly. It was in that spirit that the Trusteeship Council had examined with care the annual reports of the Administering Authorities, put questions to their representatives, heard the testimony of representatives of the indigenous populations who had taken part in its work, examined the petitions before it and dispatched two visiting missions, one in 1964 to the Trust Territory of the Pacific Islands and the other in 1965 to New Guinea and Nauru.

2. He would like to draw attention to certain aspects of recent developments in New Guinea and Nauru, the two Territories which were of concern to the Committee, which were of significance for the future of the Territories.

3. In New Guinea, the important recommendations in the report (T/1597 and Add.1) of the United Nations Visiting Mission to the Trust Territories of Nauru and New Guinea, 1962, had been faithfully carried out by the Administering Authority. Universal adult suffrage had been introduced, a representative parliament had been convened, a comprehensive economic survey had been carried out as a basis for a balanced development plan, and the establishment of a university in the Territory had been decided upon. While re-

gretting certain shortcomings, and in particular the inadequate participation of the population in the executive organs, the United Nations Visiting Mission to the Trust Territories of Nauru and New Guinea, 1965, had found that New Guinea was now on the right path. The Trusteeship Council in its latest report (A/6004), had also noted with satisfaction the establishment by the House of Assembly of a Select Committee on a constitution.

4. With regard to Nauru, where the previous year the situation had been discouraging owing to the breakdown of the talks between the representatives of the population and the Administering Authority, the outlook had improved. Following the Mission's visit, negotiations had been resumed and a measure of agreement had been reached on the establishment of a legislative council and an executive council, the determination of new rates for phosphate royalties and the setting up of a committee of experts to examine the question of rehabilitating Nauru after the phosphate deposits were exhausted. Further discussions were to take place soon to settle the remaining differences, particularly with regard to rights over the phosphates, the operation of the industry and the date proposed by the Nauruans for independence. On the last point, he drew attention to the conclusion at the end of paragraph 324 of the Council's latest report (A/6004), in which it reaffirmed the right of the people of Nauru to self-government or independence and urged that further discussions should be held on the question of independence in 1967.

5. The Trusteeship Council would spare no efforts in carrying out its tasks in respect of New Guinea and Nauru, and was confident that it could count on the co-operation of the Administering Authority in that regard.

6. Mr. McCARTHY (Australia) said that his country had welcomed the visit of the United Nations Visiting Mission to the two Trust Territories under Australian administration. Australia did not necessarily agree with everything the Mission had said, or with everything that the Trusteeship Council had said as a result of its examination of the Visiting Mission's reports (T/1635 and Add.1, T/1636), but he thought that the records would show the identity of purpose and large measure of agreement between the United Nations and the Administering Authority. He wished to pay a tribute to all the members of the Visiting Mission, who had enhanced the reputation of their own countries and of the United Nations in the area.

7. He would confine himself to informing the Committee of certain salient facts in relation to New Guinea and Nauru, after which he and his colleagues—among whom were Mr. Tabua and Mr. Meanggarum,

two elected members of the New Guinea House of Assembly—would be available to provide any further information required.

8. Nauru was a small, remote island with a population of some 2,800. It was composed almost completely of phosphate rock, which was its sole economic asset. The royalties paid to, or on behalf of, the Nauruans were now 17s.6d. per ton of phosphate mined, having risen from the 13s.6d. per ton payable in the last financial year. At the extraction rate of 2 million tons a year now proposed, the Nauruans would receive the equivalent of some \$4 million a year. As a result of those royalties, the average income of the island, according to a recent United Nations survey, was the second highest in the world, surpassed only by the United States of America. The conditions of life of the people were described in paragraph 2 of the Visiting Mission's report on Nauru (T/1636). As the Visiting Mission had rightly pointed out, however, in about thirty years' time, when the phosphate deposits were exhausted, the island would be left with no economy. Even if the barren rock could be replaced by fertile soil, it was hard to conceive of such a small island providing more than the most primitive existence for the Nauruan population, which was increasing rapidly. That circumstance had led to consideration of the question of the ultimate resettlement of the Nauruans elsewhere. Following the rejection by the Nauruans of Australia's original offer of resettlement in Australia itself, a suitable island for resettlement, adjacent to Australia, had been found. That phase of the resettlement negotiations had broken down, however, on the question of sovereignty, since the Australian Government, despite a willingness to grant the Nauruans a very substantial degree of autonomy on the new island, had not been able to agree to the creation of a separate sovereign State within its own borders. The Nauruans had now expressed their intention of not seeking resettlement. To what extent, however, that decision would remain unchanged in the light of changing circumstances was a matter for speculation.

9. Of vital importance would be the results of the investigations to be carried out regarding the possibility of making the worked-out phosphate lands productive. In its latest report, the Trusteeship Council had noted the proposal to set up an independent technical committee of experts to examine that question. That committee, consisting of an agricultural economist, a consulting engineer and a soils expert from the Food and Agriculture Organization of the United Nations, had now been established and would begin its preliminary studies of the problem in January 1966. The Trusteeship Council had also noted the preparation being made for the development, at the request of the Nauruans, of a legislative and executive council of Nauru to replace the present Nauru Local Government Council. Following close consultations between the Nauruans and Australian Government representatives, the necessary steps had now been taken, including the passage of the necessary bills through the Australian Parliament. It was proposed that the legislative Council should consist of the Administrator, nine members elected from among the Nauruan community on the basis of adult franchise, and five official members. The

legislative council would have general legislative powers except with regard to defence, external affairs and matters associated with the phosphate industry.

10. The Head Chief of Nauru had announced that the Nauruan people welcomed that legislation, but he had also reiterated the Nauruans' request for independence in 1968. In that connexion, the Australian Government's attitude had been that the experience of the legislative council and of the executive council would be watched with great interest and sympathy and, at the appropriate time, new discussions would take place regarding possible further movement towards greater Nauruan responsibility for the island's affairs.

11. Matters relating to the control of the phosphate industry had been excluded, with the agreement of the Nauruans, from the present arrangements. The financial provisions made under the heading of royalties included provisions for what was known as the Nauruan Community Long-Term Investment Fund. The object of that Fund was to ensure that, when the phosphates were exhausted, there would be a continuing source of income for the Nauruans. Under the present arrangements, that Fund would reach a figure of many millions of pounds by the time it was required to come into operation. The matter of actual control of the industry, however, remained to be settled and talks between the representatives of the Governments concerned and the Nauruan leaders were pending with a view to exploring the possibility of some form of joint control of the industry.

12. The question of independence raised many problems. What form of independence was conceivable in the circumstances of Nauru? There was also the problem of the younger generation, who were being educated to a high standard in Nauru schools and in universities in Australia, and of how long they would be content within the limits of an island home.

13. The Trust Territory of New Guinea presented different problems. It was joined in an administrative union with the Australian Territory of Papua and since, subject to the wishes of the people, a common future was envisaged for both, he would deal with the two Territories together.

14. The whole mainland of New Guinea, which lay less than 100 miles from Australia at its nearest point, was probably the second largest non-continental island in the world. The western part was West Irian, and the eastern part, with hundreds of adjacent islands, made up the Territory of Papua and New Guinea, with a population of some 2 million indigenous inhabitants, about 27,000 Australians, and a small number of people of other races. It lay within the tropics and was one of the roughest countries in the world. The indigenous inhabitants had lived unchanging lives for some 2,000 years or more, until the coming of the Australians. There were a thousand or more different tribes and approximately 700 languages were spoken.

15. Australia's first task had been to explore the Territory and determine how many people and what kind of people lived there. Law and order had then been established; that had been confirmed by the 1965

Visiting Mission, which had stated in paragraph 3 of its report on New Guinea (T/1635 and Add.1) that there was law and order and peace. That had been followed by the development of medical facilities, schools and agricultural installations, which now covered much of the Territory. The Administering Authority was still probing the ultimate secrets of the Territory, but the nature of the country made that an extremely difficult task, and groups of people were still being discovered whose existence had been previously unknown.

16. Details of what Australia had done for the Territory had been set out in the latest report and previous reports of the Trusteeship Council, in the reports 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, and in the reports which Australia had submitted annually to the United Nations. A modern Parliament, the House of Assembly, had been created on the basis of "one man, one vote", regardless of race, creed or colour, with an indigenous majority representative of all the people of New Guinea. That Parliament was not yet in its final form, but was working mainly through its own constitutional committee to re-establish itself and to inform the population of the implications of a constitution which would ultimately emerge from its considerations. Although the House of Assembly was not yet completely independent, since a minimum of reserved power was still vested in the Australian Parliament, the Administration could only create legislation if the necessary bills were passed by the House of Assembly. The people did not ask for complete independence. The House of Assembly was the pinnacle of the structure of political development and institutions based on a system of elected local government councils, which at present embraced over one million people. Although initially indigenous, those councils were now becoming multiracial.

17. The Australian Government realized that political development must be accompanied by economic and social development. The economy was at present necessarily rooted in primary industry, based on field farming and the development of crops for export. Apart from subsistence products, the main products were copra, coffee, timber, pyrethrum and tea. The Australians and the indigenous people were working in partnership: more than 50 per cent of the coffee, for instance, was produced by indigenous growers. At the invitation of the Australian Government and in accordance with the recommendations of the 1962 Visiting Mission to the Territory and of the General Assembly, a mission from the International Bank for Reconstruction and Development had visited the Territory and its conclusions had now become the guidelines for economic development.

18. There had been spectacular results in social development. The health services were based on a series of huge hospitals strategically situated, five or six of which had been opened within the previous five years at a cost of approximately \$2 million each. They had the most modern equipment and skilled and highly trained staff. Yaws had been eliminated and malaria virtually so. Medical schools

and research centres for the training of the indigenous people at various levels had been established and would be incorporated in the university which was now being developed. As for education, there were almost 200,000 children in efficient primary schools and some thousands of pupils in secondary institutions of various kinds. The projected university would begin to take students at the beginning of 1967 and its initial form and methods of working were now under consideration. In addition to the medical schools, a variety of other professional or vocational schools had been established, including agricultural colleges, schools for the training of indigenous farmers at the village level, a post and telegraph school for training communications technicians, a nautical training school and expert schools to provide skilled staff for the co-operative development which was one of the features of the economic progress of the Territory.

19. None of the political, economic or social developments, however, would be of significance without the development of a competent and integrated public service. Through in-service training, the Public Service Training Institute, schools in Australia and schools and classes at the local level, increasing numbers of indigenous public servants were being trained to an increasingly high standard in the administrative, medical, agricultural, educational and other services. An attempt was also being made, through a system of parliamentary under-secretaries, to train elected indigenous members in departmental management at what would ultimately be the ministerial level.

20. New Guinea, however, was not yet economically viable, nor was it likely to become so in the near future. To overcome that situation, Australia had in the current financial year made an interest-free, non-repayable grant of £A31 million to Papua and New Guinea. In addition, some £A8 million was carried on the budget of the Federal Government of Australia for developmental works in New Guinea. That came to a total of approximately \$100 million annually.

21. He did not suggest that the Territory of Papua and New Guinea was a paradise. It was a future nation in the making and much remained to be done. Racial discrimination had been outlawed and positive legislation had been introduced to outlaw it also from the minds of men. Penalties were prescribed not only for unjust practices but for any course of conduct which distinguished between persons or classes of persons of differing races or colours which might reasonably be expected to result in mental distress or suffering by that person or a member of that class of persons. No multiracial society in the world was working in greater harmony and with a greater sense of partnership, although isolated examples of discrimination could still be found, as they could anywhere in the world. The schools were integrated and there was an indigenous majority in the House of Assembly which could not have come about without the positive support and efforts of the Australian minority. There were economic difficulties in relation to wages; indigenous public servants, for instance, were paid less than expatriate public servants, but it was difficult to find a solution to that problem since New Guinea still needed

Australian assistance and Australians must be offered something roughly comparable with what they could expect to earn in the more developed economic framework of their own country.

22. New Guinea and Papua was a nation of the future, but it was not yet a nation. Its people had yet to be welded together into one whole, a process which was now taking place through the conscious spread of one language—English—and of education, through the local government councils and through the elected House of Assembly. The House of Assembly had given a voice to the people through which they could say what they wanted when they wanted to say it and the laws protected their right to do so. Neither Australia nor the people of New Guinea would turn back from the task

which they had begun. Together they would bring the Territory to self-government or independence at a time to be chosen by the people themselves.

Organization of work

23. The CHAIRMAN said that draft resolutions concerning Territories under Portuguese administration (agenda item 23) and the special training programme for those Territories (agenda item 71) were being prepared and would be submitted shortly. The Committee might therefore wish to combine its general debate on those items with the consideration of the relevant draft resolutions.

It was so decided.

The meeting rose at 5.45 p.m.