



TRUSTEESHIP COUNCIL

Twenty-ninth Session

OFFICIAL RECORDS

Tuesday, 10 July 1962,
at 3 p.m.

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President: Mr. Jonathan B. BINGHAM
(United States of America).

Present:

The representatives of the following States: Australia, Bolivia, China, France, India, 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.

Examination of conditions in the Trust Territory of New Guinea:

- (i) Annual report of the Administering Authority for the year ended 30 June 1961 (T/1591, T/L.1044);
- (ii) Report of the United Nations Visiting Mission to the Trust Territories of Nauru and New Guinea, 1962 (T/1597 and Add.1)

[Agenda items 3 (d) and 5 (b)]

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

OPENING STATEMENTS

1. Sir Hugh FOOT (United Kingdom), Chairman of the United Nations Visiting Mission to the Trust Territories of Nauru and New Guinea, 1962, intro-

duced the Mission's report on New Guinea (T/1597 and Add.1). The members of the Mission had reached their conclusions unanimously after a stay of two months in the Territory.

2. Their conclusions were three in number. The first was that the United Nations could best help the Territory by asking the International Bank for Reconstruction and Development to carry out an economic survey in the Territory, as it had already done effectively and successfully in many under-developed countries. Secondly, the people should be encouraged to advance beyond the stage of primary and secondary education to the university level; that would enable them to play their full part in their own progress. Thirdly, the Territory's scattered and diverse people should be welded into a new nation by the formation of a single representative parliament in which public opinion could be both clearly expressed and progressively created. He was convinced that the people of New Guinea were capable of choosing those whom they wished to represent them and to speak for them. He was also convinced that, in the best interests of all concerned, including the United Nations, decisions should not be delayed. Those three recommendations were complementary, and it would be a great mistake not to put them into effect at once.

3. Mr. HOOD (Australia) said that his delegation would, as usual, provide certain comments and supplementary information which might be of assistance to the Council.

4. Mr. McCARTHY (Special Representative) said that his opening statement would be in two parts: the first part would deal mainly with the Visiting Mission's report; the purpose of the second part would be to bring up to date the subject-matter of the Administering Authority's annual report,^{1/} it would be presented in writing.^{2/}

5. He was glad to say that, in the course of its journey from one end of the Territory to the other, the Visiting Mission had won from the people a degree of respect and regard rarely accorded to strangers. The Mission rightly referred in its report to the difficulties of the Territory. They were considerable: high mountains, rushing rivers, an uncomfortable and enervating climate, most difficult communications, endemic malaria, a far from viable economy, and a population divided by many languages and into many tribes. The Mission had recognized that, despite all those obstacles, "Australia tackled this new task with courage . . . and soon produced remarkable results" (T/1597, para. 122). It was his belief that no other Administering Authority had put into a Territory as much money and effort without

^{1/} Commonwealth of Australia, Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1960 to 30th June, 1961 (Canberra, A. J. Arthur, Commonwealth Government Printer). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1591).

^{2/} Subsequently circulated as document T/1601.

any prospect of material gain. Between 1948 and 1960 the annual Commonwealth grant to Papua and New Guinea had increased from some £4 million to almost £15 million; for the financial year 1961-1962 the amount of the grant was £17.3 million, with the greater share going to the Trust Territory. In addition another £1 million for services in the Territory of New Guinea were carried in the Australian budget itself. Some 4,500 Australian officials had been at work in Papua and New Guinea on 31 March 1962—an increase of 400 per cent since 1948; on the same date there had been over 700 indigenous public servants, rapidly increasing in numbers and efficiency. Those figures alone ruled out comparisons between conditions in the Territory and in other areas emerging from non-independent status. In contrast to what had happened in Africa and Asia, the New Guinea tribes had remained for hundreds or even thousands of years in untouched seclusion.

6. He wished to refer first to the political situation in New Guinea. Before the arrival of the Australians, the Territory had had neither a single government nor a unified people. Australia's first task in leading the inhabitants towards self-government must be to give them a sense of their own unity. It was because of the factors he had just mentioned that the Mission had not encountered in the Territory the political consciousness and the political demands which it had found elsewhere and had perhaps expected to find in New Guinea as well. Moreover, the atmosphere of everyday life in New Guinea was not such as to promote political consciousness. There was no shortage of land, but rather an abundance. Native customs had been respected. Famines did not occur, and material conditions in the Territory had been improved in many ways.

7. The local government councils, which the Trusteeship Council regarded as of fundamental importance and wished to see rapidly expanded, now numbered thirty-eight and represented a population of 332,800. The councils were developing so rapidly and vigorously that the Administering Authority expected nearly 1 million inhabitants of Papua and New Guinea to be represented by such bodies by 1967. The councils had become a focus of interest for peoples which in the past had been mutually suspicious and had often been at war with one another. It was important also to note the excellent work being done at the special schools at Rabaul and Madang, where council members were being instructed in methods of handling money, providing services to the public and controlling staff.

8. With respect to the Visiting Mission's recommendation that the local councils should be given subventions, he pointed out that such subventions were already being provided in the fields of environmental sanitation, water supply and rural health services. The Administration was furnishing assistance along somewhat similar lines in connexion with public works projects carried out by local councils; that programme would probably continue to develop.

9. In previous years, the Trusteeship Council had discussed the possibility of establishing regional councils. Such bodies did not yet exist, since the Administering Authority had concentrated on the task of expanding the local councils and improving their efficiency; however, the question of establishing regional councils was to be reviewed by July 1963 at the latest. It should also be mentioned that confer-

ences attended by representatives of all local government councils in Papua and New Guinea had become an established part of the existing system; the most recent one had been held at Port Moresby earlier in the year.

10. The emergence of organizations and associations with political or industrial aims provided further evidence that significant progress was being made. Statutory bodies which recognized the principle of indigenous membership were growing in number. The development of industrial organizations during the past year had been perhaps even more striking. The first indigenous organization of that kind, the Papua and New Guinea Workers' Association, had been formed in 1960 at Port Moresby. The Madang Workers' Association had played an important part in the conclusion of the Urban Cash Wage Agreement in 1961 and had 700 indigenous members. The Administering Authority's policy had been to assist in the development of such organizations by making available to them the services of a special Department of Labour officer and of the Public Solicitor's office.

11. The Australian Government had not yet had time to give proper consideration to the Visiting Mission's recommendation that a fully representative parliament should be established within approximately two years. However, a decision looking to the election of members of the Legislative Council by universal suffrage had been taken in the early part of 1961. The Australian Minister for Territories had pointed out to the Mission in that connexion that Australia envisaged political advancement as a peaceful constitutional process and that its plans called for progress along those lines in New Guinea. He had emphasized that Australia was by no means unwilling to make changes when the people wanted them or even before a desire for change was expressed. Moreover, the Administrator and the existing Legislative Council had already set up committees which were considering what the next steps should be. One body which had been created was a Select Committee on Political Development consisting of two official members, two elected indigenous members and two elected non-indigenous members.

12. The Territory could not, of course, attain nationhood unless it has a trained and energetic public service. The principal of the projected administrative staff college had already been appointed, and it was planned to recruit Australian officials for the college on both a temporary and a contract basis, as the Mission had recommended. The Australian Government was also considering the possibility of establishing a public service commission.

13. However, political advancement also depended on economic and social progress. With regard to economic development, the population was becoming familiar with a cash economy, which was now firmly even if not generally established. It must be recognized, however, that the Territory was very largely dependent on outside aid, mainly in the form of Australian grants and investments. The Australian Government, although it realized that agriculture would continue to be the mainstay of the Territory's economy for a long time to come, was at the same time making plans for the production locally of essential consumer goods. The annual report would show that, over a ten-year period, the Australian staff of the Department of Agriculture had increased from

73 to 347, while the number of indigenous officers had risen from 114 to 921. Seven new agricultural schools had been opened in the Trust Territory during 1960-1961, and indigenous participation in primary production was steadily increasing: in 1960-1961, indigenous growers had produced 26,000 tons of copra, or 25 per cent of total exports; 2,000 tons of cocoa, or 25 per cent of total exports; and 1,200 tons of coffee, or 50 per cent of total exports.

14. The Australian Government shared the Visiting Mission's view concerning the need to carry out an economic survey of New Guinea; it had already taken up the matter with the International Bank, representatives of which had made two visits to the Territory. It was true that, as the Mission had noted, the population was far more interested in economic progress than in political matters at the present time. The Australian Minister for Territories, recognizing that Papua and New Guinea would require outside aid in the years to come, had stated that Australia was prepared to provide such aid as long as necessary. He had, however, raised the question of how the Territory could attain self-government, and perhaps complete independence, unless it was economically self-sufficient. That was unquestionably a problem, but it was not one that called for immediate solution, since the national consciousness of the people of New Guinea was still at too low a level of development.

15. No discussion of the economic development of New Guinea could be complete without mention of the question of trade. Australia provided a market for much of the Territory's produce, and production was encouraged by various preferential systems. However, measures of that kind were not sufficient to cope with various problems which arose on the world market. One example was the problem of coffee marketing. If the international coffee agreement now under discussion was concluded, it might cause grave difficulties for New Guinea, where indigenous growers now produce half of the Territory's coffee exports and would soon produce an even greater proportion. Australia felt that it must be the concern of the Trusteeship Council to offset the effects which such an agreement might have in relation to New Guinea. It should also be pointed out that people who still lacked experience in the economics of industrial development found it particularly difficult to understand world marketing problems.

16. With regard to land problems, the Mission had commented in its report, in connexion with the alienation of land, that "the policy followed by the Administration in past years has been sound in principle and well justified by results" (T/1597, para. 143). It had also endorsed the objectives defined by the Minister for Territories with regard to land tenure. Of particular importance were the plans calling for replacement of the traditional system of land tenure by one under which indigenous farmers would hold secure title to their land. The Administering Authority appreciated the Mission's endorsement of its actions and aims and would give particular consideration to the Mission's suggestions.

17. Turning to the question of social development, he drew particular attention to paragraphs 239 and 245 of the Visiting Mission's report, in which the Mission noted the progress made in the field of public health. He wished to assure the members of the Council that progress in that field would continue and to refer them to the targets set out in the written part of his opening statement.

18. The Mission's recommendations concerning education were closely in line with the policy already laid down by the Australian Government. In April, the Minister for Territories had announced progress in plans for a university of Papua and New Guinea. Enrolment in post-primary and secondary schools would rise to 10,000 by June 1967, with 2,000 reaching matriculation level. In May 1961 a special committee had investigated the problem of university education and higher training. It had recommended the establishment of an administrative staff college, which would open in 1963, as well as the establishment not later than 1966 of a university college linked with an Australian university, and as quickly as possible, of a multiracial teachers' training college in the Territory. It had also recommended the provision of higher technical training facilities modelled on the polytechnic schools in Singapore, Hong Kong and Kuala Lumpur, and the expansion of secondary education throughout the Territory.

19. In the matter of higher education, it would be necessary to accept a measure of delay in what might be called the "New Guineaization" of the Public Service if sufficient numbers of students were to be given a higher education. Close attention had already been given to that problem by the Public Service Commissioner. Nevertheless the Minister for Territories had been interested in the Visiting Mission's proposals and had already given instructions that an annual quota of candidates for higher education should be selected and should be given monetary inducement to continue their studies up to university level. Final plans in that connexion were being prepared.

20. Referring to the question of so-called discrimination in the Territory, he thought that in no dependent area were more vigorous efforts being made to eliminate such practices. The Council was familiar with the decision already made to abolish all legal provisions of a discriminatory nature. That work was far advanced, and a very substantial body of legislation had been amended. With regard to the consumption of alcoholic liquor, the Government had appointed a special committee to determine how the new policy that it intended to adopt would be applied. As the Visiting Mission had indicated (T/1597, para. 250), the disappearance of social discrimination was one of the features of contemporary New Guinea. The Australian Government was firmly opposed to racial discrimination anywhere, and the efforts made to eliminate it, which had been noted by the Visiting Mission, would be pursued.

21. With regard to the incidents which had taken place on Buka Island in February 1962, he wished to observe that the Administration had acted with restraint and that the police had remained calm and undaunted, with the result that not one life had been lost.

22. The "cargo cult" undoubtedly reflected the fact that part of the population was still inclined to superstition and had not yet learned that material possessions which they desired were the fruits of labour.

23. In conclusion, he stated that the documents before the Committee and the information made available to it should give a picture of a Territory free from the conflicts and misunderstandings that had plagued other areas of the world. The Territory was well administered and peaceful; the two population groups involved respected and understood each other; and development was accelerating in all fields. The

Council should do its utmost to preserve that state of affairs, to avoid endangering it by pressing for haste, and, especially, to keep in view the wishes of the people of New Guinea, with whose welfare the Council was entrusted.

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE REPRESENTATIVE AND THE SPECIAL REPRESENTATIVE OF THE ADMINISTERING AUTHORITY

24. Mr. SALAMANCA (Bolivia) believed that the rate of political advancement in the Territory could be further accelerated by applying the recommendations at the end of the Visiting Mission's report. In that connexion, he drew attention to the target date of 31 December 1963 for the implementation of the Mission's proposals, mentioned in paragraph 269 of the report. He asked the special representative whether the Administering Authority could take a decision during the current session of the Council on the Mission's recommendations, or whether the Australian Government would require more time in which to consider them.

25. Mr. McCARTHY (Special Representative) said that when he had left Australia two weeks previously, the report of the Visiting Mission had not yet been received by his Government. Lacking directions from the latter, he could not give any undertaking with regard to the target date suggested in the recommendations.

26. Mr. SALAMANCA (Bolivia) said that he wished to refer only to questions on which there did not seem to be complete harmony between the recommendations of the Visiting Mission and the views of the Administering Authority. A case in point was the apparent intention of the Australian Government to set 1967 as the date by which 1 million persons would be incorporated into the system of local government councils.

27. Mr. McCARTHY (Special Representative) said that in his opening statement he had only wished to indicate that the Administering Authority had not yet had time to consider the Visiting Mission's report and to draw final conclusions regarding it. He had however reported various points on which the Administering Authority had come to conclusions and had even substantially anticipated many of the conclusions and suggestions of the Visiting Mission.

28. Mr. DOISE (France) asked whether the census taken in the Territory was a census by names and whether it could be used as a basis for preparing the electoral rolls.

29. Mr. McCARTHY (Special Representative) replied in the affirmative.

30. Mr. DOISE (France) asked whether the Administering Authority would shortly set up the system of single electoral lists which it had announced its intention of establishing.

31. Mr. McCARTHY (Special Representative) replied that the two committees which had been established by the Administering Authority and the Legislative Council and to which he had referred earlier were currently investigating the best way of developing that system.

32. The question of a target date for the establishment of common rolls and the introduction of universal suffrage had been considered and had even

been forecast by the Australian Government as early as the beginning of the previous year.

33. Mr. DOISE (France) asked for further information about the method of election to local councils.

34. Mr. McCARTHY (Special Representative) said that the rolls of persons eligible to vote at local government councils were maintained by the councils themselves. In some areas the vote was taken by secret ballot; in others, where literacy was at a minimum, the vote was taken by a "whisper-ballot", in which the voter whispered to the officer the name of the candidate for whom he wished to vote.

35. Mr. DOISE (France) asked for information on the indigenous observers who attended meetings of the Legislative Council.

36. Mr. McCARTHY (Special Representative) said that the purpose of the observer system was to familiarize the people with the working of legislative bodies. The observers were chosen by the Administration on the basis of their judgement and their leadership potential within their own communities. They attended meetings of the Legislative Council, where they were instructed in the procedures of government.

37. Mr. DOISE (France) inquired whether the New Guineans who were with the Australian delegation would make a statement later and whether it would be possible to ask them questions.

38. Mr. HOOD (Australia) said that the two New Guinean advisers to the special representative were there to assist the Council in any way appropriate.

39. Sir Hugh FOOT (United Kingdom), reverting to the census figures, drew the Council's attention to paragraph 212 of the Visiting Mission's report in which it was indicated that a boundary commission would be charged with the task of working out constituency boundaries on the basis of the census figures, which would also be used for the preparation of a single electoral roll.

40. Mr. McCARTHY (Special Representative) said that since the beginning of Australian administration in New Guinea, every officer visiting an area for the first time had been responsible for establishing a census book, in which he wrote down the names of all the people whom he was able to contact. During subsequent visits all officers were required to revise and add to the census book.

41. Mr. KIANG (China) asked the special representative whether it was correct that Mr. Hasluck, the Minister for Territories, had made a statement indicating the Australian Government's general approval of the Visiting Mission's report, which had evoked certain criticism in Australia.

42. Mr. McCARTHY (Special Representative) replied in the affirmative.

Examination of conditions in the Trust Territory of Nauru
(continued):

(i) Annual report of the Administering Authority for the year ended 30 June 1961 (T/1589, T/1599, T/1600);

(ii) Report of the United Nations Visiting Mission to the Trust Territories of Nauru and New Guinea, 1962 (T/1595 and Add.1)

[Agenda items 3 (c) and 5 (a)]

QUESTION OF THE DRAFTING OF THE COUNCIL'S REPORT ON THE TERRITORY (continued) *

43. The PRESIDENT pointed out that the Council had before it four documents for the preparation of its report to the General Assembly: document T/L.1039 and three new working papers prepared by the Secretariat. Working Paper No. 1 contained a summary of the recommendations of the Visiting Mission; Working Paper No. 2 brought document T/L.1039 up to date; and Working Paper No. 3 summarized the statements made in the Trusteeship Council during the general debate on Nauru. He asked the members of the Council for their views on how the Council should proceed in preparing its report and recommendations to the General Assembly.

44. Mr. HOOD (Australia) said that the working papers prepared by the Secretariat constituted a very comprehensive account of the proceedings in the Council. The question at that stage was to decide how the report to the General Assembly should be drafted. It seemed to him that it might be best to appoint a small group to draft the report with the aid of all the working papers available to the Council.

45. Mr. NOYES (United States of America) thought that it would, in fact, be difficult for the Council itself to put together all the different papers. It would therefore seem wise to appoint a small drafting committee to carry out that task.

46. Mr. SALAMANCA (Bolivia) said he seemed to remember that the Council, on the proposal of the United Kingdom representative, had decided that no conclusions would be submitted in the case of Nauru and that the Council would confine itself to submitting to the Assembly a report containing the views expressed by members of the Council and by Mr. De Roburt, the Head Chief of Nauru. It was because of that decision that the three new working papers before the Council had been prepared. In his opinion it would be difficult to set up a drafting committee because, although the people of Nauru had submitted proposals to the Australian Government, on the merits of which there were differing views, and although the Visiting Mission had also submitted recommendations, the Council did not know what the attitude of the Administering Authority to those proposals would be.

47. Sir Hugh FOOT (United Kingdom) pointed out that the Head Chief of Nauru, who had submitted the

new proposals to the Australian Government, had repeatedly told the Council that they were in no way in conflict with the recommendations of the Visiting Mission.

48. Although he himself had at first thought that the Council could simply endorse the Visiting Mission's report and refer it, with the Head Chief's statement, to the Fourth Committee, he would not oppose the appointment by the Council of a drafting committee.

49. Mr. SALAMANCA (Bolivia) said that if the Council wished to appoint a drafting committee, he would raise no objection.

50. The PRESIDENT said he felt it necessary to point out that no final decision had yet been taken on the method of preparing the Council's report.

51. Mr. DOISE (France) recalled that his delegation had also participated in the proposal which had led to the preparation of the three new working papers. He thought that the Council could easily prepare its recommendations itself with the aid of Working Paper No. 1. He personally, therefore, did not favour the appointment of a drafting committee but would bow to any decision which the Council might take.

52. The PRESIDENT said it was his understanding that, despite certain differences of opinion, no member of the Council was opposed to the appointment of a drafting committee to prepare a draft report which would subsequently be submitted to the Council.

53. Mr. KIANG (China) considered that the Council had already settled the question and had decided that it would itself examine the working papers prepared by the Secretariat. He would like the Secretariat to review those working papers and to prepare a consolidated draft based on Working Papers Nos. 1 and 3 for submission to the Council.

54. Mr. PROTITCH (Under-Secretary for Trusteeship and Information from Non-Self-Governing Territories) said that the Secretariat could no doubt consolidate the working papers which it had prepared at the Council's request, if it received the necessary instructions.

55. Mr. NOYES (United States of America) said that he saw no need for the Council to take an immediate decision on the question. In his opinion, the mere consolidation of the working papers would not resolve the problem, which was one of deciding upon the conclusions and recommendations to be made by the Council.

56. The PRESIDENT said that the question could be discussed at the beginning of the following meeting.

The meeting rose at 4.55 p.m.

*Resumed from the 1192nd meeting.