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Thirty-seventh Session

PROVISIONAL VERBATIM RECORD OF THE THIRTEEN HUNDRED AND
SIXTIETH MEETING

Held at Headquarters, New York,
on Monday, 1 June 1970, at 3 p.m.

President:

Sir Laurence McINTYRE

(Australia)

- Examination of annual reports of the Administering Authorities on the administration of Trust Territories, for the year ended 30 June 1969 [4] (continued)

(a) New Guinea (T/1704 and Add.1; T/L.1152)

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AGENDA ITEM 4

EXAMINATION OF ANNUAL REPORTS OF THE ADMINISTERING AUTHORITIES ON THE
ADMINISTRATION OF TRUST TERRITORIES FOR THE YEAR ENDED 30 JUNE 1969

(a) NEW GUINEA (T/1704 and Add.1; T/L.1152) (continued)

At the invitation of the President, Mr. Leslie Johnson, the Special Representative for the Trust Territory of New Guinea, and Mr. Aloysius Noga and Mr. Jack Karu Kuru, Advisers to the Special Representative, took places at the Council table.

The PRESIDENT: The Council will now continue the general debate on conditions in the Trust Territory of New Guinea.

Mr. SHAW (United Kingdom): This year the Council has at its disposal a good deal of useful information about the Trust Territory of New Guinea. We have the detailed material contained in the Administering Authority's report for 1968-69, the comprehensive statement made by the Special Representative of the Administering Authority at the 1356th meeting, the supplementary information provided in writing by the Administering Authority, and the full and forthcoming answers to questions which were furnished by the Special Representative and his Advisers at our meetings on 28 May. We have also, of course, the benefit of the useful working paper prepared by the Secretariat (T/L.1152); and, finally, there is the report of the 1968 Visiting Mission, which, although now two years old, contains much which is still of value for the Council's examination of conditions in the Trust Territory.

This Council must, of course, pay particular attention to the advancement of the people of New Guinea and their progressive development towards self-government or independence. The past year would certainly seem to have been one in which there has been considerable progress in the direction laid

(Mr. Shaw, United Kingdom)

down in the Charter and in the Trusteeship Agreement, and progress, too, towards the implementation of the recommendations of the thirty-sixth session of the Council.

In the political field my delegation has noted in particular the changes introduced in March of this year, by which they ministerial members of the Administrator's Executive Council were given full responsibility for the day-to-day running of their Departments, instead of, as hitherto, acting jointly with the departmental civil service head, and under which they may also, within the framework of broader Government policy, make decisions regarding policy, as well as concerning day-to-day administrative activities.

(Mr. Shaw, United Kingdom)

My delegation has also noted the increased collective responsibility of the Administrator's Executive Council, with its indigenous majority. It is particularly satisfactory to learn that the council is now consulted on all significant policy issues, that it advises on the more important departmental questions referred to it by ministerial members, and that it has a greater voice in the procedures for the framing of the Territory's budget. A comparison of those measures with the conclusions and recommendations of the council on constitutional matters in the Trust Territory adopted at its thirty-sixth session provides a yardstick for the very satisfactory progress made over the past year. The increased responsibility of ministerial members, both individually and in their departmental functions and collectively as members of the Administrator's Executive Council, reflects a progressive transfer of power to the elected representatives of the people. It is of interest that these further steps towards self-government took place after consultation between the House of Assembly's Select Committee on Constitutional Development and Ministers of the Administering Authority.

My delegation has further noted that the Select Committee, which has already presented two interim reports, is carrying on this work by journeying both in New Guinea and in other parts of the world. My delegation has no doubt that the final report of the House of Assembly on it, and the views of the House of Assembly as well as the report of the Select Committee, will be valuable in pointing the way to the further constitutional development which may confidently be expected in the Territory in accordance with the statement of policy made by the Governor-General of Australia on 3 March, which the Special Representative quoted in his opening statement.

Turning from the question of territorial to that of local government, my delegation recalls the recommendations of the Council at its session last year that the system of local councils should be extended to all the people of the Territory as soon as is feasible and that, in particular, popularly elected urban councils should be established. The significance of local government is highlighted by the very welcome presence among us as an adviser to the Special Representative of Mr. Noga, the President of Buin Local Government

Council, who in his statements has so usefully contributed to our knowledge of the activities of these councils in the Trust Territory. It is worthy of note that, with the recent increase in the area covered by local councils, 90 per cent of the population of the Trust Territory are now represented by such councils. It is also a point for satisfaction that urban local government is to be established in the main towns by the end of this year. My delegation has noted that each council obtains most of its recurrent revenue from a personal tax. Although the level of the tax varies from council to council and although the tax rate can be reduced when the deduced cash income of a village or an individual is low, it is perhaps for consideration whether the local government revenue, like the territorial income tax, could not be raised more on a progressive basis related to the means of the individual local taxpayer..

As regards the public service, my delegation has noted the numerical increase over the past years in local officers in the second and third divisions of the public service. The thirty-sixth session of the Trusteeship Council expressed the view that the already substantial effort to replace expatriate officers with properly trained local personnel must be increased and accelerated. The Administration is to be commended for establishing a localization section within the department of the Public Service Board, and it is the hope of my delegation that this, together with the training programmes in operation in the Administration, will enable an increasing number of New Guineans to qualify for posts in the public service. It is especially gratifying in this connexion to see among us as an adviser again to the Special Representative Mr. Karu Kuru, an Assistant District Administration Officer in the Chimbu district.

(Mr. Shaw, United Kingdom)

Last year also the Council noted with particular approval the introduction of a single salary structure for indigenous and non-indigenous personnel, and my delegation was glad to hear from the Special Representative that a similar single salary structure is expected to be introduced in the police force in the immediate future. It is satisfactory to learn from the Special Representative that the civil-service salaries have been fixed so as to bear a relation to the general wage level of the Territory and are thus associated with the general productivity levels. This seems to us to be a point of great importance since, if public-service salaries are fixed otherwise than in relation to such factors, they can have a distorting effect on other important parts of the economy, a depressing effect on sectors of importance such as agriculture, and even lead to an inflationary effect on the economy as a whole. In my delegation's view, the Administration is to be commended for at the same time avoiding these dangers and yet meeting the natural requirement of an indigenous New Guinean that an expatriate's basic pay should be the same as that of a New Guinean doing the same job.

This leads me on to the question of economic advancement. Last year the Council welcomed the establishment of the five-year economic development plan, which envisaged rapid progress in almost every sector of the economy -- agriculture and livestock, forestry and manufacturing, transport and telecommunications. We have noted the expansion of production in the year covered by the annual report before us, and the considerable increase in export income. There have been significant increases in exports of copra and cocoanut oil, coffee, cocoa and tea -- this last commodity in particular, showing an increase not far short of eight-fold over the previous year and appearing to offer considerable promise as a new earner for New Guineans engaged in agriculture. It is to be hoped that the other new crops which are mentioned on page 80 of the annual report, and the silk industry, of which mention was made last year by the Special Representative attending the thirty-sixth session, will successfully contribute to the diversification of production and to the provision of suitable cash-crops for the people, especially in the less accessible areas of the Territory. My delegation also hopes that the apparent decline in the production of important crops such as pyrethrum and rubber, as well as that of timber, can be stemmed. The work of the agricultural extension service is clearly of great importance in fostering the development both of existing and of new types of crops within the Territory. As for marketing, my

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delegation was interested in the information provided by the Administering Authority about the co-operative movement. An organization such as the Chimbu Coffee Co-operative, with a membership exceeding one-quarter of the adult male population of the district, clearly can play a very important role in keeping overhead costs to a low level and thereby contributing to increased earnings for its members. My delegation has noted that, although the figures for 1969 are not available, the 1968 figures show a sizeable increase of turnover over the figures for the previous year. We are glad to learn of the proposal to enlarge and to extend the co-operative training college and we have no doubt that the continued development of the co-operative movement will be of great value for the economic development of the Territory and for a wide distribution of the consequent benefits to the population at large.

Last year's session of the Council noted the work of the Papua and New Guinea Development Bank, and expressed the hope that, both in number and size, loans to the indigenous people would increase in the coming years. The figures on page 59 of the annual report show that there has been a significant increase in the number of loans and in the total amount lent to indigenous people, though there seems to be some divergence, perhaps, between those figures and the ones which were given by the Special Representative in his opening statement. It is, of course, noteworthy that although the non-indigenous population of New Guinea does not exceed 2 per cent of the total population, the amount of money lent by the Development Bank to non-indigenous people in the year 1968-1969 was over five times the amount lent to indigenous people. My delegation recognizes the valuable contribution which expatriates with commercial experience can make in the Trust Territory, and the fact that loans to them for what might be called "pump priming" investment can have consequent benefits in the surrounding indigenous society. Nevertheless, the gap between loans to indigenous and non-indigenous borrowers does not appear to be getting any smaller, and my delegation is glad to hear from the Special Representative that the Development Bank is confident that loans to indigenous New Guineans will, in accordance with a deliberate policy and carefully planned extension work, continue to increase. We would hope, in this connexion, that particular attention will be paid to the possible establishment of facilities to process the raw materials of the Territory, both agricultural and of other kinds.

(Mr. Shaw, United Kingdom)

In my delegation's view, it is right and appropriate that the investment of outside capital in the Territory should be encouraged, subject to suitable safeguards to protect the interests of the population. My delegation has already expressed its conviction that the Bougainville copper scheme will be of great benefit to the Territory as a major long-term development and will contribute substantially to the prosperity and future well-being of its people in the years ahead. We welcome the assurance given by the Administering Authority that it is endeavouring to ensure the fullest protection for both the social and the economic rights of the people. It is not difficult to understand the feeling of the House of Assembly that the project should go through successfully. We welcome the assurance given by the Administering Authority that it is endeavouring to ensure the fullest protection for both the social and the economic rights of the people. This would be in accordance with the feeling of the House of Assembly that the local people must agree about the project and must be fully involved in it. We welcome the statement by the Special Representative that all land leases have to be approved by the Administrator's Executive Council, and that all acquisitions of land for the copper project must have the approval of the people. It is, however, noteworthy that, of the nine communications and petitions received by the Secretary-General and circulated to members of the Council concerning the Trust Territory, no fewer than eight are directed to the question of the Bougainville copper project. Those eight documents all appear to come from Australians or Australian organizations, rather than from the indigenous people of the Trust Territory themselves. While it is of interest that the circumstances in which the project is going forward have aroused concern in Australia, it would, I think, be valuable for the Council to have some expression of the views of the people of New Guinea themselves on the matter.

(Mr. Shaw, United Kingdom)

Since we are fortunate enough to have among us Mr. Noga, himself a Bougainvillean, my delegation wondered whether he might be invited, perhaps later on, at the afternoon meeting three days hence when we expect that a closing statement on the Trust Territory of New Guinea may be made, to tell us what in his view the people of New Guinea think about the project, the level of compensation, the way in which agreement for the use of the land has apparently been reached and also the limited police action to which the Special Representative referred. We feel that Mr. Noga's opinions on those matters would be of great assistance to my delegation, and perhaps to other members of the Council, and would enable us, by obtaining a local New Guinean view, to place in their right perspective the matters which have been raised in the petitions and the communications before us.

This brings me on to the question of land tenure, a subject which, as previous sessions of the Council recognized, is of great significance for the economic prospects of the Territory. My delegation has noted with interest the information given by the Special Representative about the work done on this question over the past year: the report of a United Kingdom expert, its consideration by the House of Assembly, the visit by a technical party from New Guinea to study the land tenure system in Kenya, and the visit of a second United Kingdom expert to advise the Administration of the Territory on procedures and on legislation. We have noted that legislation will be proposed to the House of Assembly which, if adopted, is expected to bring about a quicker conversion of customary rights to a registered individual title in selected areas, with resultant security of tenure and increased agricultural production. We observe that the Administration envisages a widening of the scheme to cover further lands at a later stage.

My delegation recognizes that the existence of registered individual titles may have considerable economic advantages, provided that the individual areas are not on too small a scale. Where a community, which has hitherto held land under custom, wishes to have this converted to individual registered title, clearly there is everything to be said for a speedy response to such

pressure for conversion. Nevertheless, since time immemorial New Guineans have held their land by custom, and 97 per cent of the land is still held in this way. According to the information in appendix VIII on page 265 of the annual report, only 1,050 hectares in New Guinea -- that is, only about one part in 22,000 -- had been converted to freehold from customary land by the middle of last year. Viewed in purely practical terms, it is perhaps a little difficult to envisage any very wholesale change in the land tenure system taking place in New Guinea during the remaining period of the Trusteeship. My delegation has no doubt that on a matter as sensitive as this issue the Administration will take full account of the views of the people of the Trust Territory itself, as reflected both in the House of Assembly and locally.

The figures to which I have just referred, taken from appendix VIII of the annual report, show that just over 200,000 hectares of land in the Trust Territory -- that is, less than 1 per cent of the total area -- are owned freehold by non-indigenous persons. This is a very small percentage, of course, and, as the Special Representative remarked in his opening statement, the policy of prohibiting the acquisition of customary land by private persons has saved New Guinea from problems which have been encountered elsewhere where more widespread alienations of land have taken place. Nevertheless, the existence of even this small proportion of land owned by non-indigenous persons, much of it evidently acquired many years ago before the present Administering Authority assumed responsibility for the Trust Territory, and acquired also in circumstances which might well today be felt not to have been equitable, has clearly led to local resentment, particularly in the Gazelle Peninsula of New Britain. No doubt, the opening up of unused land in the Peninsula for occupation by the people will help to resolve the problem of land hunger. The Administration is certainly to be commended for its policies under which no customary land can be acquired by non-indigenous persons in the manner of the 1880s, and for its repurchase of some of the foreign-owned plantation lands and their redistribution to the local population. It is perhaps for consideration whether the repurchase of further foreign-owned land and its leasing to the existing owners for a more limited and restricted period -- for example, twenty years -- might not be of general benefit. Certainly, my delegation would hope that, with the expected increase in conversions of

customary held land to freehold, care will be taken to avoid the social risks which could arise from any significant large-scale purchases of this converted land by non-indigenous persons, and is glad to hear that a close watch will be kept on this matter.

In his opening statement, the Special Representative referred to the benefit to be obtained by developing the yet untapped potential of the people themselves. Last year this Council noted that the Administering Authority continued to place a major effort on education, and observed the particular emphasis contained in the five-year development plan on education and training. The United Kingdom delegation has noted that the long-term objective of the Administering Authority's educational programme is to provide a system under which primary education will be available to all, and secondary and post-secondary education available to all with the ability to make adequate use of it. This is indeed a most commendable goal, and it is clear that over the past decade great strides have been made in that direction. Nevertheless, as the Special Representative said, a great number of additional teachers and facilities are still required before the goal can be attained, and the full realization of the educational objectives of the Administration has inevitably to await the time when sufficient secondary school graduates are coming forward to teacher training.

But these are problems common to many developing countries, whether independent or still within the purview of Chapters XI and XII of the Charter. And those who engage in criticisms of the Administering Authorities for their performance in this field should perhaps remember that even in the most developed countries the demands of education to achieve goals, which everyone accepts as desirable and indeed necessary, can rarely be fully satisfied. This is so even in countries with a vastly longer tradition of universal education than Papua and New Guinea. We have been glad to note in this connexion that enrolment in teacher-training colleges in the Trust Territory has continued to rise markedly. Continued increases are, of course, necessary not only in order to provide for the increased number of children, but to spread education in the areas where there is at present a shortage of schools. My delegation notes from paragraph 111 of the Secretariat's working paper that, while the number of enrolled pupils shows a welcome increase, the actual number of schools in the Territory apparently underwent a slight reduction in the year covered by the annual report before us.

(Mr. Shaw, United Kingdom)

This would be a matter for regret if it suggested that new schools were not being built in those areas where they do not already exist. In replying to questions on 28 May, the Special Representative showed candidly what the difficulties were in the way of expanding education in the face of the rising population numbers. The increasing number of pupils in high schools, which we are glad to note, should make a useful contribution in overcoming these problems.

In the administration field, the establishment of a unified educational system approved by the House of Assembly is a welcome move, and the establishment of a teacher-training service throughout the Territory as an employing authority for all teachers within the system should have useful effects in permitting resources to be more effectively deployed as well as in assisting the unity of the people of the Territory.

We are also glad to note the significant increases in the enrolment at the University of Papua and New Guinea and at the Institute of Higher Technical Education. In expanding education, there is no doubt that the Administration has a very difficult task before it, but my delegation is confident that if it is carried out with the same zeal which has been shown over the last ten years further striking advances will be made. Such advances are of particular interest to this Council for a number of reasons, but not least in view of the statements made several times to the 1968 Visiting Mission by New Guineans themselves that self-determination can come only when a sufficient number of the indigenous population have reached a standard of education which would enable them to play a part in the running of their country.

Teacher-training problems and the rapid expansion of the population of school age clearly complicate the situation. But financial provision is, of course, central to progress in this field, and we are glad to note here the continuous rise in the figures shown under this head.

It is perhaps at this point that I can most appropriately refer to the large direct grant from the Administering Authority for the administration of New Guinea. This represents more than 60 per cent of total expenditure, and without it, of course, there might be very little progress in the Territory for this Council to take note of. While we are glad to note the steady increase from year to year

(Mr. Shaw, United Kingdom)

in the size of the grant from the Administering Authority, we are even more encouraged to observe that, with the expansion of the economy, the past year has seen the grant come to represent a significantly smaller proportion of total expenditure than was the case in 1968/1969. Last year the Council itself took encouragement from the decreased percentage of the Australian grant in relation to the total amount of the territorial budget, and this year, clearly, the Council should be able to express renewed satisfaction on the important indication given of growing viability on the part of the Trust Territory.

As I said at the beginning of this statement, the last year has been one of considerable progress in the directions laid down in the Charter and in the Trusteeship Agreement and towards carrying out the recommendations which we in this Council made last year. Not only in the political field, with new measures designed to increase the responsibility of the elected representatives of the people, but also in the economic and educational fields, and indeed in the social field as well, there are signs of steady progress and solid achievement.

I do not think that we can yet form any exact view on the timing or the form for completing the process of self-determination. This can only be decided in the light of clearly formulated views on the part of the elected representatives of the people of the Territory and in conformity with Article 76 of the Charter, which emphasizes the freely expressed wishes of the people as an essential element in attaining the goals of the Charter. But it is the firm belief of the United Kingdom delegation that through the deliberate policies of the Administering Authority the conditions for self-government are being steadily brought into being in all fields and that certainly they are bringing nearer the day when the people of New Guinea will feel freely able to decide on their future and on the full control of their own affairs.

Mr. BLANC (France) (interpretation from French): Although custom would not recommend this method of reading a report, I think that it is by consulting the New Guinea report backwards -- the tenth chapter before the introduction -- that one can best get an idea of the extent of the changes that have taken place in the Territory since our last session.

(Mr. Blanc, France)

The response to our recommendations shows in effect that a process has been started at the end of which the Administering Authority, the elected representatives and the people of New Guinea will be better informed and, indeed, become more aware of the proper direction to be given to the political evolution of the Territory. At the same time, in a country where land disputes can easily lead to trouble, plans are being made for a complete reorganization of the land tenure system. Lastly, the projected exploitation of copper deposits is proceeding with a speed which could not have been foreseen last year. It can clearly be seen that, even before mining is started at all, this is going to change the Guinean economy and call into question the factors behind the five-year plan.

However, speaking of the political system or legislation or economy, the report has, in a sense, been overtaken by events. This acceleration of the day-to-day history of New Guinea is, I think, a sufficiently recent phenomenon to be worthy of scrutiny. According to the principle -- which is logical but not always necessarily verifiable -- that pyramids rest on their bases, local Councils were twenty years ago sent to the school of democracy, as it were, before the Territory itself, which had a true Chamber only in 1964. Since then the first change in the tempo of political progress has become apparent, for it was necessary to wait only four years for the appearance of an Executive Council. Evolution has progressed rapidly since then. In accordance with the wishes of the Trusteeship Council, the ministerial members we met for the first time in 1969, together with the heads of territorial departments, co-operate in the implementation of the task at hand and today assume full responsibility for the management of services and can exercise certain options and present budgetary drafts. The Executive Council, for its part, now deliberates on general policy and finance matters.

(Mr. Blanc, France)

Commissions are being created in order to associate the Chamber more closely with the material preparation of the budget.

Finally, even today, the Special Committee of the Assembly, only just returned from a fact-finding tour in the interior, is now preparing to visit the Pacific, Asia and Africa in order to find there the secret of the ideal constitution perfectly adapted to the requirements of the country.

Although not exceptional in themselves, if we take a look at recent history, these shifts in the speed of the process of the emancipation of Trust Territories and Non-Self Governing Territories give rise to specific problems different from those produced by the mere political evolution of the country. I think that these particular problems ought to be borne in mind when the new fundamental law of the Territory is drawn up.

While accelerating the higher level of the organs of Government, democratization is really achieved fully from the very bottom. As the Visiting Mission and the Trusteeship Council requested, the Administration has undertaken to introduce the system of local government in the central areas and the three principal towns of the Territory. But the House of Assembly, while approving the project, has recommended that it be postponed in order to make it possible for the competent committee to be consulted.

My delegation would like this consultation to take place and this opinion to be received in time for the reform fixed for the end of this term to be carried out at least by the time set by the territorial advisers, namely, 1 January 1971. The budget, highways, roads and social action problems in the process of moving from the country to the town increase in difficulty but do not change in nature, and the need to provide a system conceived for the rural zones, with the improvements necessary for the town areas, should not delay the extension of the decentralization of the whole of the secondary communities of the Territory. The statement made by Mr. Noga made it possible for us to see the merits of this system.

As for the policy of including, without distinction as to status, in the jurisdiction of the councils all inhabitants and all properties within their territorial limits, the report indicates that this policy is accepted by most local authorities. However, it did trouble some inhabitants of New Britain. In the Gazelle Peninsula, an over-populated area with almost 163 persons per

square kilometre, a part of the population was obviously afraid that the introduction into the Council of European and Chinese land-owners might, sooner or later, jeopardize their own influence and threaten their land holdings. These preoccupations were expressed in the demonstrations of the Mataunga party and the incidents of last September and December.

Such unrest took place only in a very particular region where, before 1914, very extensive concessions had been made for the benefit of the planters, and the indigenous inhabitants whose numbers were expanding were seeking further land in order to extend their cocoa plantations. This, however, marks the limits placed on the development of what was known as "multiracial" councils.

This land hunger has disturbed the peaceful Tolai population. Attachment to their land makes it impossible for the peasants of Bougainville to welcome with open arms the Conzinc-Rio Tinto enterprise and the wealth that it promises the inhabitants. This is no mere coincidence. The issue of land tenure here as elsewhere overlaps with politics.

How can we explain the incidents of last August, which took place notwithstanding all the advantages agreed to, except by the special relationship that exists between the indigenous inhabitant and his land? It does not matter, in his eyes, that the Assembly unanimously approved the agreements reached with the Company. The diversity and the amount of compensation in cash or in kind were immaterial to him.

Having no doubt under-estimated this psychological motive, the Administration and the Company, which were not lacking in ideas in the invention of ways of providing material compensation, were both exposed to the difficulties which were reported to us last week.

These considerations will guide my delegation in its observations concerning the land tenure reform.

We learned with interest that, taking account of the recommendations of the Visiting Mission as well as our own observations, the Administering Authority had undertaken the preparation of new property legislation. The care with which this reform is being prepared, the fact that two successive experts have been called in and a team of civil servants dispatched to the interior, all these factors assure us that the problem has been examined in

depth and in a most careful manner. Some of the objectives which have been set nevertheless give rise to certain apprehensions on our part.

The systematic conversion of customary rights to land into individual titles is obviously desired by enterprising farmers who are anxious to see the ownership of the land which they have developed properly recognized. It is most suitable in urban and suburban regions that the de facto holders of land should have found buyers willing to pay good prices, but in countries of customary law, whose economy is only beginning gradually to develop, there are many well known risks: for example, the diversion of collectively owned property to the profit of too shrewd individuals; dispossession of indigenous inhabitants who are lured by attractive purchase offers; sometimes the very high cost of having land registered, as compared with the value of land holding itself; the awarding of a written title to a person lacking permanent civil status; conflict between title and custom in cases of prolonged abandonment of land; delay in bringing up to date the land holding books, assuming that there has been a cession of land between persons both of whom have customary law status only; hidden multiplication of individuals involved in a deal after one or more non-registered deaths.

These are commonly found problems in developing countries. Other countries which have recently acquired independence have also encountered difficulties of this nature.

(Mr. Blanc, France)

In this respect we may well wonder whether for New Guinea -- an Equatorial territory where cocoa and coconuts are grown -- Kenya is a better example than countries like Ghana or Nigeria, where the same kind of speculation occur but without general conversion having taken place first.

Just as in the countryside there is a distinct gap between an active coffee planter and the peasants who are faithful to traditional crops and methods, in the town also there is a similar gap between the manual worker and the civil servant.

This phenomenon is not peculiar to this Territory either. The reform of salaries and wages which, at our suggestion, ended any disparity between the indigenous workers and the expatriates has certainly not contributed to eliminating this gap.

In a period of economic expansion it may constitute a stimulus for education and draw to the public service talented and ambitious individuals.

Of course this implies an increase in the number of jobs and an improvement in the training of officials. The relationship between the measures having to do with wages and the creation of a section of what might be called "Guineaization" in the Civil Service Commission is a sign that the Administration has not been indifferent to these demands.

My delegation also welcomes the fact that the relative increase in the number of local officers during the past year concerned the second division -- where there was, apparently, an increase of about 37 per cent -- rather than the third, where the figure was only 5.1 per cent, while the "administrative college" was transformed into a "public service training centre."

It is, indeed, upon a process of gradual "Guineaization" -- prudent, but extending gradually to the different levels of the hierarchy and to all the districts -- that the success of the constitutional reform depends in large measure. Without it, there would inevitably be a gap between the institutions and those who apply them.

(Mr. Blanc, France)

Furthermore, since it is to be feared that for some time yet the more isolated population groups will remain unresponsive to the campaign of political education, it will be necessary to count exclusively on the civil service and on the elected bodies to maintain the sense of national unity in the outlying regions. In these circumstances, my delegation can only rejoice at seeing young officers of talent like Mr. Kara Kuru successfully replacing expatriates in the discharge of important command responsibilities.

Later on, the total school enrolment of young people will do the rest.

For the moment the rate of school enrolment, which I do not believe is to be found in the report, has reached about 40 per cent according to the information which has been given us. That percentage will be exceeded this year if one takes into account that with a birth-rate of 20 per thousand -- or an age group of 34,000 individuals less losses from infant mortality -- 213,000 children are in primary schools this year. In that case, while still far from the objective, New Guinea does have an honourable place in the the literacy stakes. It must also be agreed that an attempt at immediate universal school enrolment would require not only the 10,000 teachers mentioned by the Special Representative, but also the elimination of innumerable financial, psychological, material, religious and language obstacles.

This means quite simply that while maintaining its priority nature, school enrolment must advance only slightly ahead of economic expansion and administrative promotion.

In this respect, coming after five years of stagnation and even of regression, the increase in the growth of primary education in New Guinea over the past school year 1969-70 -- 60,000 children -- has apparently reached an extraordinary rate of 40 per cent, which perhaps deserves some comment.

The integration of education, which as the Council has noted, eliminates duplication, wasted efforts and disparities in programmes, at the same time is developing national awareness which will undoubtedly make it possible to reach the goal sooner, with proper respect of course for the spiritual freedom of missions, which gave the country its first schools and which in 1969 educated almost two thirds of primary school-age children.

(Mr. Blanc, France)

At a higher level the establishment of a senior high school at Sogeri has filled the gap which, since 1966, the year in which the University of Papua and New Guinea was effectively set up, had appeared between the end of the junior high school and the beginning of higher education.

Thus the educational machinery of New Guinea will henceforth constitute a homogenous whole. The universal use of English at all levels contributes to its cohesion. Moreover, it serves the policy of national unification which undoubtedly would be impeded by the teaching of vernacular languages in a country which has 700 of them.

In the field of languages, having noted that French was being taught on an optional basis at the beginning of the secondary school curricula, I should like to take this opportunity to express the wish that the pupils making that choice will be able to continue their study of French for a long enough time to acquire some facility in the language.

It is characteristic of an epidemic to take people by surprise. The Council cannot therefore reproach the Administering Authority for having failed to foresee the wave of influenza which in 1969, in a wooded region with rough terrain and difficult communications, decimated the indigenous population. If, however, in ordinary times half of the deaths in the highlands are commonly known to be the result of pneumonia, particular emphasis might advantageously be placed not only on the study but also on the prevention of that disease and possibly on changes in clothing which, in other comparable parts of the world, have been accepted by populations even when they were strongly attached to their traditions.

This action would also appear to be a continuation of the highly realistic policy followed by the Administering Authority in the multiplication of mobile treatment posts and those which can take care of many maladies as well as being capable of providing both for the prevention of disease and first aid care.

(Mr. Blanc, France)

The absence of exact information on the number of victims of the epidemic reminds us that in the majority of constituencies, population statistics can be established for the moment only through the annual censuses of the unit chiefs. Surveys conducted in small but significant communities would undoubtedly provide additional information which could be used on the territorial level and also provide information as to the machinery of population growth.

A reflection of improved public health conditions, this increase in population has less share than economic development in the expansion of budgetary revenues which, for their part, continue to lag behind expenditure; the deficit from one year to the next has thus risen from \$54 million to \$64 million, excluding loans. This situation, and also the highly adverse trade balance, does not in itself call for any unfavourable diagnosis; it expresses in numerical terms the steps taken by the Administering Authority in anticipating future income and bringing forward investments so that when the Territory comes to take charge of its own affairs, it will have achieved a sufficient measure of economic autonomy. The example of the Bougainville mine provides a striking demonstration of this.

This is a project which, as recently as last year, we were still hoping for but which in a few months has taken shape, has received approval, has started to operate and has given rise to all kinds of upheavals. On the territorial level, the millions of tons expected are already weighing in the laborious scales of the five-year plan. The massive influx of capital goods is distorting the import table; the balance of payments, too is being distorted while, on the spot, the preparation of construction sites, access roads and housing, keeps the region seething with activity, providing careers for businessmen or, since the land troubles, for politicians.

The fact remains that, here as elsewhere, the Territory, through the play of redistribution will, thanks to the mine, gain several years as regards the possible moment for its economic take-off and that, for their part, the communities close to the operation will undergo shocks due to the sudden and massive injection of money.

We hope that the Administering Power will remain as attentive to the sociological implications of the arrival of the Conzinc-Rio Tinto as to its industrial implications and that it will consider, for example, setting up teams of specialists to observe and combat the inflationary effects of a rapid increase in resources or to prepare for the retraining of manpower recruited for the period of civil engineering works only.

Throughout our analysis of the situation in New Guinea, my delegation has had an opportunity to aver its doubts or its misgivings on this or that aspect of the action of the Administering Authority. Those reservations in no way change the altogether encouraging impression drawn from a reading of the reports and from hearing the Special Representative -- the future administrator of the Territory.

To describe the action of the Administering Authority, I might have hesitated to use the word "serious" if I had not found it from the very pen of my predecessor. Truly, it is the only word to define one's feeling at the way in which each and every problem of the Territory is tackled at Port Moresby, without any sector being neglected.

I need only point to the interest shown in the Council's recommendations, whether they concern the functions of ministerial members, the extension to the cities of the municipal regime, land reform, Guineaization and the operations of mines, measures have been promptly taken to give effect to our recommendations. A constructive dialogue has thus been carried on between the Council and the Administering Power.

The recent statements by the Australian Minister for External Territories, the appeal made in the final pages of the political education manual, the statement that was made to us a few days ago testify to the fact that the last but the most important of our proposals of last year has not been forgotten, namely:

"The Council wishes to be assured that the people of New Guinea is led towards self-determination as rapidly as is practically possible."

Mr. WANG (China): Once again the Trusteeship Council is examining the conditions of the Trust Territory of New Guinea. The Chinese delegation has studied the Annual Report submitted by the Administering Authority and listened with great attention to the opening statement made by the Special Representative and also to the additional statements he and his special advisers made during the questioning sessions. It is clear to my delegation that during the period under review the Trust Territory has continued its progress towards the realization of the objectives set forth in the United Nations Charter.

The Territory of Papua and New Guinea is a vast land where the people are separated by ethnic, linguistic and natural barriers. The lack of a sense of national identity among the people of the Territory has been for a long time the chief concern of the Trusteeship Council. To help the development of a sense of nationhood, the Council had once and again expressed the hope that a single name for the two Territories, a national anthem and a national flag would be adopted. Although these have not yet been brought into existence as the Council hoped, my delegation is pleased to note that the Select Committee on Constitutional Development has appointed three sub-committees to give immediate consideration to those matters. On such important matters, my delegation does not believe that it is advisable to make hasty decisions. But we do hope that the Council could hear the result of these considerations at its next session, if that is not altogether impossible.

The development of nationhood, of course, requires more than the adoption of these outward symbols. Equally important is a political education programme which, as the Council hoped at its last session, will have a beneficial effect in promoting popular understanding of democratic political processes and developing a sense of national unity.

(Mr. Wang, China)

My delegation noted with satisfaction the political education programme which the Administering Authority announced in the House of Assembly in November 1968. We feel that this important programme deserves greater resources to be devoted to it.

The purposes of political education can be achieved perhaps more effectively by the practical use of political institutions, and by actively involving the people in the processes of the functioning of those institutions. Since the establishment of the House of Assembly in 1964, the efforts of the Administering Authority in this direction have produced outstanding results. Today, the people of Papua and New Guinea, through their elected representatives, have not only participated significantly in the administration of their day-to-day affairs, but have also embarked on the task of designing their political future.

The constitutional reform which took effect two years ago was a major step in the political development of the Territory. The Administering Authority has now introduced further changes upon the recommendation of the Select Committee on Constitutional Development. These changes include the increase of the responsibilities of the Ministerial Members, and the expansion of the powers of the Administrator's Executive Council in policy-making and in the framing of the Territory's budget. My delegation welcomes these changes, which are indeed another important step towards self-government. We are highly interested in the current activities of the Select Committee which no doubt will lead to further constitutional proposals. According to the information available to us, the Select Committee might be able to present its final report within the next year, and we are greatly looking forward to it.

Regarding the condition of local government, my delegation is grateful that the Special Adviser, Mr. Noga, has given us first-hand information on the functioning of the Local Government Council of which he is the President. We noted the progress made in the local government movement throughout the country in the past year. We are particularly happy that the House of Assembly has agreed with the recommendation of the Council at its last session to introduce local government in the urban centres. It is our belief that the political evolution of the Territory can not be complete if the whole Territory and all its population are not brought within the framework of elected local governments.

(Mr. Wang, China)

In the field of public service, my delegation is pleased to note that the situation regarding the localization of public service has shown further improvement. We are impressed by the sharp increase in the number of local officers in both the second and third divisions. It is our hope that local officers will be given first division posts in the nearest future.

The Chinese delegation listened with great interest to the oral report made by the Special Representative on the progress of the five-year economic development programme. Apparently, the programme has enjoyed a good start. Production in the various sectors registered impressive increases during the year under review, although some failed to reach the targets. The high growth rates in the manufacturing sector and in power generation are particularly noteworthy, which are indeed encouraging signs in an economy that is primarily agricultural. Export income rose by 9 per cent over the previous year to a total value of \$71 million, exceeding the programme estimate by \$4 million. This is a clear indicator of the initial success of the programme.

The five-year economic development programme will be greatly boosted by the Bougainville copper mining project which, we are glad to learn, is expected to be in production by 1972. It is indicated that this giant project, although financed by outside capital, will benefit considerably both the local population and the Territory as a whole. In this connexion, my delegation is pleased to note the actions taken by the Administering Authority in protecting the indigenous interests, in particular an equity it has taken up in the sum of \$27 million, representing 20 per cent of the company's shares which are reserved for the indigenous people. We are aware that the Administering Authority prefers at the present stage to retain those shares. We are confident that plans will be worked out to transfer them to the indigenous people at an appropriate time.

Although outside investment can accelerate the economic development of the Territory, it is still essential to put emphasis on the promotion of indigenous economic advancement. My delegation recognizes the obstacles that have caused difficulties for indigenous participation in the modern sector of the economy. We hope those obstacles will be overcome in due course. In this connexion, my delegation has noted the increasing role played by the Papua and New Guinea Development Bank. It is felt, however, that the activities of the Bank with respect to the indigenous people should perhaps be further intensified.

(Mr. Wang, China)

In the field of education, my delegation noted with satisfaction the continuing growth of school enrolment, as well as the expansion of school facilities. We are impressed by the steady increase in the educational budget. We are glad to see graduates beginning to come out of the post-secondary institutions to reinforce the Territory's technical and professional work force. My delegation welcomes the Administering Authority's long-term objective as stated by the Special Representative in his opening statement: that is, to provide a comprehensive educational system covering the whole Territory under which primary education will be available to all, and secondary and post-secondary education available to all with the ability to make adequate use of it. In the opinion of my delegation, that objective is a sound and practical one, although its fulfilment will require time. In order to attain that objective it might be necessary to give priority to secondary education, which, despite the expansion during the past few years, remains the weaker spot in the present educational system of the Territory.

In conclusion, my delegation wishes to express its appreciation to the Administering Authority for its untiring efforts to carry out the obligations it assumed under the United Nations Charter and the Trusteeship Agreement. It is clear to my delegation that during the period under examination significant advances have been achieved in all fields in the conditions of the Trust Territory. We are sure that these advances will hasten the day when the people of the Territory will feel confident to determine their political future.

The PRESIDENT: We have now concluded our general debate on conditions in the Trust Territory of New Guinea.

Tomorrow, we shall have one meeting of the Council, at 10.30 a.m., at which we shall, among other things, examine the petitions that have been submitted in connexion with the Trust Territory of New Guinea and listen to a statement by the observer of the World Health Organization.

The meeting rose at 4.40 p.m.