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Thirty-sixth Session

PROVISIONAL VERBATIM RECORD OF THE THIRTEEN HUNDRED AND
FORTY-FOURTH MEETING

Held at Headquarters, New York,
on Tuesday, 3 June 1969, at 10.30 a.m.

President:

Mr. GASCHIGNARD

(France)

1. Meeting records of the Trusteeship Council (continued).
2. Examination of annual reports of the Administering Authorities on the administration of Trust Territories, for the year ended 30 June 1968 [4] (continued)

Note: The Official Record of this meeting, i.e., the summary record, will appear in provisional mimeographed form under the symbol T/SR.1344 and will be subject to representatives' corrections. It will appear in final form in a printed version.

MEETING RECORDS OF THE TRUSTEESHIP COUNCIL (T/1693) (continued)

The PRESIDENT (interpretation from French): At the time of the 1342nd meeting last Thursday, we decided to postpone the consideration of the question of the meeting records of the Trusteeship Council until we had further information from the Secretariat. I now call on the Under-Secretary-General to provide us with this information.

Mr. DJERMAKOYE (Under-Secretary-General for Trusteeship and Non-Self-Governing Territories) (interpretation from French): At the 1342nd meeting, on 29 May, the representative of the USSR requested the Secretariat to submit the estimated cost of maintaining summary records as the only records of the meetings of the Trusteeship Council. This arrangement would involve the provision of summary records in provisional and final printed form in two languages; verbatim records would be eliminated. As is indicated in paragraph 3 of the note prepared by the Secretariat contained in document T/1693, the cost of this arrangement is estimated to be some \$790 for each meeting. An explanation of the costing method employed is also set out in the same paragraph of that document.

At the same meeting, the representatives of the United States and the United Kingdom inquired what effect the adoption of alternative (c) as set out in the note by the Secretariat might have on the Secretariat in preparing the final reports of the Council. As will be recalled, under this alternative, the records of the Trusteeship Council would consist of verbatim records which would be issued in provisional form only, with corrigenda to be issued if necessary; summary records in their provisional and final printed form would be eliminated. In reply I wish to inform members that, should the Council adopt this alternative, the elimination of summary records would not materially affect the work of the Secretariat in the preparation of the various reports of the Council.

The PRESIDENT (interpretation from French): I thank the Under-Secretary-General for his clarification.

Mr. ROGERS (Australia): Mr. President, through you I should like to thank the Under-Secretary-General for the explanation which he has just given us. Since our last discussion of this subject on the opening day of the Council, my delegation has given it further thought in the light of what other members of the Council have said and we still consider that the best arrangement, the best decision for the Council to take, would be to continue the present arrangement, which is set out in paragraph 1 (a) of the note by the Secretariat (T/1693). I think that most members of the Council were agreed the other day that for the effective operation of the Council we really did need the verbatim records for our day-to-day work.

There is another important point which was touched on only briefly at the last meeting, and that concerns the usefulness of the final records of the Council. At present the Council's report to the General Assembly consists of one consolidated volume with the official records in a separate volume. But there, in two documents, governments, universities and other interested bodies have a consolidated description of exactly what has happened in the Council. If we were to scrap the summary records, then the official records of the Council would consist -- under alternative (c) -- of the provisional verbatim records, which come out in mimeographed form after every meeting, with corrections to those records made by delegations. I do suggest that this would make for a rather messy collection of paper, and that while it would undoubtedly result in some financial savings it would be a curse to librarians in government departments and in universities if they had to make quite sure that they had all those loose copies of verbatim records. In the opinion of my delegation, given the importance of the Council's work and the importance of having well-prepared, accessible and neat records, it would be much better to continue with the present arrangement.

Mr. LANE (United Kingdom): At our meeting on Thursday of last week, the Permanent Representative of the United Kingdom said that all of us are anxious in these days that there should not be unnecessary expenditure on documents. My delegation is grateful to the Under-Secretary-General for the information that he has provided today. My delegation agrees with the representative of Australia on the desirability of retaining verbatim records. That was the point of view that we expressed during the thirty-fifth session of the Council when we felt that the elimination of verbatim records would have an inhibiting effect on our work. We also felt that if delegations were to be in a position to comment quickly and accurately on the matters before the Council, and thus make a significant contribution to the work of the Council, the quick availability of verbatim records would be essential.

We also felt that further factors lent weight to the view that verbatim records should be retained: the status of this Council as a principal organ of the United Nations; the limited size of the Council, even smaller this year than last; and the short duration of the Council's sessions. My delegation did not feel that the case for retaining summary records was as strong as that for retaining verbatim records, and in the light of the information provided this morning by the Under-Secretary-General indicating that the work of the Secretariat would not be impeded by the elimination of summary records, my delegation feels that we would be in a position to adopt alternative C in paragraph 8 of document T/1693.

Mr. DESCHAMPS (France) (interpretation from French): The delegation of France stated its position at our meeting on 29 May. We said that we were in favour of alternative C in document T/1693. We indicated that we took that position both for reasons of economy and for reasons of efficiency. However, certain delegations felt some concern about difficulties that the adoption of alternative C might cause for the Secretariat. The statement just made by the Under-Secretary-General now reassures us on that point since it appears that the adoption of verbatim records as proposed under alternative C would in no way hinder the work of the Secretariat.

The delegation of France, therefore, can only confirm the position it adopted previously and, in consequence, declare itself in favour of the adoption of alternative C.

The PRESIDENT: (interpretation from French): After having consulted the Council Secretary, I should like to make clear that the report of the Trusteeship Council, if I have understood correctly, would in any case, even if we adopted alternative C, contain a summary of the statements of each delegation. Consequently, the readers of that report would not have to refer for some things to the report itself and for others to the verbatim records published from day to day. They would find in one and the same document the statements by delegations in summary form, and also the conclusions and recommendations. Hence the report would be the same as in the past, with the one difference that the statements by delegations would be in somewhat briefer form than before. But basically the report would take the same form. I see that the Secretary confirms this interpretation.

Mr. PHILLIPS (United States of America): Having listened to the comments of the Under-Secretary-General, I would say that any questions that we did have or had indicated might be troublesome for the Secretariat have been resolved so far as we are concerned, and, as we stated a few days ago, our preference would be to adopt alternative C. When I intervened on this point a few days ago we had raised the question as to whether elimination of summary records would in any way complicate problems or add to the expense of the Secretariat, but, as I say, I believe that we have been adequately reassured on that point this morning. Therefore, I would simply repeat that our preference would be for alternative C.

The PRESIDENT (interpretation from French): Does the representative of the USSR wish to comment on the statement made by the Under-Secretary-General, or would he prefer us to resume our debate on this point at another meeting?

Mr. ISSRAELYAN (Union of Soviet Socialist Republics) (interpretation from Russian): I do not think that I actually made any sign that I wanted to speak, but since you have invited me to speak Mr. President I should like to thank the Under-Secretary-General for the memorandum which he read out. It confirmed the correctness of our position, because summary records would make the work of the Council cheaper and do so more effectively than any other kind of record. Such a form of documentation for the Council would certainly be in accordance with the recommendations of the Committee on Conferences, which I have had occasion to recall at previous meetings.

The PRESIDENT (interpretation from French): We find, as we found the other day, that opinions differ on this question of records. Therefore I think, unless the Council takes another view, we might try to consult amongst ourselves and postpone the decision until another meeting, perhaps tomorrow. In that way, we might achieve some form of agreement on the subject.

As there are no other speakers on this point, we shall proceed to the next item.

AGENDA ITEM 4

EXAMINATION OF ANNUAL REPORTS OF THE ADMINISTERING AUTHORITIES ON THE ADMINISTRATION OF TRUST TERRITORIES FOR THE YEAR ENDED 30 JUNE 1968

(a) NEW GUINEA (T/1692 and Add.1, T/1697, T/L.1143) (continued)

At the invitation of the President, Mr. Desmond Clancy, the Special Representative for the Trust Territory of New Guinea, and Mr. Matthias Toliman and Mr. Toua Kapena, Advisers to the Special Representative, took places at the Council table.

The PRESIDENT (interpretation from French): Yesterday, we heard the statements of the representative of Australia and the Special Representative of the administering Power. Today I shall call on delegations that wish to put questions to the Australian delegation.

Mr. WANG (China): Before I put my questions I should like first to express our delegation's warm welcome to the Special Representative from Australia and his colleagues, the two honourable ministerial members of the House of Assembly of the Territory of Papua and New Guinea. I wish to thank the Special Representative for his very informative opening statement that he made yesterday. The part of his statement to which my delegation listened with the greatest interest was the part dealing with the five-year development programme announced jointly by the Australian Parliament and the House of Assembly of the Territory. We are very much impressed by the huge amount of money that is envisaged to finance that new programme.

The first question that I wish to put is whether the Administering Authority has in the meantime envisaged reliable sources from which the needed money would come. We, of course, have noted the increase of the Australian grant and the internal revenue and also the loan which could be negotiated from the International Bank. However, that seems to us still not quite enough, since the whole programme would involve some \$1,000 million, averaging \$200 million a year. I should be grateful if the Special Representative could give us some comments on that.

Mr. CLANCY (Special Representative): The amount of money involved in achieving the target set by the Administering Authority is a very large one, \$1,000 million (Australian) to be spent over the next five years. As I mentioned yesterday, the House of Assembly passed a resolution which included words to the effect that the House of Assembly would be increasing the share of the Territory of Papua and New Guinea by raising taxes over the five-year period. That will be possible as the object of the five-year development plan will be to raise the money level in the hands of the people of the Territory of Papua and New Guinea.

Mr. WANG (China): I thank the Special Representative for his answer. My second question relates to the same subject. We recall that the 1963 survey mission from the International Bank for Reconstruction and Development had expressed the view that economic viability could not be reached for at least

several decades. Now that this very rigorous five-year development programme is to be implemented, one would naturally take a more optimistic view. Could the Special Representative tell us the views of the Administration on how soon the Territory can be expected to achieve basic economic self-reliance if the new programme is carried out successfully.

Mr. CLANCY (Special Representative): The answer to the question put by the representative of China is not an easy one. He is asking when the Territory of Papua and New Guinea will be economically in a position completely to support itself. The five-year development programme is a major step in achieving that aim. It is a major step in increasing the participation of the indigenous people of the Territory of Papua and New Guinea in the economic growth of the Territory. It is not possible, however, to predict when the Territory will reach a stage of self-sustaining growth, with the ability to finance the greater part of its budgetary requirements from purely domestic funds or savings, while at the same time supporting an acceptable rate of growth of living standards. The economy will not have acquired viability in either the balance of payments or the budgetary sense by the mid-seventies. It should, however, have reached a stage at which some tapering off in aid is either in operation or in prospect.

That brings me again to the first question raised by the representative of China when he asked where the money would come from to finance this ambitious programme. I neglected to inform him that the achievement of these targets will involve greater private investment and assistance than that which we are already receiving from international sources, along with the recruitment of skilled people from overseas and overseas investment, which will continue to be actively sought.

Mr. WANG (China): I must apologize to the Special Representative if I have raised questions that are difficult for him to answer. My next question would seem to be much easier. It is in connexion with the field of transport. According to the annual report, the Administration's expenditures on road and bridge construction and maintenance have been increased continually since 1963. The figure for the year 1963-1964 was \$2,837,070, and that figure came up gradually to \$9,477,626 in the year 1967-1968. This is on page 107 of the annual report. We were a little puzzled, however, by the fact that that expenditure dropped down nearly 50 per cent, to \$4,956,279 for the year 1967-1968. I should appreciate it if the Special Representative would satisfy our curiosity by explaining the reasons for that drop.

Mr. CIANCY (Special Representative): The reason for the apparent decrease is that the figures quoted here represent the funds that are actually expended by the Department of Public Works, which is a department in the Administration of the Territory of Papua and New Guinea. But there is also a large amount of money being expended on road work, particularly in Lae and Rabaul, by the Commonwealth Department of Works. In actual fact, the amount of money being expended on roads in the Territory is increasing continually. The Administration's expenditure is going further and further afield right throughout the Territory.

While on this point, I might add that the indigenous people throughout the Territory of Papua and New Guinea are themselves taking a greater share in the development of roads, through the Local Government Councils, through money they are actually putting into this kind of development, and through value that does not appear in any report. This is a part of the self-help element of the Territory's growth -- and while you, Mr. President, were in the Territory last year you must have heard and seen quite a good deal of that element.

According to this summary I have here of the Five-Year Plan, the programme provides for the expenditure of about \$A57 million on road construction, including \$A29 million on trunk-roads and the Highlands Highway; over \$A11 million on development of agricultural resources and village roads; and \$A10 million on urban roads.

Mr. WANG (China): I have now come to my final question. I do not know whether this question is easy or difficult, but I should like anyway to ask it since I really want to know the answer.

The final question is: What is the general reaction of the members of the House of Assembly to General Assembly resolution 2427 (XXIII), adopted last year?

Mr. CLANCY (Special Representative): We shall be dealing with this point later when we discuss a particular agenda item, and I should prefer to leave it open until then.

Mr. WANG (China): That concludes my questions and I thank the Special Representative very much for his answers.

The PRESIDENT (interpretation from French): I now call on the representative of the United Kingdom.

Mr. LANE (United Kingdom): My delegation would like to extend the warm welcome of this Council to the Special Representative of the Administering Authority and to the two Special Advisers, ministerial members of the House of Assembly of Papua and New Guinea.

My delegation would like to ask the Special Advisers whether they could say something about the operation of the ministerial-member system in Papua and New Guinea and the participation of the two Special Advisers in the Administrator's Executive Council. I wonder whether they could give the Council an idea of how they divide their time between, on the one hand, their ministerial duties and, on the other, their parliamentary duties in the House of Assembly, and also some idea of the work that they do in the constituencies which have elected them.

Mr. CLANCY (Special Representative): I should like to ask my colleague, Mr. Matthias Toliman, who is the Ministerial Member for Education in the Territory of Papua, to answer that question.

Mr. TOLIMAN (Special Adviser): Elective members of the House of Assembly who have been appointed as ministerial members and are members of the Administrator's Council, are fully aware of their responsibilities and satisfied with the positions to which they have been appointed. Work as ministerial members is given to us as the experience we need in the work and function of government, and we must have this experience before taking on further responsibilities. We consider that we are exercising an important degree of executive authority in the running of the government. In addition to the responsibilities we have in our own departments, we participate in the Administrator's Executive Council in the discussion of a large number of important questions concerning the government of the Territory.

(Mr. Toliman)

In this way we are able to tell the Administrator what Members of the House of Assembly are thinking and what people in all parts of Papua and New Guinea are saying. We know what the people of Papua and New Guinea are asking for and what they regard as matters of highest priority.

Members of the Council were told, in the Special Representative's opening statement, that the House of Assembly has before it a motion to establish another committee on further constitutional development and that this motion will be discussed at the next session of the House, which begins within a few days. I cannot predict what the outline of the discussion will be, but I can assure the Council that the House will make a close examination of the operation of the present system.

As Ministerial Members, we find it necessary to spend about three weeks of every month in Port Moresby, the capital of the Territory. We have to divide our time there between fulfilling the duties of our departments, attending meetings of the Administrator's Executive Council, and performing our duties as Ministerial Members of the House of Assembly. As Ministerial Members, we are required to answer questions in the House of Assembly and explain the work of our departments. The rest of our time is spent in the important business of travelling through our own electorates, talking to the people there and listening to what they have to say. It is difficult for a Ministerial Member to spend as much time as he would like with his own constituents; and, naturally, the people who have elected us expect us to explain what we do on their behalf in the House of Assembly and in the Administrator's Executive Council.

I hope that this information may serve as an answer to the question of the representative of the United Kingdom.

Mr. LANE (United Kingdom): I am grateful to Mr. Toliman, the Special Adviser, for that very interesting answer.

I should like to ask a question about education, which the Special Representative or his Advisers might be able to answer.

As we know, the Administering Authority attaches importance to there being special texts, teaching materials and text-books oriented towards New Guinean

sources and culture for use in schools. I wonder whether the Council could be told something about this and what progress is being made in this important field.

Mr. CLANCY (Special Representative): In reply to the question by the representative of the United Kingdom, as I stated yesterday the education syllabus for the primary schools is not a static one; it is changing and the Administration is constantly seeking ways in which it can be improved to suit more and more the changing climate of the Territory. To this end, the Administration is making use of its own expertise, its own experience, and of the knowledge that it can gain from experts abroad, particularly the United Nations agencies. At the present moment there is a committee looking into this aspect of books and teaching aids, among other things, and the committee will be handing in a report to the Administration in the near future.

The matter of books for the school children is a particularly important one. There is a great deal to be done, especially in social studies, history and English. As I have already stated, the Administration gives a great deal of thought and action to this aspect.

I should like now to quote from page 162 of the annual report, under a sub-heading "Publications and Broadcasts":

"A separate Publications and Broadcasts Section within the Department of Education is responsible for the publication and distribution of various educational booklets and pamphlets. These include The Education Gazette which is the official circular of the Department of Education and provides a medium for the Departments' administrative and professional notices and The School Paper which is published in two editions and is aimed at the upper and lower levels of the primary schools. Both contain stories and activities written in controlled English and related to Territory children's interests. Part II of the Lower School Paper is reserved for background material related to the Social Studies broadcasts programme. The upper level has a special broadcasts paper entitled Our World and each term a school broadcasts programme is released for the upper and lower levels of the primary school."

Mr. LANE (United Kingdom): Last year the Council endorsed the Visiting Mission's expression of hope that arrangements could be developed so as to make it possible for local clans, tribes and communities owning timberland to combine, form companies and cut and market their own timber. I wonder whether the Special Representative could let the Council know whether there have been developments with regard to the communal exploitation of forests in the Territory.

Mr. CLANCY (Special Representative): I have nothing to report on this matter further to what is contained in the annual report, where, it is stated:

"The principle of providing opportunities for the people of the Territory to participate in major development projects either directly or through the Territorial Administration is accepted by the Administering Authority". (Annual report for 1967-1968, p. 185, Forests)

Mr. LANE (United Kingdom): In the supplementary report on the Territory, which was distributed yesterday, it is stated that the purpose of the Residents Land Titles Bill is to make sure that the Administration has a good title to administration land. I wonder whether the Special Representative could say whether this Bill will be followed up by further measures to give suitably clear titles to indigenous owners of land.

Mr. CLANCY (Special Representative): If I understand the question correctly, it is whether the Administration is providing the machinery to give clear title to native-owned land.

The ownership of or title to land is one of the major problems facing the Territory of Papua and New Guinea. In my own district, which is a highlands district in the Southern Highlands, there is very little native-owned land, indigenous land, that is not open to dispute. This results, in a lot of cases, from warfare and land-grabbing as a result of conquests in the not-far-distant past -- to be more specific, dating back only as far as about twenty years.

(Mr. Clancy, Special Representative)

The Land Titles Ordinance, under which Land Titles Commissioners are appointed, was set up to take care of this situation. Briefly, what happens, when there is a dispute over ownership of land between indigene and indigene is that notice of a dispute is lodged with the Land Titles Commissioner or with the Land Titles Commission, through the Department of District Administration. The claim is registered and a field staff officer of the Department of District Administration assists with the preparation of the claimant's case, if he so desires. The same facilities are extended to the other parties concerned in the claim. Part of the mechanics involved in these claims is the actual staking out of the land under dispute, endeavouring to list the names of all possible owners -- and this can be quite a job. A short time ago, in the course of the investigation of a land matter in the Southern Highlands which involved 5,000 acres, 7,000 persons were discovered to be involved in some degree of title of this land -- the evidence collected and collated is forwarded to the Land Titles Commission, and in due course the matter is heard by a Land Titles Commissioner. I think that should answer the question.

Mr. LANE (United Kingdom): We heard yesterday from the representative of Australia of the lengthy experience which the Special Representative has had in the Territory of Papua and New Guinea. I think it might be of interest to the Council if he were able to give some examples, perhaps from his own experience, of indigenous economic activity in the Territory, and of social developments there, perhaps especially in the field of self-help. Might I ask him if he could do this?

Mr. CLANCY (Special Representative): I think I can best answer this question by relating it to the district in which I am presently involved, for which I am the Senior Administration Officer: the Southern Highlands District.

The Southern Highlands District has a population of 200,000 persons in an area of 7,000 square miles, about two-thirds of which is grass-covered country of rolling plains and soaring mountains, the tallest of which -- the corner-mark of our district -- is 14,300 feet. The other third of the district includes incredibly difficult limestone country, heavily timbered, one spectacular part of which is the Beaver Falls, a waterfall which tumbles down over 11,000 feet, one of the tallest in the world.

I was privileged to be in that district when it was first opened up in the 1950s. It is one of the newest of the districts and, as such, is still only in the position of catching up with older and more established areas.

In my district there are seven electorates of the House of Assembly: six open electorates and one regional. The indigenous component of the Civil Service would comprise 80 per cent.

The future economy of the district is based on tea, pyrethrum, cattle, and, to a lesser extent, coffee, which unfortunately, although it is very suited to the district, we are not able to expand. A new industry that we are actively promoting is the growing of silk, which should be ideally suitable to the social set-up in the Southern Highlands. An industry which has a great potential for the district and is ideally suited to it is the production of quinine.

Over the past year, in the educational field, six new primary schools have been built, or have been set up, staffed and equipped by the Administration, with the school buildings and the teachers' houses being supplied on a self-help basis by the Local Government Council. The high school, which is only three years old, has been further expanded this year, and I am at present negotiating with landowners in the western part of the district for land which we will be able to lease to a mission body which will enable a second high school to be set up in the district.

(Mr. Clancy, Special Representative)

An interesting part of the Department of Education's programme is a type of school which we have been using for the last ten years: vocational centres. These centres are designed to help early school-leavers -- that is, children who leave school at about class five or class six, or standard five or six -- make better use of materials found in their own area to improve the standard of living for themselves and their own people when they return home to their own village. The subjects taught are practical; they are designed to make better farmers and citizens of people who are essentially agriculturalists. The subjects taught would include pit-sawing; for the girls it would include a syllabus which we have commenced this year dealing with the running of a household. A major part of the economic development of the district, of course, rests on the infrastructure to serve the producing farmer, or the cash-cropper.

(Mr. Clancy. Special Representative)

The Southern Highlands, being a new district, has not been as fortunate in some respects as other districts, and we have not been able to obtain the grants of money from the Administration we should have liked. The people themselves have played a major part in the construction of the 900 miles of roads that we have in the district. Rather than generalize here, I should like to give an example of how such a road, or such a project, was started and how it was completed, in the western part of the district. There is a population of 90,000 people, who were unable to get their crops to the world markets by any means except by the use of aircraft which would make the freights too expensive. Because of commitments in other districts and in other parts of the Southern Highlands District, the Administration was not in a position at the time to assist to any great extent with grants for that purpose. The Local Government Council told the Administration that it considered that this road was necessary and that it was required without delay and it further informed the Administration that it would itself be responsible for its construction, using self-help, using what funds it had available and the reservoir of labour on which it was able to call.

The construction of this road involved climbing from a valley floor through a pass at 5,500 feet, up through a pass at 8,700 feet, through heavy highland swamp, for a total distance of forty-two miles. It is expected that we shall have the initial part of the road, the construction part of it, completed by the time I return to my district after this meeting. The indigenous participation in this involved each ward of the Local Government Council being responsible for a section of the road. Working with primitive implements, they have constructed a road thirty feet wide, properly formed and with huge ditches, over twelve feet deep, on either side to lower the water table throughout the swamp areas. The Administration assisted by supplying an engineer, who properly located the road, and over the last eighteen months it has been able to make grants of \$20,000 to assist.

This indicates just what the self-help of which I was speaking yesterday means. It means a partnership of the indigenous people and the Administration. The Administration supplies grants to whatever extent it is able, and the indigenous people supply what they are able to, which in this particular case was labour. At times they can supply funds, as in the case I mentioned yesterday of the community hospital that is being built in the Kerowagi area.

Mr. LANE (United Kingdom): That is my last question. I should like to thank the Special Representative and Special Advisers for the helpful answers they have given.

Mr. ISSRAELYAN (Union of Soviet Socialist Republics) (interpretation from Russian): I should like to ask the representatives of the administering Power a few questions. First, as the representative of the Administering Authority says, the rights of the House of Assembly of New Guinea are limited. That House can neither consider nor reach decisions on budgetary questions, and bills passed by it may be rejected by the Administrator. We should like to know how many bills approved by the House of Assembly have been adopted by the Administrator and how many have been rejected during the period under consideration. Secondly, the report states on page 27, and this was confirmed yesterday in the statement by the Special Representative, that the Administrator is not bound to act in conformity with the advice of the Executive Council. We should like to know whether there have been any cases during the period under consideration where the Administrator did not act in conformity with the advice or recommendation of the Council and, if there have been such cases, how many.

Mr. CLANCY (Special Representative): Yesterday I spelled out the powers of the House. There are certain reserved powers: for instance, all bills passed by the House of Assembly go to the Administrator for his signature. All bills must receive his approval except some that are reserved especially for the Governor-General of the Commonwealth of Australia. Those bills that are reserved for the Governor-General involve things such as land, divorce and the armed services. I have no reason to believe that any legislation passed during the period under review has not been approved.

The other part of the question dealt with the Administrator's Executive Council. This Council, which consists of the Administrator, three official members, the seven Ministerial members and one other member appointed from the House of Assembly, is the principal body in the Territory of Papua and New Guinea advising the Administrator. The machinery of preparing a budget simply is this: that the Ministerial members, working together with their heads of the Civil Service Departments, prepare that part of the budget relating to their own departments. This budget is presented to the Administrator's Executive Council, of which the Ministerial member is himself a part. There is also a Committee of Five appointed from the House of Assembly which acts as a bridge between the private members of the House of Assembly and the Administrator's Executive Council. Matters which private members wish to draw to the attention of the Administrator's Executive Council are conveyed to the Ministerial members by this Committee, and advice from the Council is conveyed back to the House of Assembly. This is on a purely formal plane of course.

Any disagreement between the Administrator and the members of his Council has to be referred to the House of Assembly. But I have no reason to believe that there have been any fundamental disagreements within this Council body.

Mr. ROGERS (Australia): The question from the representative of the Soviet Union is a very reasonable one and it was addressed to the Australian delegation.

I should like to add a few words in amplification of what the Special Representative said. One point which he kept emphasizing, quite rightly, in all our expositions and explanations about the system of government in Papua and New Guinea is that it rests on popular consent.

The annual report this year and the Special Representative's opening statement yesterday describe at some length the new constitutional arrangements which were introduced last year following the second general election in the Territory. The essential purpose of those changes was to give greater responsibility in the executive branch of government to elected members. I should like the representative of the Soviet Union to remember that the system of democratic government which is being introduced progressively in New Guinea is based on the Australian experience, which itself is based on a modification of the British system of Government which took several hundred years to evolve and is still itself evolving. In the transplantation of institutions of government to other countries, new environments and entirely different societies, there must be a long period of experiments and a period of adjustment before a method is finally found which is satisfactory for the solution of major problems, which responds to real needs and which is popularly accepted and understood. I think it is quite true to say that at the present time in New Guinea there is widespread popular understanding of the operations of the electoral system, the Legislature and the Administration. Under the Australian system of government what we call the executive, the administration of government, consists of members who are drawn from an elected Parliament and who are responsible to that Parliament and, through it, to the people at large. In New Guinea we are having an expansion of the powers of the House of Assembly into the executive field.

It is very difficult to be completely precise about this, as may be seen from the annual report. We stress that the present system is transitional in nature. It will change in the light of experience and in the light of changes which are asked for and sought by the people of New Guinea and by their elected representatives. I would remind the representative of the Soviet Union that the present changes were based on an examination of a report by a Select Committee on Constitutional Development, which itself consisted of members of the House of Assembly. That Committee spent a long time travelling around the Territory, finding out just how much popular understanding there was of the present system of government and what changes people wanted made in it. They presented detailed reports to the House of Assembly. Those reports were sent on to the Administration, which accepted them. They were sent on to the Australian Government, which accepted them.

What we have now in the executive field is an experiment which will change in the light of experience. As the Special Representative mentioned yesterday, there is already before the new House of Assembly a motion from a private member, which will be debated further this month, to set up another Committee to examine these recent constitutional changes and to make recommendations for further changes. But I must emphasize that the nature of these changes and the pace at which they are going to be introduced will be set by the elected representatives. They will take their lead from what is actually happening in the country and what the people whom they represent are telling them.

As regards the detailed question of the amount of legislation passed, I could not answer that off-hand. I shall try to get more information on it. Some bills have already gone through the House; some are at the Committee stage. I cannot give a precise answer at the moment. I shall try to find further information.

Mr. ISSRAELYAN (Union of Soviet Socialist Republics)(interpretation from Russian): I should like to express my thanks for the detailed reply to my question. But I asked a rather concrete question and I did not get a full answer precisely to that concrete question. The nature and machinery of the executive and legislative authority in the Trust Territory was given in very great detail both in the report and in the oral submission by the Special Representative.

(Mr. Issraelyan, USSR)

Therefore, I really was not unclear about that. I was very concrete about my question. How many bills have been confirmed that were adopted in the Assembly and how many have been turned down? How many were turned down by the Administrator? All the bills adopted in the Assembly were confirmed by the Administrator according to the Special Representative, and all recommendations were accepted by him too. That appears to be his answer.

My second concrete question is this. The population is estimated to be about 1,677,000. On page 28 of the annual report there is a rough estimate of the population in the territories under the administration of local authorities. I would refer the Council to the table on page 28 which indicates a figure of 1,355,013. I should like to have a clarification on that figure. Does this mean that more than 300,000 -- which is about one fifth of the total population -- lack local organs of authority? Or does this discrepancy between those two figures mean something else? That is my question.

Mr. ROGERS (Australia): I would just like to say again, in reply to the representative of the Soviet Union, that I shall have to have a closer look at the part of his question on which he wanted more factual details, and we will have an answer later.

As regards the second question, I shall now refer it to the Special Representative.

Mr. CIANCY (Special Representative): As I stated yesterday, about 80 per cent of the population of the Territory of Papua and New Guinea is served by local government councils. The figure quoted, of almost 1.7 million, is the population of the Territory. There are 1.3 million people within local government councils. The reason for that is, as I pointed out yesterday, that local government has not been extended to some of the larger urban centres. There are also pockets of population in the Territory where, for some reason or other, local government has not yet been introduced. The reasons for this would be that some of the areas are not readily accessible, as in the southern part of the Sepik Districts, the West Sepik and the East Sepik, because of unavailability of staff and because in some cases the people considered that they were not prepared for local government.

The case that comes to mind is that a few years ago the people of North Bougainville did not want to come into local government, as they did not consider that they were ready for it or that it suited them. They have since come in. That is the reason for the apparent discrepancy. Local government has not as yet been introduced into the larger urban areas and there are still quite a few areas within the Territory that have not had local government introduced to them as yet. But it is part of the Administration's policy that as soon as possible local government will be extended right throughout the Territory.

Mr. ISSRAELYAN (Union of Soviet Socialist Republics)(interpretation from Russian): My third question is, how many officials out of the local population occupy posts in the first division of public service category?

Mr. CLANCY (Special Representative): The answer is two. During the period under review the Public Service Board has been set up consisting of four members, two of whom are indigenous. These four members of the Public Service Board are the equivalent of senior civil service heads of departments.

Mr. ISSRAELYAN (Union of Soviet Socialist Republics) (interpretation from Russian): I come now to my fourth question. We note from both the report and the statement of the Special Representative that one of the fundamental purposes or aims of the Administering Power is the encouragement of economic development in the Trust Territory. We have a question in that regard. In that case, how can the fact be explained that the rate of growth of appropriations for the needs of the Trust Territory in 1967-68 diminished more than twofold by comparison with the period 1966-67. We note from the data on page 54 of the report that the appropriation for 1965-66 was \$38 million, which increased almost \$12 million for the period 1966-67. For the period 1967-68, that rate of growth slowed down very considerably and the increase was of the order of \$4 million. If we compare the two figures of the growth rate, an increase of \$12 million in the first case and an increase of a mere \$4 million in the second case, it is quite natural to wonder about the discrepancy. Therefore, my question is why has the proportionate rate of growth dropped so much?

Mr. ROGERS (Australia): I think that the problem to which the representative of the Soviet Union has drawn attention is more apparent than real. Yesterday we were given figures for the Australian grants to the Territory as a whole; in other words, Papua and New Guinea were being regarded as one economic unit, as they are one political unit and as they are one administrative unit. We mentioned that the total grant to the Territory for the year 1967-68 had gone up by 12 per cent and that that figure as a proportion of the budget of the Territory had declined by 1 per cent. Now this is juggling with figures. What it means is that the amount of money made available by the Australian Government in the year 1967-68 was much greater than the amount for the preceding year, but because the Territory was doing better economically and because the Territory was therefore

raising more revenue internally, the size of the Australian grant, as a proportion of the Territory's budget, had decreased by 1 per cent. Although in absolute terms the grant had gone up considerably as a proportion of the Territory's budget, it had declined by 1 per cent, and this we take as evidence of the economic progress shown by the fact that the Territory is increasing its ability to pay its own way. In other words, the proportion of the budget and its greatly increased budget from revenue in the Territory itself, has increased, even though the size of the grant of the Australian Government has increased greatly.

Mr. ISSRAELYAN (Union of Soviet Socialist Republics) (interpretation from Russian): I come now to my fifth question. To clarify the economic and social situation of the people, detailed information on the employment conditions of the local population is a matter of great importance. My question is: does the administering Power carry out appropriate research, and if it does could the Special Representative give details regarding the use of child labour, the age composition by age groups of the labour force, the use of children in industry and agriculture and the terms and duration of such employment in the Trust Territory. Could the Special Representative also give us information on the duration of the working period for local workers and employees and the duration for overseas workers by comparison with the duration of the working period in Australia. We should like to have those figures collated. We believe that such figures are very important-- unfortunately they do not appear in the report -- in clarifying the economic and social situation of the indigenous people in the Trust Territory.

Mr. CLANCY (Special Representative): There are in the Territory no children under employment. The Administering Authority specifically bans the employment of child labour.

The hours of working are the same for indigenous labour as for non-indigenous, namely forty-four hours a week. That is the standard working time for employees in the Territory of Papua and New Guinea.

Mr. ISSRAELYAN (Union of Soviet Socialist Republics) (interpretation from Russian): My next question relates to the training of personnel among the local population. In the process of preparing any Territory for self-government and independence, one of the key roles is played by the creation of at least a minimal corps of national specialists with intermediate and higher educational qualifications. From the material submitted to us by the Administering Authority, it is quite clear that during the years of Australian administration of New Guinea only certain fortunate individuals have been lucky enough to get into universities and receive a higher education. Could we, therefore, know whether there is any forward-looking plan for the training, in the educational establishments of Australia and of other countries, of national specialists from among the local population, so as to equip them with higher qualifications? Does the Administering Authority have a plan envisaging the replacement of non-indigenous administrative personnel by local cadres and personnel? Does it, in other words, have any plan for encouraging the participation of national specialists in the public service?

This is the essence of our question.

Mr. CLANCY (Special Representative): I think that the greater part of the answer to that question, or even the complete answer, is contained in my statement of yesterday, in the annual report, and in "The Programmes and Policies for Economic Development of Papua and New Guinea", to which I also referred yesterday. In this latter paper, the Administration stresses the importance of education and training towards achieving the Five-Year Plan and towards creating a country that, in an economic sense, can stand on its own feet, in preparation for the future.

Apart from the University of Papua and New Guinea, there are in the Territory institutions for agriculture, in New Britain; for forestry, at Bulolo; higher technical education, at Lae; health, at Port Moresby; and so on, down through the list. The Administering Authority is paying for all of this, and to all of this a proportion, and a very heavy proportion, of the budget for the next five years is committed.

Mr. ISSRAELYAN (Union of Soviet Socialist Republics) (interpretation from Russian): My last question concerns public health in the Territory. The report gives the number of hospitals in New Guinea; but, judging by the table on page 359 of the statistical appendices to the report of the Administering Authority, it would appear that these are only medical units, rather than hospitals. What is the total number of hospital beds in New Guinea? Are there separate hospitals for indigenous and for non-indigenous people? Is there any difference in the payment required for medical assistance, as regards indigenous and non-indigenous people? How many doctors are there per thousand of population, and how many doctors in New Guinea are drawn from the indigenous population?

That is what we should like to inquire about the subject of public health.

Mr. CLANCY (Special Representative): The statistics relating to the number of beds in the health centres and hospitals throughout the Territory of Papua and New Guinea are available in the annual report.

To the second part of the question -- whether there are special hospitals for indigenous and non-indigenous persons -- the answer is no.

The third section relates to payment for medical services and hospitalization, whether there is any difference for the two groups in the population. Yes, there is a difference. As I pointed out yesterday, a small charge is made for out-patient treatment of indigenous people, and a small payment, involving two dollars, is required for hospitalization. The sum of two dollars is paid when the patient enters the hospital, and that is sufficient until the time of his discharge. The payment for non-indigenous people is on a higher scale.

In order to answer the last part of the question -- the number of doctors per 1,000 of population -- I shall have to obtain the figures as they are not readily available. However, I should like to make one or two remarks concerning the health services in the Territory of Papua and New Guinea.

The World Health Organization has had some complimentary things to say about the hospital services in the Territory; and indeed, without such a well organized and such a humane programme as has been carried out in this field by the Administering Authority, we would not be in the fortunate position that we are in now of being able to go ahead with the confidence which we have of achieving our aims as expressed in the five-year programme.

Mr. ISSRAELYAN (Union of Soviet Socialist Republics) (interpretation from Russian): My delegation has no further questions for the time being. I thank the representatives of the Administering Authority for their replies.

Mr. DESCHAMPS (France) (interpretation from French): First of all, I should like to bid welcome to the Special Representative of the Administering Authority and to his colleagues, the Special Advisers with ministerial functions in the House of Assembly.

My first question is the following. The Special Representative reminded us that the Representatives with ministerial functions were responsible, jointly with the officials in the various departments, for the administration of those departments. This is a somewhat original example of joint administration. I wonder whether the Special Representative could tell us more specifically how the system functions in practice. For example, are decisions relating to the administration of each department signed jointly by the representatives and the officials who are jointly responsible for the department concerned.

Mr. CLANCY (Special Representative): The answer to that question is that these decisions come out as a result of mutual and joint consideration. The Minister and the civil service head work together and any decisions which they make are as a result of agreement between the two.

Mr. DESCHAMPS (France) (interpretation from French): The report of the Administering Authority states that members of the District Advisory Councils are appointed by the Administrator of the Territory on the recommendation of the District Commissioner. Since we are fortunate enough to have with us a District Commissioner as Special Representative of the Administering Powers, I wonder whether he could tell us what criteria he uses when addressing his recommendations to the Administrator. Does he try to establish fair representation among the various regions and elements of the population? Is care taken also to ensure the presence in the Advisory Council of various economic sectors, cultural organizations, social organizations, unions, religious organizations, youth organizations and women's organizations? I should also like to ask the Special Representative in what circumstances these lists of recommendations are established. Is there at least unofficial consultation of the population or its notables? By way of example, perhaps the Special Representative could give us some specific information on how the Advisory Council in his own District is composed.

Mr. CLANCY (Special Representative): Members of the District Advisory Council are appointed by the Administrator on the recommendation of the District Commissioner. The Members of the House of Assembly -- of whom I have seven -- are members of the District Advisory Council, having full deliberative and voting powers. Other members are as representative as possible of district groupings, representatives of missions, but not specifically representing any particular grouping or any particular industry. Generally, the persons who are chosen are persons who have contact with a large percentage of the population, informed people who have something to contribute to the good of the Territory through the District Advisory Council.

Mr. DESCHAMPS (France) (interpretation from French): The Representative of the Administering Authority said, I believe, that the population of his District was 200,000. That is a rather considerable number, and I imagine that his area is very large. I should like to ask him whether, within the district, there are smaller administrative units such as cantons or other entities that make it possible for the Administration to maintain close contact with the people.

(Mr. Clancy, Special Representative)

Mr. CLANCY (Special Representative) My district has a population of 200,000 persons and an area of 7,000 square miles. For reasons of administration the district is broken into administrative areas termed "sub-districts". In charge of each of these sub-districts is an assistant district commissioner who is responsible directly to me. The sub-districts, where it is so warranted, are broken into further segments called "patrol areas". The officers in charge of these patrol posts are responsible to me through the assistant district commissioner. At each sub-district headquarters staff of other departments are represented. There are seven sub-districts in the Southern Highlands District.

Mr. DESCHAMPS (France) (interpretation from French): The Special Representative spoke to us about the creation of the Melanesian Independence Front which is in favour of the economic and political independence of the islands. Is this an openly separatist movement seeking to separate New Guinea from the islands to its north? General speaking, have there been in recent years any separatist demonstrations in those islands, and particularly in Rabaul?

Mr. ROGERS (Australia): I should like to give a very short reply to the question by the representative of France.

Yesterday, in his opening statement, the Special Representative made some comments on the existing political parties in the whole of Papua and New Guinea which had been the subject of comment in the report of last year's Visiting Mission. He mentioned, in addition, the creation of three small groups which had been formed in the islands district, that is, the major islands to the north of the New Guinea mainland, in recent months. One of the groups he mentioned was the Melanesian Independence Front which was talking about the separation of those islands from the mainland. He went on to describe the formation of two new political groupings -- formed within weeks of the formation of the Melanesian Independence Front -- which reaffirmed the necessity of the Territory staying together as one unit.

(Mr. Rogers, Australia)

That is a brief answer to the question, but I think it contains the essentials -- there was talk of a separatist movement; a very small party was formed with something like this in mind; there had been talk in another part of the islands about the possibility of a separatist movement; but the great majority of opinion is for the maintenance of the Territory as one unit. I cannot stress too strongly that this is an absolutely vital aim of the Administering Authority. In fact, the Administrator for External Territories made a statement on this very subject some months ago, stressing the vital importance of all parts of the Territory considering themselves sections of a greater whole, and all the present development programmes are insistent on the integration of the major regions of the Territory -- integration economically, socially and politically.

I trust this answers the question.

Mr. DESCHAMPS (France) (interpretation from French): I should like to ask a question on the political parties. The leaders of the PANGU Party have included in their programme the attainment of internal autonomy leading to independence. I wonder whether the Special Representative could tell us if the leaders of that party have stated in how many years they plan to attain that objective.

Mr. CLANCY (Special Representative): The PANGU Party has set out stages, but it has not specifically stated dates for independence.

The meeting rose at 1 p.m.