

UNITED NATIONS  
TRUSTEESHIP  
COUNCILJUN 6 1972  
UN/SA COLDistr.  
GENERALT/PV.1399  
5 June 1972

ENGLISH

Thirty-ninth session

PROVISIONAL VERBATIM RECORD OF THE THIRTEEN HUNDRED AND  
NINETY-NINTH MEETINGHeld at Headquarters, New York,  
on Monday, 5 June 1972, at 10.30 a.m.President:

Mr. BENNETT

(United States of America)

- Examination of annual reports of the Administering Authorities on the administration of Trust Territories for the year ended 30 June 1971: (continued)
  - (b) New Guinea

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EXAMINATION OF ANNUAL REPORTS OF THE ADMINISTERING AUTHORITIES ON THE  
ADMINISTRATION OF TRUST TERRITORIES FOR THE YEAR ENDED 30 JUNE 1971:

(b) NEW GUINEA (T/1733 and Add.1; T/L.1171) (continued)

At the invitation of the President, Mr. Stanley Pearsall, Special Representative; Mr. Gavera Rea, Mr. Anton Parao and Mr. Simon Kaumi, the Special Advisers; and Mr. Psoncak and Mr. Aryubi, Members of the United Nations Visiting Mission to Observe the Elections to the Papua New Guinea House of Assembly in 1972, took places at the Council table.

The PRESIDENT: The Council will now begin the general debate on Papua New Guinea.

Mr. HINCHCLIFFE (United Kingdom): This year the Council has once again before it a daunting collation of material on this Territory. As well as the Secretariat working paper and the comprehensive annual report of the Administering Authority together with its supplement, we have the detailed statements made by the Special Representative and the three Special Advisers and the full replies which they gave to the questions posed to them last week. To all this must be added the report of the mission sent to observe the elections in Papua New Guinea.

My delegation would first of all like to congratulate all the members of the mission on their work and for the clarity of their report. You, Mr. President, have been kind enough to make complimentary remarks about the part played by the United Kingdom representative on the mission, Sir Derek Jakeway. As you have requested, my delegation has passed on to Sir Derek the very kind things you said about him and, on his behalf, I should now like to return his thanks to you. I know that he is sorry that he has been unable to come here to participate in the discussion of the mission's report. However, with your presence and that of the other two members, the mission is well represented. In this respect my delegation would like to say a particularly warm word of welcome to Mr. Aryubi and to Mr. Psoncak, whose contributions to the deliberations of this Council will, I am confident, be helpful and constructive. May I add that Sir Derek Jakeway has told me how very much he enjoyed working as part of such a harmonious team.

(Mr. Hinchcliffe, United Kingdom)

Undoubtedly the major event in Papua New Guinea since the thirty-eighth session was the Territory-wide general election. It emerges clearly from the Visiting Mission's report that the successful conduct of these elections was due to the very great pains taken by the administration. The Visiting Mission has said that the conduct of the elections by the Administering Authority was comprehensive, thorough and fair. My delegation readily endorses this opinion and would, in consequence, like to congratulate all concerned on the success of their efforts. Although it is perhaps invidious to single out one individual for special attention, my delegation would like to take advantage of the presence of Mr. Kaumi, the Chief Electoral Officer, to congratulate him on the highly successful discharge of his responsibilities.

Although the report of the Visiting Mission was mainly complimentary to the Administering Authority, there were some criticisms and also a number of useful recommendations. Mr. Kaumi has been the first to recognize that these recommendations and criticisms are constructive and fair. My delegation welcomes his assurance that, as many of the mission's recommendations are in line with his own thinking, he and his colleagues will take them into account when considering any legislation to be introduced in the House of Assembly either to correct matters at fault or to implement some of the suggestions made by the Visiting Mission.

As time is at a premium and as we have much ground to cover, my delegation does not intend to dwell for long on the various recommendations made by the Visiting Mission. In general we consider them to be reasonable and constructive. We have, however, one or two comments. My delegation is well aware, from its own experience in overseas territories, of the difficulty of compiling accurate electoral registers in a country whose terrain is so difficult, with its peoples so scattered, as in Papua New Guinea. Nevertheless, in view of the comments made by the Visiting Mission, my delegation hopes that the improvement of the present system will be a matter of priority for Mr. Kaumi's department. In this respect my delegation welcomes his remarks and the fact that he has said that priority will be given to this matter.

(Mr. Hinchcliffe, United Kingdom)

With all due respect to Mr. Kaumi, my delegation is not at all convinced by the arguments he put forward for compulsory voting in the Territory, and here we agree with the comments made about this by the Visiting Mission. It seems to my delegation that any attempt to compel people in the Territory to vote, in view of the practical difficulties involved, would be disproportionate to the results which would be achieved and therefore a waste of effort to pursue. Nor does my delegation consider that the best answer to the boycott by certain elements in the Territory of the electoral process is a system of compulsory voting. Anyone determined to boycott an election can easily do so, even if forcibly brought to the polling booth, by such simple methods as spoiling his ballot paper or by ensuring, in some other way, that his vote is invalid. The answer to boycott is surely persuasion and example -- persuasion by the Government through the programme of political education, and the example shown by the vast majority of people in the Territory who, judging from the 1972 elections, are eager to participate in the democratic processes. Persuasion and example are surely always more effective than compulsion when countering this type of opposition based purely on primitive superstitious feelings, such as Mr. Kaumi has described as characteristic of the cargo cult movements.

One final comment on the various suggestions made by the Visiting Mission: my delegation fully endorses the recommendation made in paragraph 169 of the report that experience obtained in the 1972 and previous elections should form the basis of some form of guidance handbook for returning officers and indeed for all officials concerned in the running of future elections. My delegation is glad to note that Mr. Kaumi has undertaken to consider this proposal.

Turning aside from the specific subject of elections to one which was mentioned by the Visiting Mission, my delegation would like to make a few remarks on political education. The Visiting Mission found that basic concepts, such as self-government and independence, were not clear to many people, including some candidates. Mr. Parao also made some critical comments about what he described as a hastily prepared and inadequate system of political education.

There is some force in these criticisms and I am sure that the administering Power would readily concede that there are grounds for saying that the political education programme in the Territory did not get under way as early as it might have done. Having said that, I would add that it is also clear that the Administration has in the course of the last two or three years done much to make up for lost time and has concentrated considerable effort on endeavouring to ensure that there is a wide as possible understanding throughout the Territory of basic democratic political procedures. The Trusteeship Council at its 38th session complimented the Administering Authority for its efforts in this direction and the 1971 Visiting Mission was impressed by the keen interest in political matters which it found throughout the Territory and which it described as a "new phenomenon". At this session the Special Representative has outlined in some detail the Government's intentions with regard to the intensification of its programme of political education has explained how its scope is to be broadened and how it is to be conducted on the ground by specially trained field officers. My delegation unreservedly commends these efforts and trusts that they will meet with the success that they deserve.

I should now like to turn to constitutional development. As a result of the elections Papua New Guinea has now for the first time an almost entirely indigenous legislature with 88 of the 100 seats occupied by Papua New Guineans and with the expatriot contingent in the House reduced from 27 to 9. Under the newly-adopted Ministerial system the Ministers of the ruling National Coalition as part of an elected executive formulate and implement policy over a wide range of Government activities. As ministerial powers have increased the responsibilities of the official members in the House have accordingly been reduced. The Administrator's Executive Council, with 10 of its 17 members drawn from the Ministers appointed by the new Government is in essence an embryonic cabinet with its ministerial members, in practice at least if not formally, being answerable for their actions to the House of Assembly. The Special Representative has described the position following these elections as one of an interim nature --- the last stage preparatory to internal self-government.

(Mr. Hinchcliffe, United Kingdom)

Thus, in a constitutional sense at any rate, Papua New Guinea is now poised on the threshold of self-government. What of the timing for this event? Judging from the aims and objectives of the various political parties as set out in the Visiting Mission's report and from those statements that we have heard, there are three main schools of thought in the Territory. At one end of the spectrum we have the desire expressed for immediate self-government, which was one of the main platform planks in the programme put forward at the polls by the Pangu Pati. At the other end, at least as far as an organized political party is concerned, are those views expressed by the representative of the main opposition party, in whose programme self-government is given a low priority. Somewhere in the middle would appear to lie the views of the other political parties represented in the House of Assembly, including the other two main members of the National Coalition, the New Guinea National Party and the People's Progress Party. Mr. Rea has said that in joining the Coalition headed by his Party both the People's Progress Party and the New Guinea National Party have subscribed to the doctrine of immediate self-government. This may be so. But neither Party, as far as my delegation can establish, went to the polls on this ticket and my delegation notes in this respect that according to the Visiting Mission's report the People's Progressive Party has specifically stated that it was not concerned about the timing of self-government. It is also significant that the main opposition party which has the biggest individual share of the seats in the new House of Assembly made a point of stressing in the election campaign that it was not in favour of early self-government. With all due respect therefore to Mr. Rea my delegation feels that the coalition headed by Mr. Somare is not in a position to claim that it has a mandate from the majority of the people of the Territory for immediate self-government.

As members of the Council will have noticed my delegation, in the thrust of its questioning last week, devoted considerable attention to this question -- the pace at which the Territory should move to self-government and independence. This was not the result of idle curiosity nor was it our intention to sow the seeds of party dissension or to remove the debate on this matter from the competent legislature, the House of Assembly, to the

(Mr. Hinchcliffe, United Kingdom)

less political atmosphere of this chamber. Rather, my delegation considers that it is important that the views of the people of Papua New Guinea as expressed to their elected representatives should be aired widely and fully so that there can be no misunderstanding with regard to their wishes and intentions.

Having listened to the statements and the replies to the questions made by the Special Advisers my delegation considers that the differences on this issue are primarily of approach and emphasis rather than of principle. All the major parties, as far as can be established advocate self-government sooner or later. Basic differences of attitude to independence or self-government clearly do not exist to any significant extent in Papua New Guinea as they do in some other dependent territories --- for instance, the Seychelles, where one party advocates independence and the other an almost diametrically opposed status; nor is there in this Trust Territory a movement as cohesive and as determined as that existing in the Marianas demanding a separate status for their peoples.

Thus it is true to say that although it is only a minority of the members of the House of Assembly who have a clear mandate to advocate immediate self-government the majority, if not indeed every member of the House, is clearly in favour of self-determination, and so are the people of the Territory as a whole. Accordingly, it is only the modalities --- of which timing is one --- which now have to be worked out.

The administering Power, for its part, has demonstrated its willingness to do this. As we have been told in response to the request of the previous House of Assembly, the Australian Government has prepared an outline programme listing the various actions which will be required before self-government. The Australian Government is also on record as saying that the initiative for further constitutional development should come from Papua New Guinea and that it will not impose constitutional change regardless of the wishes of the people.

The next move therefore lies with the leaders of the National Coalition. I have little doubt from what Mr. Rea has told us that he and his colleagues will waste no time in accepting the invitation to talk with Canberra about progress to self-government. It has been for some time a widely accepted

assumption that self-government would be reached in the life of this, the third House of Assembly -- that is to say, in the period 1972 to 1976, with full independence coming in the period 1976-1980. Although the administering Power, quite rightly, has always refused to set specific target dates we know that this rough time-table is in accordance with its views. It may well be that Mr. Rea and his colleagues will feel that sooner rather than later in the life of the present House should be their target.



(Mr. Hinchcliffe, United Kingdom)

My delegation has the greatest sympathy with the desire of the Pangu Pati and its partners to take over the control of their own destinies at the earliest possible moment. We do, however, urge the leaders of the National Coalition to endeavour to ensure that the timetable for constitutional advance is in accordance with the wishes of all sections of the population.

Mr. Parao has said that his party would prefer self-government to await the the Fourth House of Assembly. As the United Party has 44 seats in the present House, its views should surely be treated with great respect and taken fully into account in the formulation of policy.

My delegation also expresses the hope that the Administering Authority will continue to retain its present flexibility towards the rate of constitutional advance, and if it is apparent for one reason or another, that a full measure of self-government is not practical within the next four years --- and my delegation, I hasten to add, does not subscribe to this view --- then we hope that if that does happen the Australian Government will be prepared to adjust its own timetable.

I should like at this stage to say one word to Mr. Rea. I am glad to note from the reply to a question posed by my delegation that he, speaking personally, considers that it should be an all-party committee which should consider changes in the form of government to be adopted for the Territory. My delegation welcomes this attitude and hopes that it is shared by his colleagues in the Government.

Progress to self-government and independence may be nullified unless it is as a united country that the Territory achieves its goal. Several visiting missions have commented on feelings expressed in some areas either for greater local autonomy or for separation from the Trust Territory. My delegation is well aware that the Administering Authority and the local Government are conscious of this problem, and welcomes the steps that are being taken to encourage widespread support for the unity of Papua New Guinea. While firm central government within a strong framework is a highly desirable objective my delegation agrees with the comments made by the 1972 Visiting Mission that aspirations for more local control of local affairs will require careful and understanding consideration by the new House of Assembly.

(Mr. Hinchcliffe, United Kingdom)

As the country approaches self-government it is important that all sectors of the population have a clear understanding of what is happening in Port Moresby. I have already made a few remarks on the wider question of political education, but it is not only general political principles that should be propagated and widely understood, but also the attitude of the main political parties towards the problems of the Territory. I hope, therefore, that the new Government, now that the election is over, will not debar those political parties which do not necessarily share its views from expressing their viewpoint from time to time on the radio network. I note that Mr. Rea was not able to give a definite answer to a question that I put on this but I hope that his Government will give the matter careful and sympathetic consideration.

I come now to the subject of localization. It is tempting to look at the problem of localization in both Trust Territories as a whole and seek to draw a single set of conclusions from the progress made in Micronesia, as well as that in Papua New Guinea. There are indeed certain elements in common. In both Territories it is the policy and the practice of the Administrations to press on as fast as is practicable with the replacement of expatriates by local people. In both Territories considerable progress to this end has been made. As far as Papua New Guinea is concerned my delegation has only to refer to the White Paper on Accelerated Localization and Training and to the provisions of the various training and incentive schemes for speedy localization in both the public and private sectors to be convinced that the Administration is pressing on motivated by a welcome sense of urgency.

But there the main similarities between these two Territories cease. As my delegation understands it there are three main complications in Papua New Guinea affecting localization which do not exist to any significant extent in Micronesia. Firstly, a substantial sector of the population, as pointed out by one of the Special Advisers, believes that localization is going too fast and that if it is not slowed down the interests of the Territory will suffer.

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Secondly --- and here again I have in mind what Mr. Parao has told us --- there is the added difficulty that most of the local employees are coming from two main areas of the Territory and that, in consequence, the less-developed districts are under-represented in the civil service.

A third complication is that the association representing expatriate members of the public service, some of whom have given many years of dedicated service to the Territory and are naturally apprehensive about their own futures, has failed to reach agreement with the Public Service Commission on how the position and prospects of its members can be safeguarded.

All these difficulties are real ones, and my delegation notes that the Administering Authority is well aware of the problems they present. To take the speed of localization first: Mr. Rea has told the Council that he does not share Mr. Parao's views on this and he hopes that localization will be speeded up. As he is a representative of the Coalition Government in power, my delegation feels that it is mainly up to him and his colleagues to press on, in partnership with the administering Power, at the speed best suited to the needs and interests of the Territory. By doing so and, let us hope, by demonstrating how efficiently local people can run their own legislature and also their own civil service, he will be able to demonstrate to the advocates of a slower pace of localization that their fears with regard to the efficient administration of their country are ill-founded.

But, as I have pointed out, it is not only the fears of Mr. Parao and those who think like him that we have borne in mind. And here the third of those difficulties that I have mentioned applies. I am sure that Mr. Rea recognizes the valuable services which expatriate employees can still provide for the Territory both now and in the foreseeable future. If a self-governing Papua New Guinea is to retain the services of the expatriate experts it requires, they must be satisfied that they can enjoy a worthwhile career there. When their services are terminated as a result of localization this should be done on fair terms of compensation. If, alternatively, suitable employment can be found for them elsewhere, then this should also be considered.

(Mr. Hinchcliffe, United Kingdom)

I am aware that the public service remains, ultimately, the responsibility of the administering Power, although wide powers in this respect have been given to the Public Service Commission in Papua New Guinea. My delegation is hopeful, therefore, that in implementing accelerated localization all concerned will not overlook or underestimate the legitimate anxieties of expatriate officials and will treat them with the sympathy and consideration that they merit.

I do not intend to comment on the second of the difficulties I have mentioned --- how to reconcile efficiency with an equitable geographical distribution of jobs amongst all parts of the Territory. My delegation has noted from what the Special Representative has said that this matter is now being studied, and so we look forward to hearing more about it at our fortieth session.

(Mr. Hinchcliffe, United Kingdom)

The Special Representative has drawn the Council's attention to what he described as a down-swing in the economy of Papua New Guinea. He said that the main cause of this was a reduction in the export revenues for agricultural commodities due to falling world prices. It is clear, however, from the annual report that a major contributive factor is a sharp fall in agricultural production, especially in coconuts, cocoa and rubber. Of the principal cash crops only coffee has shown an increase. My delegation has noted that the shortfall of revenue from agricultural exports in 1972-1973 is expected to be as high as \$21 million when compared with the targets set by the Five Year Development Plan. This is a disappointing development, and although its causes are mainly beyond the powers of the Administration to control my delegation hopes that a major effort will be made both to increase and to diversify agricultural production and that more realistic targets for income from agricultural exports will be a feature of the next five year development plan.

My delegation is pleased to note that copper production at Bougainville has started ahead of schedule and that already sales agreements are being concluded with three countries to absorb the first fifteen years of production. The revenue from this project which is now being received somewhat earlier than originally anticipated should, to some extent anyhow, help to make up for the shortfalls in other areas in achieving targets set in the current Five Year Development Plan.

At earlier sessions of the Council concern was expressed at some of the possible undesirable side effects of the copper scheme and, as members will remember, there was in its early stages considerable opposition to its installation from local people. It is a matter for satisfaction to my delegation, therefore, that many of the difficulties, both actual and potential, have been overcome. One of these, the repatriation of several thousand workers following completion of the initial phase of construction, has gone smoothly, thus eliminating fears about possible high levels of vagrancy in Bougainville. My delegation hopes that the Administration will closely watch developments in those districts to which former employees at Bougainville have now returned, where they may have considerable difficulty in obtaining new employment commensurate with the skills they have acquired and, more important perhaps, with the wages they received when working in Bougainville. It would be self-defeating to eliminate vagrancy and associated

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ills in Bougainville only at the expense of cropping up in other districts. My delegation therefore welcomes the assurances given by the Special Representative that this problem has not yet arisen but that he is aware of its dangers.

My delegation is also pleased to note that the copper project has now been largely accepted by the local people.. This change of attitude is mainly due, of course, to the benefits of high employment at good wages and the other advantages accruing from any large industrial complex which is located in a previously undeveloped area. The management of the company as well as the local administration must take much of the credit for this welcome development as they have as a matter of policy closely involved the local people in the venture from its outset and despite many initial discouragements have handled most problems tactfully and with good sense.

One of the Council's major recommendations last year was that no effort should be spared to increase local participation in the economic advancements of the Territory. There has in the last year been welcome progress in this field. For the second year in succession loans granted by the Development Bank to Papua New Guineans have increased both in amount and in proportion to funds advanced to expatriates. The most significant event, however, has been the purchase by the Investment Corporation of just over half the paid up capital of Commonwealth/New Guinea Timber Limited. This, as the Special Representative has told us, is the first major acquisition made by the corporation since it started its operations at the beginning of this year. It would appear from what we have been told about this timber company that this will be a highly profitable experiment in the partnership between State and private enterprise.

My delegation has every sympathy with the desires of the Administration to enlarge the capacity of the people of the Territory to develop and manage their own enterprises so that as Papua New Guinea moves towards self-government and independence its economy will not be dominated by expatriates. There is, however, another side to this coin. The Special Representative included in his opening statement a quotation from a speech made by the Australian Minister of External Territories in the course of which Mr. Peacock reaffirmed his Government's policy of encouraging overseas investment in Papua New Guinea. It is clear that for its future development the Territory will need to attract a high level of overseas investment both before and after self-government. It

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should go without saying that overseas investors and foreign companies are rarely motivated by feelings of charity. They have their own shareholders to consider, and if they are to be encouraged to come to Papua New Guinea it must be demonstrated to them that there are good reasons why they should put some kind of stake into the country. It is, of course, right that the Administration should ensure that the rights of the local people are fully protected and that they are in no way exploited by foreign entrepreneurs. The regulations governing foreign investment and the activities of overseas companies which have so far been laid down by the Administration whereby, for instance, provision is to be made for local people to have a share in ownership of foreign based firms are therefore entirely right. Nevertheless, as my delegation pointed out last year, there are dangers which arise from an over protectionist policy, and I am sure that the Administration would not wish to do anything that would mean that while local enterprises flourish foreign investors are attracted elsewhere to the detriment of the long-term development of a viable economy.

In his opening statement the Special Representative recalled that last year he expressed some fears as to the effect British entry into the European Economic Community would have on the Territory's agricultural production. My delegation is delighted to learn from the Special Representative that the European community, having discussed this problem, has resolved it in a manner which is acceptable to the Papua New Guinea Administration and which fully safeguards the Territory's special interests.

Successive Visiting Missions have stressed the importance of overcoming the complex problems of land tenure in Papua New Guinea. In the view of the 1971 Mission this problem was one of the major obstacles to the development of the Territory as until the various difficulties were resolved large areas of unused land could not be brought into productivity. At its thirty-eighth session the Council noted that new land legislation, on lines generally approved by the Visiting Mission, had been introduced into the House of Assembly and it expressed the hope that the adoption of the four Bills before the House would contribute to a final solution of the problem.

The Special Representative has now explained why the House of Assembly did not feel able to deal with those Bills, which were subsequently withdrawn. This is a

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disappointing development in view of the urgency of the matter, more especially so when it seemed that a determined attempt was about to be made finally to settle it. My delegation is pleased to note, however, that the Chief Minister has announced that he intends to tackle land tenure questions as a matter of priority and is setting up a commission of inquiry to look into a wide range of land matters. My delegation hopes that the findings of the commission will speedily be translated into appropriate legislation and that at its fortieth session the Council will be informed of some progress towards the solution of this long-standing problem.



(Mr. Hinchcliffe, United Kingdom)

The troubles of the past year on the Gazelle Peninsula have been of concern to the Administering Authority -- a concern which is shared by members of the Council. The tragic death of a district commissioner in the area appears to have been as a direct result of friction in that part of the Territory. At last year's session of the Council the Special Representative admitted frankly that there seemed to him to be no sign of an immediate solution to the problem of the Tolai people. A further complication in an already difficult situation which was brought to the attention of the 1971 mission and fully explained to us by the Special Representative last year was the desire of the Mataungan Association to remove the Gazelle Peninsula from the administration of the Territory and to seek independence as a separate entity.

This year it appears to my delegation that the problem is now nearer to a solution than seemed possible for some time. The Special Representative in reply to a question from the representative of France has told us of the efforts made by the local people to get round the conference table and to work out their problems through dialogue having abandoned their previous policies of stubborn confrontation. As a result of those talks, which apparently got going as a direct result of a personal initiative on the part of the Territory's Chief Minister, a Committee of Inquiry, including representatives of all shades of opinion in the area, has been established with the task of seeking a permanent solution to this problem particularly with regard to the position of the controversial local Council. That indeed is a welcome development. Equally welcome to my delegation is an evident change of attitude towards the rest of the Territory on the part of the Mataungan Association. Judging from their petition they are no longer advocating separate status but are calling for self-government and independence for the Territory as a whole. It is also, presumably, with that object in view that the Association representatives in the House of Assembly have thrown in their lot with the ruling coalition, whose aims and objectives they now appear to share.

My delegation is conscious that in the course of its statement it has been unable to cover all developments which have occurred in Papua New Guinea. If it has passed over several areas in silence it is not because of any lack of interest but of a shortage of time, which has obliged my delegation to be selective and to

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concentrate on what appears to us to be the most significant events in the Territory since the thirty--eighth session.

The impression that my delegation has received --- and one which I hope I have conveyed in my statement -- is of solid and substantial progress in the constitutional, political, economic and social fields throughout the Territory, in other words in most aspects of Papua New Guinean affairs which are of concern to this Council. This is highly creditable and my delegation trusts that there will be no slackening in the efforts of both the administering Power and the newly elected Government of Papua New Guinea in the efforts to ensure that this satisfactory rate of progress is maintained thus enabling the people of the Territory, when exercising their inalienable right to self-determination and independence, to take over a viable and flourishing country. My delegation looks forward to hearing at the fortieth session of this Council that substantial progress has been made in this respect.

In conclusion, I should like to express my delegation's appreciation to the representatives of Papua New Guinea for their clear and informative statements and for their comprehensive replies to the questions put to them by the members of the Council. I trust that I do not sound patronizing when I say that judging by the highly competent performance of the three Special Advisers my delegation is confident that whatsoever party is in power as the future Government of an independent Papua New Guinea its legislature and its civil service is likely to remain in excellent hands.

Mr. SACKSTEDER (United States of America): Much has occurred during the year that has elapsed since the Trusteeship Council last met to discuss Australia's administration of the Trust Territory of New Guinea and the Non-Self-Governing Territory of Papua. Not the least of the developments that have taken place is the evident strengthening of the unity of New Guinea with Papua, through the continuing and increasingly effective administration of the two parts of the Territory as one.

Let me say that my delegation is most impressed with the very thorough array of information which the Administering Authority has presented before this Council. The detailed annual report and the supplementary report were ably

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complemented by the oral remarks of the entire delegation from Australia and Papua New Guinea. We laud the progress that the Administering Authority and the outgoing and incoming Houses of Assembly have made in moving the Territory progressively forward, and we commend the able manner in which the people of the Territory are assuming ever-greater responsibilities.

My delegation believes that perhaps the single most important development in Papua New Guinea during the past year was the election to the Papua New Guinea House of Assembly. The report which our Visiting Mission to observe these elections furnished us is a most valuable document which serves also to underscore the significance of this event. We should like to commend the members of the Mission, Mr. Mohammed Hakim Aryubi of Afghanistan and Mr. Aleksander Psoncak of Yugoslavia, both members of the Special Committee of Twenty-Four, Sir Derek Jakeway representing our Trusteeship Council neighbour, the United Kingdom, and you, Mr. President, representing the United States. When we prepare our report to the General Assembly, the Council will be materially assisted by the wealth of information contained in the Mission's report. We shall also find much food for thought in the chapter on observations of the Visiting Mission.

We can only have the highest praise for Mr. Simon Kaumi, who was so largely responsible for the efficient carrying-out of the elections. We are pleased to note from the report that the elections were carried out comprehensively, thoroughly and fairly. Great efforts were evidently made to ensure that the most remote voters were given the opportunity to cast their ballots. The Visiting Mission observed that in many cases polling teams travelled for days over very difficult terrain to collect just a few votes in an isolated hamlet. The report notes an innovative element in the elections, the inclusion of photographs of the candidates on the ballots to assist voters in identifying the candidates and the creation of identification tribunals at polling stations, both of which illustrate a versatility and adaptability which should prove to be a great asset as Papua New Guinea travels the road to nationhood.

The capable administration of the recent elections and the added power recently reposed in the Papua New Guinea people with the election of the new House of Assembly are two important indices in themselves of the progress of

(Mr. Sacksteder, United States)

these people. We must further note with satisfaction that the appointed members of the House of Assembly have been significantly reduced, thus giving the people of Papua New Guinea a still greater share in their decision-making process.

In this realm of political advancement, the Council noted last year that the transfer of authority to Ministers and Assistant Ministers seemed to be progressing satisfactorily. It is encouraging to observe in the report of the Special Representative that Ministers, being part of an elected executive, are now preparing to:

"...formulate and determine policy over a wide range of government activities." (1395th meeting, p. 13)

The Special Representative has pointed to much progress in the localization of the functions of government. The Australian School of Pacific Administration, formerly an institution which primarily prepared expatriates for service in Papua New Guinea has now been changed to one devoted almost completely, and with the expense borne by the Administering Authority, to training Papua New Guineans for public service in their own country. We have also been advised of the Senior Executive Programme, which is an accelerated programme to propel specially selected officers to senior positions in the Papua New Guinea public service. Under this programme, local officers have acted as heads of many departments of the Government.

(Mr. Sacksteder, United States)

In connexion with these vigorous efforts to stimulate localization we recognize the differences among the Papua New Guinea people with respect to the pace of localization. We are sympathetic with those who wish to accelerate that pace; but we offer a word of caution that adequate time and care be assigned to this effort of localization so that for the future welfare of the nation the most able applicants are in the final analysis selected for positions of leadership and that the full participation in the selection process by all districts is assured. We appreciate, with respect to this programme, the great number of considerations that must be balanced by the Administering Authority and we commend its efforts towards greater local participation in the Government of Papua New Guinea.

The Council may recall that last year it was of the opinion that localization of the judiciary was moving at a slower pace than would seem desirable. The Special Representative has outlined for the members of this Council the difficulties in this area; we consider the progress in localization of the magistracy, reported by the Special Representative in his opening remarks, to be a most positive development. We are also appreciative of the efforts being made to ascertain the suitability of a system of village justices to settle disputes at a level below the local court. It is certainly an understandable desire of a people on the path to self-government and independence that they not only govern themselves but also judge themselves, and it is in this vein that we feel the efforts to assure that the Papua New Guineans are, at least, their own most immediate arbiters are indeed noteworthy.

The Council has previously discussed the regional nature of the political parties in Papua New Guinea, which some have feared may forecast a future weakness in the national party structure and the structure of the national government. In this connexion it was encouraging to hear the Special Advisers tell of both efforts toward national unity and the partial success of their parties outside their main areas of strength. We hope that the political parties will indeed be able to expand along national lines and thus contribute to the unity of the Territory. We were

(Mr. Sacksteder, United States)

encouraged to note from the remarks by Mr. Rea and Mr. Parao that their parties, the two major parties in Papua New Guinea, were according high priority to their efforts to develop Territory-wide organizations. We welcome the indication that political education is a chief area of interest of the Administering Authority. As the Council will recall, at its thirty-eighth session it recommended that political education be extended to expatriates. We feel it is vital to the future of Papua New Guinea that this important minority of the population understand the role that both they and the indigenous majority will have to fulfil and that they prepare to accommodate themselves to such a role in the future.

My delegation was most happy to hear of the initiatives taken by the Administering Authority with respect to preparation for the Papua New Guinea Foreign Service. One of these future diplomats, an intelligent and engaging young man, as some members of this Council may recall, has already been assigned for a period to the Australian Mission to the United Nations. An increasing number of Papua New Guineans are at present embarking on such programmes of long-range preparation for future service in their Government. Another development along these lines, of which, we feel, the Council should take note, is the statement by the Chief Minister that the Papua New Guinea Government intended to establish a number of Papua New Guinea offices overseas in the near future -- even before independence -- which would certainly add to the Foreign Service experience and expertise which these people are beginning to acquire.

Common citizenship for the people of Papua New Guinea has been seen by many as contributing to the unity of the emerging nation. The attention given this subject during the past year by the Administering Authority attests to the importance attached to it, and we hope that the initiative in the direction of a common citizenship will continue, perhaps with early action by the House of Assembly.

My delegation was most impressed with the film shown in this chamber last week depicting the work of the Goroka Local Government Council, and we were glad to hear that local governments of this kind now operate in most of the Territory, with four or five additional councils having been set up in the past year. I am sure we shall be joined by other members of this Council in commending this progress.

(Mr. Sacksteder, United States)

In the economic area I might just briefly note the lack of tariff barriers and, positively, the tariff concessions which permit the selling of the entire rubber production of Papua New Guinea to Australia and which also give special consideration to coffee.

In the field of education my delegation would appreciate clarification as to the actual percentage of Papua New Guinean children in school. The representative of the Union of Soviet Socialist Republics calculated on the basis of data contained in the latest annual report that 15 to 17 per cent of school-age children attended school. Last year's report of the Trusteeship Council to the General Assembly (A/8404, in its paragraph 370, cited the Soviet representative at the thirty-eighth session as saying that according to the Visiting Mission of 1971 only 53 per cent of children from 7 to 12 years of age attended elementary school. This indicates that total school enrolment must be higher than the data contained in the most recent annual report would lead one to think, and we would suggest that these statistics be checked and clarified. My delegation would however be the last to argue that the emphasis on education should ever be reduced because some statistical benchmark is passed. We urge the Administering Authority to continue its commendable efforts to expand and improve all types of education in the Territory.

Permit me, in closing, to express the appreciation of my delegation for the excellent and thorough presentation before this Council, and the very satisfactory replies to our questions, by the entire Australian delegation. We were especially impressed with the performance before this Council of the Special Advisers, and we feel that they were a high tribute to the people they represent and to the able Administration of the Territory. It bodes well indeed for the future of Papua New Guinea that it has been able to attract the service of men of their calibre.

The meeting rose at 11.40 a.m.