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## CONDITIONS IN PAPUA NEW GUINEA

### Working paper prepared by the Secretariat

Note: The present paper has been prepared as a preliminary draft of the section dealing with conditions in Papua New Guinea to be included in the next report of the Trusteeship Council to the General Assembly at its twenty-ninth session. Each subsection of the draft will be supplemented by such additional information as may become available during the Council's examination of conditions in the Territory and by such observations and recommendations as the Council may wish to include.

### A. GENERAL

1. Papua New Guinea consists of the eastern half of the island of New Guinea; the islands of New Britain, New Ireland and Manus; the two northernmost islands of the Solomon Group, namely Buka and Bougainville; the Trobriand, D'Entrecasteaux and Louisiade Island groups; and a great number of small islands between the Equator and 12 degrees south latitude. The land area of the Territory is 178,260 square miles. At 30 June 1973, its total population was estimated to be 2,592,505 of whom 1,871,134 resided in New Guinea and 721,371 in Papua.
2. For administrative purposes, Papua New Guinea is divided into 18 districts: 6 districts on the Papua mainland (Western, Gulf, Central, Southern Highlands, Milne Bay and Northern); 7 on the New Guinea mainland (Morobe, Eastern Highlands, Chimbu, Western Highlands, Madang, East Sepik and West Sepik); and 5 island districts (West New Britain, East New Britain, Bougainville, New Ireland and Manus).
3. At its fortieth session the Trusteeship Council, which had previously expressed the hope that Papua New Guinea would develop a strong sense of nationhood, thereby permitting it to move to self-government and independence as a single country, noted with satisfaction that the Administering Authority had reaffirmed the importance of ensuring that the unity of the Territory be preserved throughout the period leading to independence. It also noted that separatist tendencies seemed to have diminished, particularly in the island of Bougainville.

4. According to the report under review (T/1751 and Add.1), self-awareness amongst people at all levels of society has grown, notably as a result of the meetings held by the Constitutional Planning Committee in all districts to explain alternatives and obtain the views of the people on questions relating, among other things, to citizenship and the drafting of a constitution for independence.

5. On 15 September 1973, Papua New Guinea National Day, the Chief Minister stated in a national broadcast that the aim of his Government was to guide a rapidly developing Papua New Guinea towards self-government and ultimate independence. Unity of the people of Papua New Guinea was the Government's stated policy.

6. The current report states that negotiations between the Government of Papua New Guinea and the Government of Australia relating to the question of the frontier between Papua New Guinea and Australia on the Torres Strait are still continuing. The Administering Authority states that it is confident that a solution acceptable to all parties will be found.

7. At its fortieth session, the Trusteeship Council, noting that the ministers of Papua New Guinea already had effective control over most aspects of the internal government of the Territory, felt that it would no longer be appropriate for the Council to comment at future sessions on those matters which were under the exclusive jurisdiction of the administration of Papua New Guinea.

## B. CONSTITUTIONAL AND POLITICAL ADVANCEMENT

### Constitutional arrangements

8. The Papua and New Guinea Act, 1949-1973, provides for the administration of the Trust Territory of New Guinea in an administrative union with the Territory of Papua, in accordance with article 5 of the Trusteeship Agreement for New Guinea. The Act was formerly administered by the Minister of State for External Territories of Australia. Following the achievement of formal self-government by Papua New Guinea on 1 December 1973, the Ministry of External Territories within the Australian Government was abolished and the then Minister for External Territories became Minister Assisting the Australian Minister for Foreign Affairs in Papua New Guinea Matters.

9. The Papua New Guinea Act provides for an Executive Council which consists of the High Commissioner, the Chief Minister and other ministers whose number is not to exceed 12 or be less than 9. At present, there are 11 ministers of the Executive Council other than the Chief Minister.

10. Formal approval by the Executive Council is required for a large range of matters under Papua New Guinea legislation. According to the current report, the Chief Minister has, however, made public statements to the effect that although the Executive Council is constituted for formal executive acts, the full ministry takes part in joint policy making and review and that it constitutes a cabinet.

11. The report under review states that responsibility for internal security was transferred to the Government of Papua New Guinea on 1 December 1973 at the latter's formal request. The transfer of control over internal security was, however, made subject to consultative arrangements, mutually accepted by both Governments in order to safeguard the Administering Authority's responsibility, under the Trusteeship Agreement for the maintenance of peace and order.

#### Political education

12. In May 1972, the Chief Minister announced his Government's plans to intensify political education programmes throughout Papua New Guinea, in response to widespread and repeated requests for political education by village people, local government councils and members of the House of Assembly.

13. According to the report under review, shortly after this announcement, a Government Liaison Branch was created within the Office of the Chief Minister to foster political education and promote an understanding of government policies and programmes generally and also to keep the Government informed of the people's attitudes and reactions to the latter. The Branch, which is largely staffed by local officers, utilizes the assistance of other related government departments such as the Departments of Information and Extension Services, Education, Social Development and Home Affairs in carrying out a programme which encompasses not only education in political change but also education in the rapidly changing economic and social fields. During 1973, the Branch devoted most of its activity to informing and ascertaining the reaction of the people to the questions put to them by the Constitutional Planning Committee and to explaining what self-government will mean for them and for their country.

#### Political parties

14. During the period under review, several political parties were active in Papua New Guinea: United Party, Pangu Party (Papua New Guinea Union Party), People's Progress Party, Papua New Guinea National Party, Mataungan Association, Underdeveloped Districts Party, New Guinea Labour Party, United Political Society and the Peli Association.

15. The National Coalition Government, which was formed in April 1972 and has at present approximately 57 of the 100 seats in the House of Assembly, is composed principally of the Pangu Party (27 seats), the People's Progress Party (12 seats); the Papua New Guinea National Party (15 seats); and the Mataungan Association (3 seats). The Chief Minister is the leader of the Pangu Party.

16. The opposition in the House of Assembly, whose leader is Mr. Tei Abel, consists of approximately 40 members or supporters of the United Party. The greater part of its representation is from the highlands, but it has members in the House of Assembly from almost all districts.

17. The principal differences in policy among these parties concern the pace of constitutional advancement and the measures to be taken to encourage investment and economic progress. Whereas the coalition parties favour early independence, the United Party has emphasized the need for more political experience and education among the general public.

### House of Assembly

18. General elections to the House of Assembly are held in Papua New Guinea at intervals not exceeding four years, on the basis of universal adult suffrage. The last elections were held in February-March 1972.

19. The House of Assembly consisted of 104 members: 4 persons, known as official members, appointed by the Governor-General of Australia on the nomination of the Australian High Commissioner; 82 persons elected in open electorates; and 18 persons elected in regional electorates. Provision also exists, under the Papua New Guinea Act, 1949-1973, for the appointment of not more than three persons to be known as nominated members, but no person has been nominated.

20. According to the current report, the repeal of section 36 (1) (a) of the Papua New Guinea Act, assented to on 30 October 1973, abolished the four seats in the House of Assembly held by official members.

21. According to the current report, the Government has agreed that the electoral system of Papua New Guinea must be simplified to meet the needs of the country and steps are being taken to this end. Some of these matters were referred to the Constitutional Planning Committee.

### Judiciary

22. The Supreme Court, established under the Papua New Guinea Act, 1949-1973, is the highest judicial authority in the Territory. Subject to prescribed conditions, the High Court of Australia had jurisdiction to hear and determine appeals from judgements, decrees, orders and sentences of the Supreme Court. Each administrative district has a district court and, in addition, there are local courts, children's courts and wardens' courts.

23. At its fortieth session, the Trusteeship Council, in the interests of rapid localization, expressed the hope that the qualifications prescribed for judges in the Papua New Guinea Act would be extended so that persons other than barristers and solicitors of certain Australian courts could be appointed to the bench.

24. According to the report under review, the Papua New Guinea Act was amended to this effect. Legislation to establish a career magistracy staffed by Papua New Guineans was to have been introduced in the House of Assembly in November 1973 but its introduction was postponed at the request of the Constitutional Planning Committee which wished to consider the matter.

25. At the request of the Papua New Guinea Government, which endorsed the wishes of the Constitutional Planning Committee that no changes be made in the area of administration of justice until proposals for the Papua New Guinea constitution had been debated and enacted, the Supreme Court, administration of the courts, prosecutions and legal aid were designated on 1 December 1973 under the Papua New Guinea Act as reserved matters, to remain within the responsibility of the Administering Authority.

#### Local government

26. Under the Local Government Ordinance, 1963-1973, the Administrator-in-Council may establish by proclamation local government councils with authority in defined areas, subject to the laws of Papua New Guinea, to do the following: (a) control, manage and administer the council area, and ensure the welfare of the council area and the persons therein; (b) organize, finance, or engage in any business or enterprise; (c) carry out any works for the benefit of the community; and (d) provide, or co-operate in providing, any public or social service.

27. Five new councils were established during 1972/73, bringing the total number to 163 local government councils, covering a population of 2,370,000 and representing 92 per cent of the population of Papua New Guinea.

28. Urban councils are now established in the cities of Port Moresby and Lae and the townships of Madang and Rabaul. In addition, the towns of Goroka, Mount Hagen, Kundiawa and Kagamuga have been proclaimed urban areas for the purposes of the Local Government Ordinance, although the Goroka, Mount Hagen and Kundiawa councils do not operate as separate urban councils, but are rural councils with responsibility for urban services.

29. According to the annual report under review, the district advisory councils, which are non-statutory bodies created to advise the district commissioner, have been replaced in 13 of the 18 districts by area authorities with members elected from the local councils within the districts. The Administering Authority states that this phasing out of district advisory councils will continue until all have been replaced, either by area authorities or some other form of district government.

30. There is only one town advisory council still in existence at Wau-Bulolo in Morobe District. All other town advisory councils have been replaced by either urban or rural councils.

#### Public service: training and appointment of indigenous persons for positions of responsibility in the Administration

31. Responsibility for the public service was transferred to the Government of Papua New Guinea on 14 March 1973.

32. On 26 September 1972, the Chief Minister announced plans to reduce the number of expatriate public servants from 7,500 to 4,000 during the succeeding three and

a half years. In order to ensure that this reduction took place in an organized manner a committee on localization of the Executive Council was established and an advisory committee of senior local officers was later set up within the public service to make specific recommendations.

33. According to the current report, the Australian Staffing Assistance Group Scheme came into effect on 1 December 1973 and Australian officers serving the Government of Papua New Guinea are employed under that scheme. Their salaries and allowances are paid by the Australian Government which has also pledged continued aid in manpower to Papua New Guinea as long as it is required.

34. Considerable effort is being made to accelerate the process of localization. Eleven of the 19 district commissioners are now Papua New Guineans. In addition, three Papua New Guineans have been appointed to the position of associate district commissioner.

35. Papua New Guineans now head many departments, including the Departments of Education, Agriculture, Finance, Business Development, Interior, Labour, Public Health and Works. Other senior appointments include the Chairman of the Public Service Board, the Chairman of the National Broadcasting Commission, the Commissioner of the Teaching Service Commission and the Director of the Bureau of Industrial Organizations.

36. Up to 30 June 1973, 61 public service officers had been enrolled in the Senior Executive Programme, which is aimed at accelerating the advancement of local officers to policy-advising and executive positions, primarily by on-the-job training, but also by providing formal courses and overseas training, where appropriate.

37. At mid-1973, 184 Papua New Guineans were pursuing full-time courses of study at the University of Papua New Guinea or the Institute of Technology under public service cadetships. In addition, 40 serving officers were receiving full-time tertiary education at government expense. A further 249 public service officers were following full-time courses in administration and 724 attended courses of short duration at the Administrative College of Papua New Guinea. A further 188 serving officers were sent to Australia to attend training courses under the Commonwealth Practical Training scheme.

### C. ECONOMIC ADVANCEMENT

#### General

38. The monetary economy of Papua New Guinea is based mainly on the production of primary commodities for export. These include cash crops (such as coffee, cocoa, copra, rubber and tea) minerals (copper, gold and silver), forestry and marine products. Since the opening in April 1972 of the Panguna mine owned by the Bougainville Copper (Pty.), Ltd., minerals have by far outstripped agricultural

products in market value. In 1972/73, the value of copper and precious metals produced amounted to an estimated \$A 177 million, 1/ whereas export receipts from agricultural products amounted to \$A 96.4 million, and from forestry and marine products to \$A 19.4 million and \$A 6.3 million respectively.

39. According to the report under review (T/1751 and Add.1), the value of exports increased from \$A 93.4 million in 1971/72 to \$A 229.1 million in 1972/73, producing for the first time a surplus in the balance of trade, amounting to \$A 19.3 million, and reducing the deficit in the balance of payments on current account to \$A 165.5 million. Preliminary information indicates that the trade surplus will be greater in 1973/74 owing to substantially increased receipts from exports of minerals, cocoa and copra; during the first six months proceeds from exports were more than twice those for the corresponding period of 1972/73.

40. Following the completion in 1973 of the first five-year development programme, an Improvement Plan, covering the year 1973/74, was tabled in the House of Assembly on 28 September 1973. The Plan, which is a forerunner of the next longer-term programme, is based upon an eight-point statement of basic aims approved by the House of Assembly in 1972. Among other things, the Plan seeks to achieve the following: (a) greater Papua New Guinean control of the economy; (b) more equitable distribution of economic benefits; (c) decentralization of economic activity, planning and government spending with particular emphasis on building up rural industries; (d) encouragement of businesses owned by Papua New Guineans; (e) development of locally produced substitutes for imports in order to make the economy more self-reliant; and (f) development of a tax system capable, in the long run, of providing local revenue sufficient for the Government's needs.

41. The Plan provides for the establishment of a national investment and development authority which will have as one of its principal functions to ensure that foreign investment is channelled for the greatest benefit of the people of Papua New Guinea. According to guidelines announced by the Chief Minister, in a statement to the House of Assembly on 23 November 1973, the Authority will seek to promote foreign investments which, inter alia, will create business opportunities or skilled employment for Papua New Guineans, especially in less developed areas, and encourage manufacturing based on local raw materials which will reduce reliance on imports. The Government will reserve the right to acquire equity in any new venture and, in the case of essential industries such as airlines and banking, aims to acquire a controlling interest.

42. It will be recalled that the Development Bank, established in 1967, and the Investment Corporation, which began operations in 1972, both seek to foster increased participation by Papua New Guineans in economic ventures, the first by making loans and the second by acquiring equity in existing enterprises. At 31 March 1974, the Corporation had assets of \$A 12 million and investments in 16 companies. Loans and investments by the Development Bank totalled \$A 5.8 million in 1972/73; loans to Papua New Guineans amounted to \$A 2.9 million.

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1/ The local currency is the Australian dollar (\$A); \$A 1.00 equals \$US 1.49.

43. The period under review also witnessed the establishment of a central bank and a government-owned commercial bank. The former, the Bank of Papua New Guinea, which began operations in November 1973, was established by a grant from the Australian Government. A Papua New Guinea currency is to be introduced in 1975. The commercial bank, the Papua New Guinea Corporation, began operations in April 1974 when it took over the network of banks in Papua New Guinea previously owned by the Commonwealth Bank of Australia, together with the latter's assets in the Territory, amounting to approximately \$A 65 million. The Australian Government has agreed to make a special grant to the Papua New Guinea Government of \$A 10 million to be applied as the initial capital of the bank.

44. Australian aid to Papua New Guinea in 1973/74 amounted to \$A 190.3 million, of which \$A 77.1 million was in the form of a grant-in-aid and a development grant; \$A 63.1 million was a special grant associated with the transfer of functions and the establishment of government institutions; and \$A 49.9 million was provided to pay the salaries and allowances of expatriate officers.

45. At its fortieth session, the Trusteeship Council noted with satisfaction the position of the Administering Authority that, after independence, Papua New Guinea would have first call on a substantially increased Australian foreign aid programme. After discussions in early 1974, the Prime Minister of Australia informed the Chief Minister in a letter that "on the basis of present indications, a united Papua New Guinea can proceed on the assumption that Australia will provide a total of at least \$A 500 million for expenditure on economic and social aid in one form or another over the three-year period commencing 1974/75".

#### Public finance

46. As noted above, the revenues of Papua New Guinea are supplemented by a direct, interest free, non-repayable grant from the Administering Authority which, in addition, pays the salaries and related costs of expatriate officers. In his preliminary budget estimates for 1973/74, presented to the House of Assembly in August 1973, the Minister of Finance provided for an estimated expenditure of \$A 261 million, an increase of approximately \$A 45 million over the preceding year, owing to costs in connexion with the transfer of powers and setting up of new institutions. Australian aid accounted for just over half the Territory's estimated receipts and the remainder was derived from the following sources: internal revenue, \$A 109.5 million; loans, \$A 33.3 million; expected international agency loan drawings, \$A 21.3 million. At mid-year, a supplementary appropriation of \$A 16.6 million was presented to the House of Assembly for approval in anticipation of increased revenue, mainly from copper exports. In addition, the Australian Government provided a further special grant of approximately \$A 981,000 to help cover the cost of transferred functions. As a result, the Government was enabled to establish a reserve fund of \$A 3 million and to increase the appropriation for rural development.

47. With a view to reducing its reliance on external aid, the Government in 1973 proposed increases in taxation and announced its intention of renegotiating the agreement with Bougainville Copper (Pty.), Ltd. According to the current report, it is the policy of the Government that future agreements concerning large mining operations, such as one currently being negotiated with the Kennecott Copper Company, should enable the Government to receive approximately 50 per cent of the profits in the form of taxes.

48. During 1973, Papua New Guinea negotiated three loans on the international market, totalling approximately \$A 36.7 million.

#### Land and agriculture

49. At its fortieth session, the Trusteeship Council looked forward to the rapid transfer of control over all aspects of land tenure to the Papua New Guinea Government. It also hoped that the Administering Authority, in extending development grants to Papua New Guinea, would give increased attention to aid leading to the greater diversification of agriculture.

50. Responsibility for all matters relating to land and agriculture has been transferred to the Government of Papua New Guinea. Pending consideration by the House of Assembly of the recommendations of the Commission of Inquiry into Land Matters, the Government has placed an embargo on all land transfers unless they make provision for participation by Papua New Guineans. The current Improvement Plan places emphasis on rural development, including the development of agriculture. According to the report under review, progress has been made in the promotion of the oil palm and tea industries and efforts are continuing to promote further diversification.

### D. SOCIAL ADVANCEMENT

#### Cultural development

51. At its fortieth session, the Trusteeship Council welcomed the grant by the Administering Authority of \$A 5 million, to be made over a five-year period, for the Papua New Guinea cultural development programme and the supplementary grant of \$A 25,000 for a cultural exchange programme. The cultural development programme, to be administered by a National Cultural Council, is to be based on three institutions: a museum, a centre for creative arts and a national institute of Papua New Guinea Culture, with regional and local centres.

#### Labour

52. At 30 June 1971, there were 124,143 indigenous persons in paid employment in Papua New Guinea. According to the current report, in June 1973 there were 41 workers' associations or trade unions, with a total membership of 35,075.

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Twelve of these associations are members of the Federation of Workers' Associations and five unions are grouped within a Trade Union Council.

53. In accordance with the Government's policy of increasing the localization of the labour force, particularly in skilled employment, legislation was enacted in 1971 enabling the Government to prohibit or restrict the employment of non-indigenous persons in certain categories of employment. In August 1973, 28 occupations were prohibited to non-Papua New Guineans and over 50 occupations were listed as restricted, the employment of a non-indigenous person being permitted only for a limited period and on condition that the employer train a Papua New Guinean to replace him.

#### Public health

54. At 30 September 1973, there were 18 administration hospitals, including maternity wards, in Papua New Guinea, 99 health centres, 78 maternal and child health centres and 1,380 aid posts. Church missions maintained 16 hospitals, 147 health centres of various kinds and 164 aid posts.

55. At 30 June 1973, the staff of the Department of Public Health numbered 5,934, of whom 5,184 were Papua New Guineans and 750 were expatriate staff. Out of 160 medical officers and 979 nurses, there were respectively 47 and 750 Papua New Guineans. In accordance with the programme of accelerated localization, the occupations of medical and dental assistants were declared prohibited employment for expatriates from August 1973.

56. A national health plan for Papua New Guinea is currently in preparation. It will have as one of its objectives to preserve and utilize the cultural and traditional values of Papua New Guinea within a nation-wide system of health care.

#### E. EDUCATIONAL ADVANCEMENT

57. At 30 June 1973, there were 1,722 government and non-government primary schools in Papua New Guinea, with a total enrolment of 233,186 pupils. There were 39 government secondary schools (15,449 pupils) and 30 non-governmental secondary schools (9,920 pupils). Three new government high schools were opened in 1973 and six more will open in 1974.

58. According to the current report, about 55 per cent of Papua New Guinean children aged 7 to 12 years now attend primary school, and places are available for about 11 per cent of children of secondary school age. For those who are unable to find places in secondary or vocational schools, the Government in 1973 introduced schools known as Skulankas, which will provide two-year courses at the secondary level, with emphasis on practical training.

59. Technical and vocational training was provided at nine technical schools (2,811 students) and 82 vocational centres (5,042 students). There were 10 teachers' colleges, with an enrolment in 1974 of about 2,000. Owing to a shortage of teachers, about 70 have been recruited from the United Kingdom of Great Britain and Northern Ireland through the Commonwealth Secretariat and will take up their duties in 1974, and a recruiting campaign is being conducted in the Philippines.
60. The University of Papua New Guinea continued to expand at a significant rate, the number of enrolments in 1973 amounting to 1,647, an increase of 24 per cent over the previous year. In August 1973, the Papua New Guinean Institute of Technology was formally upgraded to the level of a university. Student enrolment in the university totalled 545, an increase of 37 per cent over the preceding year.
61. In March 1974, the Minister for Education announced the appointment of a committee to formulate a five-year plan for the development of education. The committee will, among other things, examine the feasibility of introducing universal primary education at an early date.
62. At its fortieth session, the Trusteeship Council welcomed an assurance from the Special Representative of the Administering Authority of the Australian Government's continuing readiness to assist in the field of education.

F. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND  
FINAL TIME-LIMIT FOR THE ATTAINMENT OF SELF-  
GOVERNMENT OR INDEPENDENCE

63. At its fortieth session, the Trusteeship Council noted that the House of Assembly had affirmed its right as the duly elected Parliament of the people to decide when independence was to come, and noted also the view of the Administering Authority that, on the question of independence, as hitherto on the question of self-government, the House of Assembly was regarded as representing the wishes of the people.
64. Recalling that, in the view of the Visiting Mission which observed the elections to the Papua New Guinea House of Assembly in 1972, 2/ the conduct of those elections had been comprehensive, thorough and fair, the Council endorsed the views of the Papua New Guinea Government, and the Administering Authority on the role of the House of Assembly in important constitutional decisions and noted in this respect the agreement between the Governments of Australia and Papua New Guinea that resolutions in the House of Assembly on important constitutional issues would be approved by a recorded vote and by a substantial majority representative of the nation as a whole.
65. On the timing of independence, the Trusteeship Council noted that, in the view of the Administering Authority, independence should be achieved in the closest consultation with the Government and the House of Assembly of Papua New Guinea. The Council further noted that the Administering Authority did not disagree with the view of the House of Assembly that Papua New Guinea should experience a period of self-government before a date for independence was set.

66. According to the report under review (T/1751 and Add.1), the Governments of Australia and Papua New Guinea had agreed in May 1973 that self-government would be achieved in two stages: the first would be the achievement of formal self-government on 1 December 1973, and the second would be the date on which Papua New Guinea's own constitution was brought into effect.

67. In regard to the time-table agreed upon by the two Governments for the implementation of self-government, the Special Representative of the Administering Authority informed the Trusteeship Council at its fortieth session that the final report and draft constitution recommended by the Constitutional Planning Committee would be tabled in the Papua New Guinea House of Assembly in February 1974; that the Constitution would provide for all major aspects of the system of Government and would include provisions for the transition to independence; and that in April 1974, the House of Assembly would meet in special session to consider and adopt the Constitution. Following its adoption by the House of Assembly, the constitution would be reserved for the assent of the Governor-General of Australia.

68. The current report states that, during the latter part of 1973, the two Governments continued to make legislative and administrative arrangements with a view to transferring all internal powers to Papua New Guinea by 1 December 1973. In a joint communiqué, issued on 18 November 1973, the Chief Minister of Papua New Guinea and the Minister for External Territories of Australia outlined the arrangements which would apply from 1 December 1973. The Papua New Guinea Act, 1949-1973, would reserve to the Australian Government powers over defence and foreign relations. At the request of the Constitutional Planning Committee and the Government of Papua New Guinea, matters dealing with the Papua New Guinea Supreme Court, the administration of the courts, the public solicitor, prosecutions, electoral policy and House of Assembly matters were to be designated as reserved. The transfer of powers in relation to those matters was to take place when Papua New Guinea's own constitution became operative and in accordance with arrangements set out for their exercise in that constitution. The communiqué reaffirmed that it was the policy of Australia to act in the reserved areas only after consulting with, and obtaining the advice of, the Government of Papua New Guinea.

69. On 1 December 1973, Papua New Guinea achieved formal self-government. Mr. L. W. Johnson, the former Administrator of the Territory, was sworn in by the Chief Justice as the High Commissioner of Papua New Guinea.

70. On 12 December 1973, the General Assembly adopted resolution 3109 (XXVIII) on the question of Papua New Guinea. The Assembly took into account the conclusions and recommendations of the Trusteeship Council regarding developments in Papua New Guinea; noted that the House of Assembly had affirmed its right as the duly elected parliament of the people of Papua New Guinea to decide when independence was to come and that the administering Power had accepted that the House of Assembly represented the wishes of the people on the question of independence; and noted further, with respect to the timing of independence, the view of the administering Power that there were two elements involved in determining the question of independence: the view of the administering Power

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and the views of the people of Papua New Guinea as expressed through their elected representatives in the House of Assembly. In that regard, the administering Power expected that independence would come by 1975 and that it should be achieved in the closest consultation with the Government and the House of Assembly of Papua New Guinea. The Assembly welcomed the attainment of self-government as an important step in the progress of Papua New Guinea towards independence; and called upon the administering Power and the Government of Papua New Guinea to consult on the timing of independence, noting in that regard the views of the administering Power and of the Government of Papua New Guinea that the House of Assembly was considered as representing the wishes of the people of Papua New Guinea.

71. The report under review states that, in late February 1974, the Deputy Chairman of the Constitutional Planning Committee announced that its report would not be finished in time for the drafting and enactment of the constitution by May 1974, that is, the proposed second stage of self-government (see para. 66 above). The Chief Minister, in a statement in the House of Assembly on 1 March on the implications of the delay in the presentation of the Committee's report, said that the original agreement with the Australian Government on the two-stage, self-government proposal could not be implemented; the agreement had therefore lapsed.

72. In a statement in the House of Assembly on 12 March on the timing of independence, the Chief Minister referred to the affirmation by the House of Assembly that it represented the wishes of the people in regard to the date of the country's independence. He also referred in this connexion to the provisions of resolution 3109 (XXVIII). He then announced that at the next sitting of the Assembly he would move that the date of independence be set at 1 December 1974. The Chief Minister stressed in his statement that the decision was one for the House of Assembly and that the Government would accept whatever date was chosen by that body.

73. The report under review further states that, in response to the aforementioned announcement by the Chief Minister, the Minister Assisting the Australian Minister for Foreign Affairs in Papua New Guinea Matters stated in the Australian House of Representatives on 14 March that the Australian Government welcomed the initiative of the Papua New Guinean Government in seeking the Assembly's endorsement of the proposed date and fully supported the Papua New Guinea Government in this move. The Australian Minister confirmed the statement of the Chief Minister that the earlier agreement could not be implemented, and therefore no longer applied.

74. The Australian Minister recalled that steps had already been taken before self-government to enable Papua New Guinea to assume an international identity. It had become a member of international conferences and international organizations and had taken part in the negotiation of border agreements with Indonesia. The increasing recognition of Papua New Guinea's international status was indicated by the number of foreign consulates that had already been established in Port Moresby. Papua New Guinea had been increasingly involved in the field of defence and Australia had consulted it fully on all aspects of defence policy. A senior minister in the Papua New Guinea Government was responsible for defence matters as well as for foreign relations.