

UNITED NATIONS TRUSTEESHIP COUNCIL



PROVISIONAL

T/PV.1301
1 June 1967

ENGLISH

PROVISIONAL VERBATIM RECORD OF THE THIRTEEN HUNDRED AND FIRST MEETING

Held at Headquarters, New York,
on Thursday, 1 June 1967, at 3 p.m.

President: Miss BROOKS (Liberia)
later: Mrs. ANDERSON (United States)
(Vice-President)

1. Examination of conditions in New Guinea: annual report of the Administering Authority [4] (continued)
2. Examination of petitions concerning New Guinea [5] (continued)
3. General Assembly resolutions on the question of the Trust Territory of New Guinea and the Territory of Papua [10] (continued)

Note: The Official Record of this meeting, i.e. the summary record, will appear in provisional mimeographed form under the symbol T/SR.1301 and will be subject to representatives' corrections. It will appear in final form in a printed version.

AGENDA ITEMS 4 (b), 5 and 10

EXAMINATION OF CONDITIONS IN NEW GUINEA: ANNUAL REPORT OF THE ADMINISTERING AUTHORITY (T/1660 and Add.1; T/L.1119) (continued)

EXAMINATION OF PETITIONS CONCERNING NEW GUINEA (T/COM.8/L.2; T/PET.8/L.10 and L.11; T/PET.8/22 and 23) (continued)

GENERAL ASSEMBLY RESOLUTIONS ON THE QUESTION OF THE TRUST TERRITORY OF NEW GUINEA AND THE TERRITORY OF PAPUA (21¹22 (XX) and 2227 (XXI)) (continued)

At the invitation of the President, Mr. Harry West, Special Representative for the Trust Territory of New Guinea under Australian Administration, and Mr. Zurecnuoc and Mr. Eupu, Advisers to the Australian delegation, took places at the Council table.

The PRESIDENT: I call on the representative of the United States to continue her questioning of the Special Representative.

Mrs. ANDERSON (United States of America): I should like to change the subject with which I was dealing before in my questions and to ask one or two questions concerning education and training programmes.

My delegation is very much impressed by the education and training institutions and programmes that have been established in New Guinea and I think that, in this area particularly, the Administering Authority deserves much credit and commendation for all that it has done and is doing.

I was struck by the comment made yesterday by Mr. Zurecnuoc that the lack of proficiency in English causes educational difficulties especially concerning higher education and I should like to ask the Special Representative and his advisers what plans the Administration may have for expanding the language training programmes.

(Mrs. Anderson, United States)

I believe that you have stated that there are over 700 different languages or dialects spoken in New Guinea, which must be an enormously complicating factor. I can appreciate that it might be easier in such circumstances to promote the wider use of Pidgin English, as was mentioned.

My delegation wonders if it might not in the long run be more useful and desirable to emphasize the teaching of a world language so that larger numbers of New Guineans would find it easier to communicate with the rest of the world and be able and ready, eventually, to take their places in the world community. I should like to know whether the Administration has plans in that regard.

Mr. WEST (Special Representative): The Administration is directing all of its attention to extending English as quickly as possible and by whatever means it can. English is the language of instruction in all schools now right from the beginning. Apart from that, adult education courses are conducted widely throughout the Territory, and English is a major subject in adult education courses. At the same time, the Administering Authority has not lost sight of the fact that Melanesian and Pidgin is a well-developed language which has grown up through the years to serve the needs of the 2 million people of the combined Territories who, between them, have something in excess of 700 languages. It is quite pleasing to note how this language has developed and how it has been able to fill this requirement to a very substantial extent. The language has a very wide vocabulary derived from many sources; it is derived from local languages, from English, from German, from Malay. Basically, the grammar is the grammar of the dialect spoken by the Tolai people of New Britain. This language is a very useful and flexible one, and many new words and phrases have appeared in it in recent years. It is the language that is favoured by very, very many members of the House of Assembly and possibly one of the two members of the House of Assembly here as special advisors might like to say a few words about Pidgin English because it has met with a certain amount of criticism, particularly from sources outside New Guinea. However, as I have emphasized, the Australian Government intends to proceed with its policy of extending the of English as quickly as possible.

(Mr. West, Special Representative)

One of the defects of Pidgin is that there is very little written in that language. By making English the universal language, the people of the Territory will be given the opportunity to have access to the vast amount of literature that exists in English.

Mrs. ANDERSON (United States of America): I would be very pleased if one of the advisors here with the Australian delegation would comment in further explanation of the use of Pidgin English in Papua and New Guinea. I would be pleased to hear from either one of the special advisers, as I think that this is a very interesting question.

Mr. ZURENUOC: I think that Pidgin English is spoken throughout the Pacific Islands, and it is becoming a common language there. If anybody comes to New Guinea, the Pidgin language will grow on him or her. It is just like a weed, it grows by itself. It is used to communicate not only with foreign people but is used also among the tribal groups. When we live together in a town, we communicate usually in Pidgin.

I have seen people who have been to big schools. They usually speak Pidgin and not English. When they are in offices they use English but -- at least that is what happened to the three of us while we are in New York -- we want to feel that we belong to the country, so the three of us speak in Pidgin. The feeling to speak that language grows, no matter how much emphasis we put on not speaking it. That is our feeling. But that policy is not Australian policy. Our young people in Upper New Guinea are willing to learn English as fast as they can, and Government is providing adult education, night classes, special classes for members and in the last year the two of us, along with eight others, spent three months in Australia trying to pick up English because we have not had a chance to have a good education.

(Mr. Eupu)

At the moment there are now ten starting in Australia. They are people who have not had any English in their educational background. They are tribal leaders, and they are living with Australian families and studying English in Sydney, Australia. At the moment, English has become the national language, but what will happen in the future to our young people, once they know English, I do not know. They may go on to create another national language. That is a question for our young politicians. They will decide, but at the moment it is our thought that we must know English in order to live with the modern countries of the world. We feel that English will be very important when we become independent, because we are not going to set ourselves in a corner of the Pacific. We will have dealings with the rest of the world, and this is one of the main reasons why we say that pressure can be applied, but you must look at what is happening at the receiving end. That is what the Administration is doing at the moment. Our people are willing to speak English, and it will be found that some of our young people speak much better English than we do, and I think better than some of the Australian people. They learn English at school and they do not pick it up from the street or from everyday language. They are taught by specialist teachers, and they speak very good English.

Mrs. ANDERSON (United States of America): Mr. Zurecnuoc referred in his statement to the great number of languages which are spoken in the Territory. The special representative also stressed this, and it would seem to me that this might be an obstacle to the development of a sense of national unity, that is, that there are so many different languages -- more than 700. It was mentioned in the annual report, also, that in some areas of New Guinea there is a tendency towards a considerable mistrust of strangers. I wonder whether or not this could be due partly to the language differences and how the New Guineans are able to get along together when they are trying to create a new society and to live more closely together. What happens to the different groupings, the tribes and the different linguistic groups, when they live together in larger communities, which I presume is taking place, as has happened in almost every modern society. Do the people still tend to live separately in different tribal and linguistic groups? Do they retain their tribal loyalties, even when they

are no longer living in their tribal areas? What are the common factors that seem to draw the people together when they are trying to live in a larger community and trying to develop a sense of national unity and identity? This problem is of special interest to the United States delegation because in the Trust Territory of the Pacific Islands, as you may know, there are similar problems. There are not so many languages, but still there are many different languages and many problems for people who have never lived together in one place before in trying to develop a sense of national unity, without the common language that many of us have. I wonder whether the special representative or his advisers could comment on this question.

Mr. WEST (Special Representative): Pidgin English is now very widely understood throughout the Trust Territory of New Guinea, and except for some of the newer and more remote areas, just about everyone understands pidgin. Therefore, I would say that the development of pidgin over the years, particularly over the last few years has been one of those very important forces that has helped to break down the distrust of the various groups of people. In the New Guinea context, we are always very careful in talking about tribes in the sense that anthropologists normally talk about tribes, because these New Guinea groupings are very much smaller than is normally the case. We can understand that with about 800 different languages in a population that has only now reached 2 million, it means that the average group is very small and this is why so many different languages have grown up.

I think this is very important when we think of the background of New Guinea and how short the history of New Guinea really is. It is only a matter of, at the most, thirty years since most of these people were to any extent drawn together. They were isolated by geographical and many other factors. I would think that the average person until, say, fifteen years ago, scarcely moved more than 4 or 5 miles from the place of his birth in his entire lifetime. I know this from my own practical experience in going into new areas. Therefore, one can understand the gigantic problem in securing national unity for New Guinea.

Suspensions and mistrusts do not die overnight, but, at the same time, I think that we have come a very long way in overcoming many of these problems. But these are things that have to be borne in mind when considering the New Guinea problem. There are many difficulties to be overcome in sponsoring a feeling of national unity. But I would say that the growth of pidgin and the use of pidgin is quite definitely one of the most significant factors in bringing the New Guinea people closer to national unity.

Mrs. ANDERSON (United States of America): This is perhaps a matter that is known to others, but I do not know the origin of the label "pidgin English". Can anyone in the Australian delegation explain from where the label for this language came? Why is it called "pidgin English"?

Mr. WEST (Special Representative): The phrase "Pidgin English" has, I think, been used in a number of parts of the world. As a matter of fact, the language in New Guinea, to the best of my knowledge, was referred to in this way even in the days of the German administration. The foremost pidgin used in the Territory of Papua and New Guinea is certainly not broken English. It is based on the structure of the Blanche Bay or Kuianua language of the Tulai people. Apart from abstractions and professional and technical terms, it is quite easy to carry on a conversation on almost any subject at a good level in this language.

Mrs. ANDERSON (United States of America): It seems to my delegation that the new Department of Psychological Services which the Administration has established is a very admirable and modern approach which should allow the Administration to improve its selection of highly promising personnel for high-level service in New Guinea. I know that this is a new programme, and I should be interested to know if the Special Representative could make an evaluation of the effectiveness of the work of this Department of Psychological Services.

Mr. WEST (Special Representative): This has indeed been a very significant development. The Psychological Service has been established in Port Moresby, in Rabaul and in Lae, and the professional people move out from those centres in accordance with needs. I think it particularly important that we have this sort of service at this particular stage when, over the last two or three years, we have established so many educational institutes at the tertiary level. It is rather important to make certain that these people are channelled into the type of training that is going to fit them to serve the interests of the community and train them in accordance with their own desires and their talents.

I think it is interesting to know that alongside this psychological service we are currently building up a psychiatric service. This latter is particularly designed to look at the problems that arise among some of the detribalized people, the people who have moved away from tribal ways of life and are now living in towns.

Mrs. ANDERSON (United States of America): I should like especially to thank the Special Representative for mentioning the psychiatric service. It seems to me that this should be of great value because of the mental difficulties and emotional problems that must be created where there are such great societal changes taking place. The psychiatric service could certainly be of help during the transitional period.

I am curious to know if the psychiatrists in the service have any special training. Are they sociologists and anthropologists as well? What kind of training have these psychiatrists had for the new service?

Mr. WEST (Special Representative): These people either have just trained themselves or they have the assistance of people trained along the lines just suggested. For example, in Rabaul the psychiatrists work in close co-operation with the psychologists; but in particular, they have the assistance of one of the female welfare officers who is trained in anthropology and sociology and who has had a lot of experience on case work in Australia. So the threads are definitely drawn together to provide the best assessment of the situation.

Mrs. ANDERSON (United States of America): In yesterday's discussion the Special Representative and the representative of Australia, as well, I think, as Mr. Eupu and Mr. Zurecnuoc, stated that discrimination had been outlawed in the Territory of Papua and New Guinea. We are all aware, I think, that even though discrimination is against the law, it is a difficult thing to eliminate. Discrimination is illegal, but it is difficult to eliminate it from a society merely by passing laws. Certainly, the fact that there have been petitions sent to the Trusteeship Council alleging discriminatory acts might illustrate the fact even though there is now legislation to try to deal with this problem and eliminate all vestiges of discrimination, this is a very difficult thing to do and it may take some time.

I was interested to learn that Mr. Eupu is a member of a committee which has been set up by the Administration to investigate complaints regarding discrimination within the Territory. I would be very much interested in hearing from Mr. Eupu a little more about the terms of reference of that committee.

(Mrs. Anderson, United States)

I should like to know something about how the committee works. Also, I should like to know what particular types of discrimination give rise most frequently to complaints, or what are the most common forms of discrimination with which the Committee is trying to deal.

Mr. EUPU: The Committee was formed in the House of Assembly, but it has not started to function yet. I shall read out from Hansard the motion that I moved in the House of Assembly. It reads as follows:

"(1) That a select committee be appointed to review the 'Discriminatory Practices Ordinance 1963' and to recommend to the House any amendments which in the opinion of the Committee should be made to the Ordinance.

"(2) That the Committee consist of three members.

"(3) That the Committee be empowered to adjourn from time to time and place to place and sit during any sittings or adjournments of the House.

"(4) That the Committee be empowered to send for persons, papers and records.

"(5) That the Committee present its report to the House not later than 30th September, 1967."

I presented that motion in order to have the Ordinance which was passed by the Legislative Council in 1963 reviewed. That is only for some of the schools, the pre-schools. Sometimes the European students attend the pre-school in the afternoon and the native children attend in the morning. I presented the motion to review the Ordinance so that the practice of discrimination should be ended.

Mrs. ANDERSON (United States of America): Do I understand from the answer that Mr. Eupu has given me, for which I thank him, that the Select Committee was primarily to deal with complaints of discrimination in the schools? Does that Committee, for example, deal with complaints of discrimination in employment as well as education, or does it deal only with problems of discrimination in education?

Mr. EUPU: I shall quote from Hansard in giving the reason why I presented the motion:

"I move this motion because the Government does not seem to look at the 'Discriminatory Practices Ordinance 1963'. I want the three members who will be appointed as members of this Committee to look closely at the

(Mr. Eupu)

1963 Ordinance. I did not move this motion because there are many discriminatory practices in the Territory. However, I want a good relationship to exist between the people of Papua and New Guinea and Australia in this Territory. I am worried about the young people leaving schools and taking jobs, because they are aware of the fact that there is still discrimination practised in various parts of the Territory.

"When I travelled the Territory with the Select Committee on Constitutional Development, some New Guineans and Europeans as well told me that they do not want to see discrimination practised in the Territory. I have realized that discrimination is practised in pre-schools too.

"At one out-station I was told that the European children attend the pre-school in the morning and the native children in the afternoon. I want to see the official members support my motion for three members of this House to investigate this matter."

Mr. WEST (Special Representative): I should like the opportunity to elaborate a bit on what my adviser has said on this particular issue. I think it is clear from the motion in the House of Assembly and from the subsequent debates that took place that it was agreed that it was a good thing to review the Discriminatory Practices Ordinance of 1963. It is a fairly common practice to legislate with respect to a certain thing, and after a time to review it by a committee or by some other means just to see how it is working out in practice. I think we all agree that you can legislate, but in a community there are always some people who do not conform exactly to the legislation. It is very difficult to legislate with respect to individual social behaviour. I think that Mr. Eupu, even in the remarks he made in introducing that motion -- and it was certainly made clear from what a number of other members of the House had to say -- indicated that certain things referred to as discriminatory practices exist in all sections of the community. There were cases that were quoted where indigenous people had discriminated against mixed race people or against European people. Again there were instances quoted where indigenous people had

(Mr. West, Special Representative)

discriminated against other indigenous people. For example, the Territory of New Guinea is a very large piece of land with a lot of large islands, with a total of 180,000 square miles, and the skin pigmentation varies very, very considerably. The people of Hula, for example, not far from Port Moresby, are very light, very fair-skinned people. We also have a number of the island groups where the people are of Polynesian origin, and these again are very light-skinned people. In other parts of the Territory, the people are dark-skinned. When tempers get frayed, such as at foot-ball matches and the like, it is always possible that one or the other will have some derogatory remarks to make on the basis of the colour of the other person's skin. I think this is something that we have got to look at very carefully. My own feeling on this matter is that the sort of discrimination that takes place in the Territory is the sort of discrimination that takes place almost anywhere, but in countries where there are plural societies, there tends to be an exaggerated emphasis on the aspect of skin colour. For example, just recently I was in a very highly developed country, and a gentleman said to me, "Do not carry that, I will get the boy to carry it". The boy turned out to be a fifty-year-old European man. If that was in New Guinea, it would be said to be discriminatory.

Now, with regard to this special aspect of schools, that was mentioned by Mr. Eupu, he refers to what had been said to him about three pre-schools. Well, these pre-schools that exist in New Guinea are very largely financed by the parents of the children. They are community efforts. They are subsidized by the Administration, but they are very heavily subsidized by the community. We do have a number of pre-schools in village areas that have been set up by the Administration, where the subsidy by the local people is very small. But generally speaking these pre-schools exist in towns, and they are very heavily subsidized by the community. There is a charge imposed to attend these pre-schools. There is an economic barrier here. If you can afford to send your child, well, you do; if you cannot afford, well, you do not. In some of these areas, particularly the smaller areas, the people who have established these have decided that they will make them available in off hours at very reduced charges to people who cannot provide the full fees. And this is the case with the schools that have been mentioned. They have been established partly with government subsidy, but at least 60 per cent, and normally much more, from the local community. Because of the good spirit that exists in these communities, the people who are responsible for pre-schools at the local level, make them available at a reduced rate to others during the afternoons. That is where this situation arises; it is a misunderstanding of the actual facts.

Mrs. ANDERSON (United States of America): Yesterday's discussion covered in some detail a law which provides for a 5 per cent royalty to be paid to landowners in the case of the extraction of minerals from that land. My delegation was quite interested in the vote on that bill. We would be interested in knowing whether you have that information available, and an explanation of the reasons why the vote was divided or was split, as it was. In that connexion, we would be interested in knowing whether a tendency is developing within the House of Assembly to vote in blocs, you might say, or whether this is a common practice in the House of Assembly.

Mr. WEST (Special Representative): The motion in the House of Assembly that came under consideration was an amendment to Section 78 of the Land Ordinance. The motion was that the following Section be added:

"There shall be payable to the owner of private land an amount of 5 per centum of the total amount of any royalties paid under this Ordinance in respect of mining leases on that land."

I apologize, Madam President, but the reference with which I have been provided appears to be the wrong one. This matter was considered at two consecutive meetings of the House of Assembly. With your permission, Madam President, I would ask that Mr. Zurecnuoc be permitted to carry on the answer to this particular question. I thought that I was in a position here to quote exactly from the Hansard what took place in the House of Assembly, but on looking more closely at this matter I now see that I am quoting from an earlier debate which was not conclusive. But Mr. Zurecnuoc, who, of course, was present at the time that this vote was taken on the matter that I mentioned concerning this 5 per cent royalty, can give you a first-hand account of exactly how the House voted. I was trying to bring out the point that there was quite diverse opinion on this particular issue. With your permission, I should like Mr. Zurecnuoc to continue.

Mr. ZURECNUOC: If I understood correctly the question, Ambassador Anderson wanted to know why the House was so divided and had a very hot debate on this particular question of 5 per cent.

I was one of those who was against giving 5 per cent to the owner because I believed -- and it was my personal opinion -- that this should be a national asset. Another reason, before the war, in my particular district we had a big gold-field and the royalties were sent to the Central Treasury. That was another reason why I thought it was better. Furthermore, I thought it was unfair to allow a particular district to become millionaires and leave the others. They might become bigheaded and leave us. They might want to get away from the Territory and become independent of us. That is why I felt very strongly that the royalty should go to the Central Treasury as a national asset. These were the reasons why we had a very hot debate on that point.

Mrs. ANDERSON (United States of America): I have just two more questions and I think that perhaps you, Madam President, will be also especially interested in the answer to these questions. The first one pertains to the educational opportunities available to women in New Guinea. I am wondering if there is a specific policy concerning the education of women in the Territory.

Mr. WEST (Special Representative): The general policy is that the education of women should progress side by side with the education of men. The administration and the Government fully appreciate the importance of the wife and mother in the family and the social unit. We all realize that the influence of the mother on the child is of tremendous importance and, therefore, as I have said, the idea is to get parallel development with the men and women.

Now, the administration is going ahead with these plans, along the lines that girls enter into schools on an equal basis with boys. In the areas of New Guinea where education is best established, all of the girls, just as all of the boys, are at school. I suppose an example is the Tolai group, which is one of the largest groups in the whole Territory and numbers 60,000. Here, all of the boys, along with all of the girls, are in schools. In this Tolai area, if I can use it as an example, the administration has four high schools. One is the Rabaul High School, and there the students are fairly evenly divided between people of Australian origin, Chinese origin and indigenous origin.

We have the very fine Keravat High School, which is a boarding institute. There are about 500 students, of which 150 are girls. The Malabunga High School is another boarding secondary school, co-educational, with about 400 students, a third of which are girls. Again, the newly established Nordop High School has almost as many girl students as boys. In the Gazelle Peninsula there is a special Teachers Training College for girls. This is a subsidized college run by the Catholic Mission.

At all of these tertiary institutes, apart from the agricultural and the forestry one, and the Institute of Higher Technical Education, we have a good percentage of girls. There are two or three girls at the Brisbane University, and at the University of Papua and New Guinea there are nine girl students already.

(Mr. West. Special Representative)

Just as I was leaving the Territory, we were about to send three indigenous girls to the East-West Centre in Hawaii.

One other important development, as far as the status of women is concerned, which gets right down to the grass roots level, is that whereas in this Gazelle peninsula, a few years ago, the children were born under fairly primitive circumstances, as far as midwifery is concerned, in the villages now, it is quite unusual for a child to be born in the village. The hospital at Vunapope has more than 1,200 births a year; the hospital at Nonga has more than 1,000 births a year, and the subsidiary hospitals in the Gazelle peninsula all have large numbers of births.

Therefore, the mothers are going to the hospitals to have the children. Normally, they are encouraged to go there about a month before the child is born, and that is achieved by a complex system of infant and maternal welfare services that are mobilized as a movement throughout this area.

Apart from this aspect of it, apart from the administration ensuring that the girls move into the schools along with boys, and have the opportunities to make their contribution to the development of their country, there is one other aspect and that is that we are paying a lot of attention to adult education with women. We have female welfare officers, at least one in every district. Indigenous girls are being trained for welfare work at our institute at Aimoe in the Milne Bay District, and the number of women's clubs is expanding very rapidly.

Of course, through these things all sorts of interests are promoted. Girls are definitely, too, entering into the field of sport at a very interesting rate. They are very keen on this sort of thing. We had a large contingent of girls for the recent South Pacific games. And in Rabaul, at the athletic meetings, we always find very large numbers of girls participating. One other interesting development is the establishment of more domestic science schools, and also in the Rabaul area we have a large domestic science school for girls.

Mr. McCARTHY (Australia): I will be very brief. I wish just to add a little bit to that. A good many years ago, on instructions from the Government, in the field I was working in, I was instructed to give particular attention to this matter of women's education, the development of women's clubs, and the advancement of women generally. There was a definite and very positive drive on that in those years, because the education of women, the entry of girls into the schools, and the development of women's activities of all kinds, were lagging because of social and economic reasons that were part and parcel of the indigenous life of the community.

There was a concerted drive, of very large dimensions, on this matter of women's education, women's clubs, the development of women's interests, which has been crowned with very considerable success indeed.

Mrs. ANDERSON (United States of America): I have just two very small questions in clarification of the interesting comments that were just made by the Special Representative and by the representative of Australia. I assume from what the Special Representative said that most of the education is co-educational. Is that correct?

Mr. WEST (Special Representative): That is correct, apart from technical education. Most of the education in the Territory is co-educational.

Mrs. ANDERSON (United States of America): I was very interested to hear about the great increase in development in maternal care and infant care. I am just wondering if the Special Representative could tell me how this has affected the infant mortality rate in the Territory and how this might compare with other countries.

Mr. WEST (Special Representative): I think that the exact statistics will be found in the annual report and in the supplementary report. But I like to say that, without any doubt, the effect of these services has been profound.

(Mr. West, Special Representative)

Here again I can quote from the situation in the Gazelle Peninsula, where we have a good road system and where there are first-rate medical services. The natural increase -- not the birth rate -- is about 4.75 and even higher in some cases. This is a remarkable standard anywhere. The families in general are large. It is quite average for families to have seven or eight good healthy children; sometimes the families are larger. Yet, in my early days as a patrol officer in remote areas in different parts of the territory I found that in an average family only two or three survived to adulthood, although possibly ten children might have been born. Also in those areas at that time when we were establishing administration in hitherto primitive sections, there were many cases of the mother having died in childbirth, leaving orphans behind. This is no longer the case. I quote from the Gazelle Peninsula where these services are probably the best in the Territory, but this situation is being achieved throughout a great deal of the Territory as we are able to move in with infant and maternal welfare services.

I think that Mr. Zurecnuoc would like to add something to what I have said.

Mr. ZURECNUOC: It may interest you to know, Madam President, that the women of New Guinea are just like the women of any other country. They have seen the people from the world, they see tourists and other people, Australian women, and they want to be like them. So they put pressure on us and we cannot resist it. We find that when women are given the chance they get ahead faster than men and they are much cleaner and they work better. In social functions, the women of different races mix better and look much cleaner than men. I think that the Trusteeship Council has put pressure on us, and it was constructive pressure for which we are very grateful.

The PRESIDENT: May I say here that I wish to thank Mr. Zurecnuoc and to take note of the comments of the representative of the United States. I think that the whole Council is aware of my special interest in the development of women.

I have moved just ahead of Mr. Zurecnuoc in telling the representative of Australia that I had hoped that a lady adviser would have been attached to the delegation this year, but this did not happen. I hope that the next time we meet at this Council table, that will be the case.

Mrs. ANDERSON (United States of America): I have no more questions, but I do wish to thank the Special Representative and Mr. Zurecnuoc and Mr. Eupu and Mr. McCarthy for the very informative and helpful answers to my many questions.

Mr. SHAW (United Kingdom): I should like first to extend a very warm welcome to the Special Representative, Mr. West, and to the two members of the New Guinea House of Assembly, Mr. Zurecnuoc and Mr. Eupu, who are accompanying him.

I do not have a great many questions as the ground has already been very thoroughly covered in replies to previous questions, but I should like, as my first question, to revert to the matter of taxation. Replies from the Special Representative to previous questions have made it clear that there is, firstly, provision for income tax and, secondly, for a local government tax, as I understand it, in those areas where there are Local Government Councils. I think that the Special Representative has clarified the systems under which these two methods of taxation are assessed and the rates of taxation fixed. There is, however, also on page 48 of the Annual Report a reference to personal tax, so it seems that there are three perhaps parallel methods of taxation. What I should like to know is which of these systems bears on the great majority of the indigenous inhabitants of the Territory. In short, would it be true to say that the great majority of people in the Territory are liable to local government tax and also income tax, and perhaps also personal tax? I should be very glad if the Special Representative could clarify the position on this point.*

* Mrs. Anderson (United States of America), Vice-President, took the Chair.

Mr. WEST (Special Representative): The annual report states that personal taxation is levied under the Personal Tax Ordinance 1957-1965 on all male persons eighteen years of age or over. Rates are fixed annually under the Personal Tax (Rates) Ordinance. The levy is the significant factor there. The rates are fixed under this Personal Tax Ordinance from year to year. In the year 1966-1967 no personal tax rates ordinance has been passed and I understand that there is no intention to pass such an ordinance. So that brings us back to the present time when we do have two or three taxes: the income tax, which is applicable to people who have incomes over a certain figure; Council tax, and tax under the Tax Rates on Chargeable Income Ordinance, which I referred to this morning.

First of all, I should like to say that anyone who pays Council tax and who is eligible for other forms of direct tax is entitled to have the amount of tax paid to a Council deducted from the other amount. So this in fact means that no person is subject to two direct taxes because if the Council tax is paid it is deductible.

As far as the Chargeable Income Tax is concerned -- the one to which I referred this morning -- this is a tax imposed on people who have an income in excess of \$8 per week but who do not make sufficient money to make them eligible for the normal income tax; and these are the people who pay two cents in the dollar, or 2 per cent. It is only a small tax and, as much as anything, it is designed for the purpose of educating the people in their responsibilities as citizens.

Mr. SHAW (United Kingdom): I am grateful to the Special Representative for his explanations which I think have made the position a great deal clearer. I should like to ask him in continuation whether I would be right in assuming that probably the majority of indigenous people pay only Council tax and that their earnings are not such as to bring them within the scope either of income tax or chargeable tax.

Mr. WEST (Australia): The majority of the people are certainly not subject to tax rates. Three-quarters of them are in Councils and they pay Council tax. Those who pay the chargeable income tax have deductions for the amount that they have paid to Councils. The truth of the matter is that it is rather difficult to assess chargeable income in cases other than those where the person is in employment. If the person is in employment, it is the employer's responsibility to deduct the tax. But the situation is that very many of our indigenous people are self-employed. They grow and market their own produce to a variety of agencies and therefore the collection of taxes is one of our problems. But certainly no one pays twice in respect of the same amount of income. Certainly there are a number of people who pay Council tax who would be eligible to pay taxes in excess of that amount if it were physically possible to assess the taxes that they really ought to be paying. To remedy that situation, the Administration is establishing regional representatives of the Commissioner of Taxation in the more economically advanced areas -- for example, at Lae, at Rabaul and in Goroka. One of the functions of the local representative of the Taxation Commissioner will be to move amongst the people and contact those whose incomes from their own personal endeavours are such that they should be making some contribution to development through taxation.

Mr. ZURECNUOC: I made it clear that one of the reasons is that a lot of people from Council areas had gone to the towns and that for many years we have been finding it difficult to collect taxes from those people. It was the policy in the past that they must send their taxes back to their Local Government Council.

(Mr. Zurecnuoc)

But the different Councils found it hard to collect the tax, and thus those people did not pay taxes either to the Central Government or to the Local Government. They had been provided with school facilities and medical services for years. We tried to tax them and we had to find a way to do so. So we decided to introduce this bill which would not affect the majority of the peoples who lived in the villages. It will affect only those people who have low earnings.

That is one of the reasons why this bill was passed. In the villages they live on garden produce and they are subsistence farmers; they do not earn \$8 a week. Not at all. When a tax is due they go out and work for it. They earn \$7 a year. They pay the tax and go back to the farms. This does not affect the village people. It will affect those who live in the towns and who never contribute anything toward the development of the country.

Mr. SHAW (United Kingdom): I should like to thank Mr. Zurecnuoc for his further explanation which has answered very fully the point I had in mind. Perhaps he could also say a few words about the method of collecting local government taxes. Are the Councils themselves responsible for collecting local government taxes or are they assisted in this matter by the District Administration?

Mr. ZURECNUOC: This is entirely in the hands of the Local Government Councils themselves. They always have a Council Advisor for keeping their records and things of that kind. But it is entirely in the hands of the elected Councils.

Mr. SHAW (United Kingdom): I should now like to turn from that point to certain of the functions and operations of the Local Government Councils. Yesterday Mr. Zurecnuoc told us something about this, and he suggested that because of their newness perhaps, their novelty, and perhaps because some of the members of the Council were still gaining experience, there was some uncertainty about their precise functions or, shall I say, there is no definite uniformity about them? He told us that the Councils had among their functions the drawing

(Mr. Shaw, United Kingdom)

up of annual budgets. What I should like to know is to what sort of purposes they devote those budgets. Do they have specified statutory functions which enable them, for example, to assume responsibility for health services in their area; for example, such services as minor road construction, local water supplies? Or are they perhaps still feeling their way and that this is possibly an experimental stage? Is it the case that the Administration takes a rather more pragmatic view of their role and allows Local Government Councils to assume whatever functions they show a desire to take over? In other words, am I right in thinking that at this stage one of the main objectives of the Administration's policy is to encourage Local Government Councils to show initiative and to encourage that initiative in whatever direction it lies, without following necessarily too hard and fast a line on the Council's discharging of certain specified functions? I should like to hear the views either of the Special Representative, of Mr. Zurecnuoc or Mr. Eupu on that question.

Mr. WEST (Special Representative): I would wish to say a few words about this, and then perhaps, as this is something in which my two advisers are interested, they might perhaps make a few comments.

The Local Government Ordinance which governs the operation of local government councils and which was passed by the House of Assembly, is cast in very wide terms to make provision for developments that are likely to take place. This permits Councils to participate in a very wide variety of activities in the provision of quite a large number of services. The Central Administration is anxious that the Councils should take over as much responsibility in respect to area services as they can, and as soon as they can. As I pointed out in my opening address yesterday, several of the councils now have incomes in excess of \$100,000 a year, and this has enabled them to widen the scope of their activities very appreciably. For example, this year the Gazelle Local Government Council proposes to purchase very extensive pieces of road maintenance equipment, graders and things like that, and before moving into this field they had an assurance from the Central Administration that the Central Administration would give them a contract for the maintenance of certain of the roads in the Gazelle Peninsula for which the Central Administration is currently responsible. The situation was that the Council wished to upgrade the roads for which it has responsibility, but the volume of work that it had would not be sufficient to warrant the outlay of this substantial capital expenditure.

When I was at Hagen recently, I noticed that one of the activities of the Council there was to run a very fine guest house. There are many people in transit through Hagen, and the Council runs this very fine guest house at reasonable rates, and this guest house is supported by all sections of the community. I noticed that there were Europeans staying there and that there were indigenous people staying there.

Similarly, the Minj Council has a number of tractors that it has purchased, and on a contract basis it ploughs up areas of land for people to plant peanuts, sweet potatoes or whatever their crops happen to be.

(Mr. West, Special Representative)

A number of Councils operate bus services and trucking services, and I have given these as examples of the fields into which the Councils are moving.

In all cases, of course, they are vitally interested in health and education services. The normal practice is for the school buildings to be constructed mainly by the Councils. These are primary school buildings, and the Central Administration gives some assistance and some assistance is given by parents' and citizens' associations.

Another field is the field of health, where basically the buildings are provided by the local council and the staff is provided by the Department of Public Health. We have established in a large number of cases what we call rural health centres. These comprise a small hospital, a small maternity hospital, and the centre from which the infant and maternal welfare nurses, the hygiene inspectors, the health educators and other people operate. Here the Council would provide the buildings, the houses and the transport, and the personnel and the fittings and so on would be provided by the Central Administration.

As Mr. Zurecnuoc mentioned yesterday, quite a lot of our development is taking place on what we call a "self-help" basis. We would like to bring the local community into this sort of development as much as we can. The Central Administration provides something, the Council provides something and the local community itself provides something, very frequently in the form of labour.

Mr. SHAW (United Kingdom): I should like to thank the Special Representative for his illuminating comments in reply to my last question. I was particularly interested to hear what he had to say about the application of self-help arrangements, because on this basis in many developing parts of the world, countries, and particularly rural areas, have been able to take very steps forward at the local level at a much faster rate than would otherwise have been the case.

(Mr. Shaw, United Kingdom)

If I could look a little further ahead in the local government field, I would be interested to hear the views of the Special Representative as to whether it is too soon to look for any review or further definition of the functions of local councils. Are they, for instance, at some stage likely to become local educational centres in a rather stricter sense than their present function in the field which he has already described.

Another point on which it would be interesting to have his comments is whether there is ever likely to be any correlation between the functions of the local government councils and those of the Advisory Committees, which act as advisory bodies to the District Commissioners, as he described their functions yesterday. In short, is there any foreseeable connexion between the local government structure and the functions of those committees, and is it possible as yet to see any review or fresh direction to the development of these councils, or are they still, as it were, in an early stage?

Mr. WEST (Special Representative): The Local Government Council Ordinance was introduced in 1965 to replace the former Native Local Government Council Ordinance, and this new Ordinance was drafted to take into consideration the developments that are likely to take place in local government. Therefore, it was cast in very wide terms, and there are provisions in the Ordinance for the local governments to expand into a very large field. The answer to the question is that the legislative basis is present for the full development of local government councils to take care of area administration. There are certain issues, of course, that are matters of policy, and decisions as to what will become the functions of local government councils and the responsibilities of the local government councils and what will remain the functions of the central Government will be made, of course, from time to time in the light of developments. This will be a matter for the House of Assembly.

The representative of the United Kingdom mentioned the possibility of Local Government Councils becoming local educational authorities. Here again, I think this is a political matter. In Australia education is centralized at the state level. A great many people think that it would be much better if it were centralized at the federal level. However, I fully appreciate that in a number of countries local authorities do play a big part in this particular aspect. But these are matters for the future. Currently, education policy, education personnel, and so on, are centralized, but there is very close co-operation at the local level, particularly in the provision of school buildings and other facilities.

As far as the District Advisory Councils are concerned, eventually they must develop into some sort of elective body. I do not know about this, this is conjecture, but currently there is definitely a very close connexion between the two, and in most Districts the presidents of the various Councils, or a certain number of them, have their place on the District Advisory Council. This is policy; this is policy to have the Councils represented on the District Advisory Council.

Mr. SHAW (United Kingdom): I would like once more to thank Mr. West for his very full replies to the questions I have put to him.

I would like to turn now to a matter which concerns the Conference of Local Government Councils, to which reference is made on page 44 of the Administering Authority's report. It is mentioned there that at the annual Conference last year, a resolution was adopted in the following terms:

"That the Administration ask the Australian Government to stop pressure being applied to have independence and self-government in the Territory." This seems a rather unusual sort of conclusion and a conclusion in rather striking contrast to what is said in one of the General Assembly resolutions to which certain representatives here made reference yesterday namely, resolution 2227 (XXI), and in particular paragraph 4 (d) thereof, which calls on the administering Power to fix an early date for independence. Now, this resolution adopted by the Conference of Local Government Councils is perhaps one to which we ought to give some stress, bearing in mind that one of the recommendations of the thirty-third

session of the Trusteeship Council, last year, urged the Administration "to give the most earnest consideration to the recommendations made by the annual conferences of local government councils". (A/6304, paragraph 108)

I would be interested to hear from the special representative, or, if he is agreeable, preferably from his two colleagues, what were the reasons that led the Conference of Local Government Councils to adopt this resolution.

I would also be interested to know something about the composition of the Conference: Is it predominantly indigenous in its composition? Is it representative, generally speaking, of the whole body of Local Government Councils throughout the length and breadth of the Territory? Can it therefore be said to affect grass-roots opinion in the Territory? Is it perhaps in some ways an accurate mirror of local opinion, or as accurate a mirror of local opinion as the members representing open electorates in the House of Assembly?

In other words, there are really two parts to this question. First, I would like to hear the reasons which led to the adoption of the resolution asking the Australian Government to stop the pressure being applied for having independence and self-government; and secondly, I would like to know something about the composition and make-up of the Conference which adopted this rather strange resolution.

Mr. WEST (Special Representative): The answer to the second part of the question is that the Conference of Local Government Councils was comprised overwhelmingly of indigenous representatives of the various Councils. There would not have been more than two or three European members present at that Conference.

As to the first part of the question, my understanding of this resolution is that it arose from the feeling of the Councillors that the pace of development in New Guinea was a little too fast for many of them. This is a feeling that was expressed to me in two or three places quite recently, particularly in the Highlands areas, where the people stated that they were quite concerned about not only the **rate** of political development, but -- what was even closer to home -- the **rate** of economic development. They said changes were coming about so fast that they were having difficulty in adjusting to the new way of life. The social organization of the community and family life were being affected, and that sort

of thing. Where major highways were appearing through areas that otherwise could be referred to as "Sleepy Hollows", where people are now truck-owners, where they are moving away from the traditional way of farming to fixed crops, and so on, some of the people are finding that the pace is too much for them.

(Mr. West, Special Representative)

Some of the people are finding that the pace of change is just a little bit too much for them. This is right down at the grass roots level. I would think that many of these councillors would be speaking on behalf of people at the grass roots level. The basis of this particular motion of the Conference of Local Government Councils is that the people are somewhat apprehensive about the situation. They feel that they should ask the Australian Government to watch the situation carefully and they believe that the Australian Government should be careful not to give too much consideration to opinions other than their own about the pace of political development.

Perhaps with your permission, Madam President, Mr. Zurecnuoc might add something to what I have said.

Mr. ZURECNUOC: Yes, as the Special Representative had made clear, those are the reasons. Talk of independence and self-government is something that is frightful at the village level, at the grass roots level. They do not want to hear about that. For example, if you offer a child plates of delicious food one after another to have a choice, he would be frightened. That kind of talk gets people confused. If the Australian Administration, in carrying out General Assembly resolution, starts telling the people in the villages that they have to have a choice, the people would never want to listen. They may turn on them and shut them up and say, "You have made a mess here and now you want to run away; better stay and bring us up to your standard". This is the general feeling. I come from one of the remotest parts of the country and when I go back from here I can talk to them, but they won't believe it. This is a misunderstanding on the originating side of the thing. The people think that if we would have self-government the Australians would certainly get up, pack and go home and that we would be left stranded. The people are not willing to listen; they just block themselves up and do not want to listen. They just want to see Australia live there and build us up as fast as they can. That is one of the reasons that we have a difficult job to explain this to them.

Mr. SHAW (United Kingdom): I should like to follow that up with another question addressed to Mr. Zurecnuoc. Would he say that the point of view reflected in this resolution is less characteristic and less typical of opinion in the towns and more typical of the large areas of the Territory outside the town; in

(Mr. Shaw, United Kingdom)

other words, that opinion in the towns would be less along these lines, whereas this resolution is more representative of opinion in the agricultural, rural areas?

Mr. ZURECNUOC: That is true. It is the opinion of the majority of those who live in the rural areas. The feeling in the towns is different; it is milder.

Mr. SHAW (United Kingdom): My next question is about the Select Committee on Constitutional Development. I am not fully clear about its scope and terms of reference. I understand that the Select Committee has tackled the question of membership of the Legislature and that the question has now been settled and approved and that effect has been given to the Committee's recommendations. I understood too that the Select Committee has since dealt separately with the question of membership, perhaps the functions in the executive field of government, and we are told that those recommendations should shortly be available. We are also told in the annual report, on page 20, that last year, in April 1966, the Select Committee had discussions with the Australian Government about long-term possibilities for the Territory. Does the Select Committee have very specific terms of reference which really limit its role to looking at reforms in the legislative and executive organs, or can it in fact range freely as wide as it wishes, and can it in fact offer recommendations if it so chooses on the ultimate status of the Territory?

Mr. WEST (Special Representative): The terms of reference of the Select Committee were as follows: that a select committee be appointed to consider ways and means of preparing and presenting, and to draft for the consideration of the House, a set of constitutional proposals to serve as a guide for future constitutional development in the Territory. I think that those are fairly wide terms of reference. They talk about a set of constitutional proposals, and I think it would be valid for the Select Committee on Constitutional Development to cover a fairly wide field in that respect. I should also point out that the House of Assembly has met on a number of occasions since the Select Committee was set up, and I feel that if the Select Committee had thought it advisable to have broader terms of reference, those terms of reference would have been amended by the House of Assembly.

(Mr. West, Special Representative)

Another aspect is that the old Legislative Council also had a Select Committee on Constitutional Development, or a similar committee. I think it is fairly certain that after the next elections in March 1968, the future House of Assembly will also have a select committee on constitutional development, because this is not a static thing by any means. I would say that to me the terms of reference would appear to be very wide and quite appropriate.

I am not quite sure whether that answers all of the questions, but if the representative of the United Kingdom would seek more information, I shall endeavour to supply it.

The PRESIDENT: Does the representative of the United Kingdom wish to comment further or does this answer his question?

Mr. SHAW (United Kingdom): Yes, the answer given by the Special Representative indeed answers the points I had in mind. It is clear from what he has said that although no one can anticipate the decisions of the future House of Assembly, due to be elected before too many months are passed, nevertheless, the likelihood is that this process of constitutional review, which is being undertaken by the present Select Committee, is likely to be a continuing one.

We have noted from the annual report that statements have been made on record by the Australian Government that it is the prerogative of the people of the Territory of New Guinea-Papua, to terminate the present status of the Territory and to take independent status if they wish to do so. Would I be correct in thinking that in the light of such statements the New Guinea House of Assembly has on one or more occasions expressed the view that the people alone had the right to decide when they wished to attain independence?

Mr. WEST (Special Representative): I can give an assurance that those sentiments have been expressed on a number of occasions in the House of Assembly.

Mr. SHAW (United Kingdom): The answers which have been given by the Special Representative and his colleague, Mr. Zurecnuoc, in my view clearly confirm that the policies of the Australian Government are in fact in full accord with General Assembly resolution 1514 (XV), which declares in operative paragraph 5 that:

"Immediate steps shall be taken... to transfer all powers to the peoples of those Territories..." -- and that includes "Trust Territories" -- "in accordance with their freely expressed will and desire" -- I will repeat those words -- "in accordance with their freely expressed will and desire... in order to enable them to enjoy complete independence and freedom."

It seems to me that both the actions and the statements of the Administering Authority have shown the greatest readiness to accede to the "freely expressed will and desire" of the people of the Trust Territory.

I would simply go on to say that if certain representatives called attention yesterday to the implementation of resolution 1514 (XV), and also with reference to that resolution, resolution 2227 (XXI), I would suggest that it is not the policies of the Administering Authority which are perhaps inconsistent with resolution 1514 (XV) but resolution 2227 (XXI) itself, in that it is calling on the Administering Authority unilaterally to fix an early date of independence, without any regard to the peoples' will and desire.

I should like to turn now, if I may, to a matter in the public service field. Could the Special Representative tell us whether -- in continuance of information he provided this morning about the composition of the various divisions of the public service -- in the district administration service there are as yet any indigenous officers at responsible levels? By that I would mean officers in charge of districts or sub-districts or assisting the senior officers in those units? If that is not the case as yet, could he say whether he would expect such posts to be filled by indigenous officers in the very near future as a result of graduates emerging from the recently established Administrative College?

Mr. WEST (Special Representative): The situation is that in the Department of District Administration which is responsible for district administration thirty-four officers are now in the second division. The Department has taken the view that as far as possible those officers should have the same minimum entry qualification as Australian officers. That is, in these particular positions, matriculation standard. What the Department has done is to recruit as many indigenous people as it can -- one of the problems at the moment still is competition among the departments to recruit indigenous personnel -- and those people who have been recruited over the past few years have been given experience and have been put to various institutions to bring them to a standard where their minimum educational level is matriculation. For some time a special institute was set up at Finschafen in the Morobe District for training, but this has now been abandoned with the development of the Administrative College. Therefore, what we have done is, first of all, brought our indigenous officers in the field staff, as we call it, to matriculation level by adult education. This has meant giving most of them a two-year course; beyond that, we have entered ten of them to date in the Administrative Staff College to undertake diploma of public administration courses at the tertiary level.

(Mr. West, Special Representative)

This year there are six of our men in the final year. Ten have been promoted to Assistant District Officer level. Some of them are already in charge of sub-districts; others are still at the administrative college. Therefore, it is our intention, as quickly as possible, to get these people to the diploma level; that is, two years of tertiary education. Quite a few of them are well into their twenties, up around twenty-seven, twenty-eight, and having done this course at the administrative college, we feel that they have the necessary background and equipment to run sub-districts and then, some time after that, districts.

We do not feel that we should lower standards. It is a very big responsibility to run a sub-district with 30 or 40 or 50,000 people. And as my adviser, Mr. Zurecnuoc, put it this morning, apart from education, we require maturity and judgement and experience to handle this type of situation. I think he indicated this morning that the directors of the departments in Port Moresby are mainly men who have had twenty-five years' experience. One just does not assume the capacity to carry out certain functions by virtue of a university degree.

Mr. SHAW (United Kingdom): I would simply like to ask one or two questions in conclusion on the matter of education. Nothing in the admirable report produced by the Administering Authority has impressed me more than the strides which were made in the last year or two in establishing institutions of higher education: the university, and institutions in the training, technical and public administration field.

A suggestion was made at one stage yesterday that the doors of higher education were closed to New Guineans. But I got the impression from the report that in fact these facilities, at what I understand they term the tertiary level, are in fact, in some ways, expanding more quickly than the output from the secondary schools in the Territory can keep up with. Is this the case? Is it the fact that there are vacancies in the university and various other institutions in the higher technical and training field? If so, what is it that is the real bottleneck in the system that prevents the places being filled?

(Mr. Shaw, United Kingdom)

I would be interested to hear Mr. West's views on that, or, if he prefers, perhaps, with your permission, Madam President, Mr. Zurecnuoc, as a member of the University Governing Council, might like to comment on whether in fact there is a sufficient flow of material coming up to fill all the places that are available in these newly established institutions.

The PRESIDENT: I give the floor to the Special Representative, or perhaps he wishes to ask the Special Adviser to comment.

Mr. WEST (Special Representative): I should like to make a few observations in the first instance and then perhaps Mr. Zurecnuoc might care to say something more.

I should like to emphasize that in this aspect of development, the Administration has planned ahead very wisely and very admirably, in that we have these tertiary institutes ready for the students as they become available. This includes staff; it includes classroom accommodation, and it includes residential accommodation. The young people are coming up from high schools at a rapidly increasing rate. I could say that the situation is snowballing. But just at the present time, and up to the present, there has been a very big demand for young people reaching intermediate and matriculation standard, both in the Government and in the private sector. There has been very strong competition. The situation is that, as the young people become available, as they matriculate, they have first-rate opportunity to acquire good positions with private enterprise, or with the Administration, or to enter the various institutions that have been set up at the tertiary level in the last two or three years.

Mr. SHAW (United Kingdom): Madam President, I do not know whether Mr. Zurecnuoc, as a member of the University Governing Council, would, with your permission, care to add something about the readiness with which places at the university in particular can be filled.

Mr. ZURECNUOC: I am not quite clear about it. Will you make it as simple as possible.

Mr. SHAW (United Kingdom): I will do my best. My question was really this: Are there enough boys, and young men and girls, coming up from the secondary schools, from the school system, with the right qualifications and the right abilities to fill all the number of vacancies and places in the University which is now being set up in Port Moresby?

Mr. ZURECNUOC: I would say yes; there are enough. More are demanding university. Some will be offered a scholarship by private people; others will be granted scholarships by the Administration. There will be more.

Mr. SHAW (United Kingdom): I should like to ask the Special Representative a simple factual question about the estimated output of graduates from the University of Papua and New Guinea. I know that he tried to give us a great deal of detailed information this morning. But since the University is going to be of crucial importance to the future of the Territory and its ability to produce the manpower which is indispensable, if the people of the Territory are eventually to govern themselves, I should like simply to have a general figure of the annual output of graduates which is expected, and I should also like to know when the first batch of students are expected to graduate. We all know that it takes time to establish a university; it is not just a machine. It takes time to go through a thorough and full education and it may be perhaps two or three years ahead before the first graduates emerge.

But what I should like to know is, when are the first group of graduates expected to graduate and what is the present target of the total output each year of graduates, irrespective of their disciplines or faculty of study?

Mr. WEST (Special Representative): I cannot give a complete answer to this question. What I would say is that, on the basis of the current enrolment of 81 students in the first year studies, I think we could estimate that perhaps 70 of these would graduate in three years' time. Of course, we have at the same time additional people at the Papuan Medical College and at the Institute of Higher Education; but it would seem that in three years' time we can expect the first 70 graduates from the University. It would also appear from present intakes that from then onward we could expect an output of somewhere in the vicinity of 100 per year.

Mr. SHAW (United Kingdom): This was precisely the kind of figures which I had hoped to establish.

My final question is this. Could the Special Representative tell us what steps, if any, are being taken in the Territory to educate the people of the Territory about the special responsibilities for them which the United Nations has, and in particular, are any steps being taken to make known the various resolutions of the General Assembly about the Territory, including those to which there has been reference during our discussions yesterday and today?

Mr. WEST (Special Representative): First of all, the United Nations itself has set up an Information Office in Fort Moresby. This is supported financially by the Territory Administration; and I must say that the representative of the United Nations in Fort Moresby does an excellent job. He presents in a very attractive and readable form a great deal of information about the United Nations, particularly about the Trusteeship Council, and more particularly about the resolutions affecting the Territory of New Guinea.

In addition to this, the Administration has its own special Department of Information and Extension Services. These people work in close co-operation with the United Nations Information Office. The Department of Information and Education Services, among other things, runs the five Administration radio Stations in the Trust Territory, and radio is one of the media that is doing a tremendous amount to advance the Territory. I spoke earlier this afternoon about the contribution which Pidgin has made in making the Territory more cohesive, and the same thing applies to these radio stations. I think that they are of

(Mr. West, Special Representative)

tremendous value in the development of the Territory. These radio stations are one of the best media which the Administration has of keeping in touch with the general public and frequently, on and through these radio stations, information about the United Nations is brought to the people, especially, as I have said, the resolutions affecting the Territory itself and the resolutions in relation to the developments which the United Nations hopes will take place in the Territory, such as the advance towards self-determination. The Administration, through this Department of Information and Extension Services, produces a continual stream of pamphlets and booklets, and so on. We have a particularly good booklet on the United Nations which contains information about resolutions 2112 (XX) and 2227 (XXI).

Apart from this, the Administration has a very good contact with the people at the grass roots level through its extension overseas in the various departments, especially the Department of District Administration, Health and Agriculture and, possibly the most important of all, the Department of Education; and the work of the United Nations, the resolutions of the United Nations concerning New Guinea, form a very large part of social studies in the classrooms at all levels and throughout the Territory. It is my firm conviction that the people of the Territory are very well informed on the issues raised by the representative of the United Kingdom.

Mr. SHAW (United Kingdom): I should like to say how grateful I am to the Special Representative and to Mr. Zurecnuoc and Mr. Eupu for their patience and for their very informative and illuminating replies.

Mr. LIN (China): I am very grateful for the presence of the Special Representative, Mr. West, who has rendered so many years of service in the Trust Territory, and I am especially grateful for his opening statement which was so informative. I should like to welcome the two distinguished members of the House of Assembly, Mr. Zurecnuoc and Mr. Eupu, Under-Secretaries of the Treasury and the Department of Land Surveys and Mines respectively. They have already answered many questions of importance; possibly more than two-thirds of my questions have been anticipated and I shall not repeat them. It is difficult

MW/ck1

T/PV.1301
73-75

(Mr. Lin. China)

for me to find a really intelligent question to ask; however, I shall do my best. If I ask any foolish questions, I hope I may be forgiven because of my ignorance of the Territory.

Like the representative of New Zealand, I am very much interested in local government, and I shall start with that.

My first question is: How do local councillors get elected, how are they nominated, how do they present themselves to the people, how are the campaigns conducted and what is the voting procedure in each local area?

Mr. WEST (Special Representative): The method of election to a Local Government Council is for a great deal of publicity to be given about the forthcoming elections. That is done by the Council staff with the assistance of the Council adviser. The Council area is divided up into wards, and in respect to each ward any adult resident is eligible to be elected as a councillor. He needs to be nominated and seconded. He needs to indicate that he is prepared to accept nomination. As Mr. Zurecnuoc has mentioned, he must have lived in the electorate or the ward for twelve months to be eligible to represent the ward in the Local Government Council.

As far as the actual elections are concerned, these are carried out by the officers of the Council. The Council clerk is basically responsible for that. There are scrutinies to ensure that everything is done in accordance with the rules, and the methods vary to some extent.

As to the manner of the actual voting, normally it is by what we call a whispering ballot. That is, the people will have been informed as to when the voting day is and the place where the vote will be held. Normally, there are a number of voting places to make it as convenient as possible for the majority of the people. The voter casts his vote either by whispering the name of the candidate to the polling officer who will record it, or if the situation is more sophisticated, the vote will be cast by writing the name on a piece of paper and using the ballot-box system. So it is a system of secret balloting.

Mr. LIN (China): Several questions have been asked about the functions and powers of the Local Government Councils. It is still not clear to me whether the Local Council is essentially an executive or administrative organ or advisory or legislative organ. Considering that fact, as I understand it, there are now eighty-two councils. As of last June, there were seventy-eight Councils and about 2,400 Councillors. So on the average each council has about thirty councillors. Are they all executive members of the local government or are they

advisory in character? Does each Council have a mayor or administrative chief and assistants? How do they actually work at the council level within the Council itself?

Mr. WEST (Special Representative): The Councils operate under the chairmanship of a president who is elected by the Council. He is assisted by a vice-president, who is also assisted by the Council. He is elected by the body of councillors. This system of councils gives responsibility for area administration to the councils. They are responsible for raising council taxes; they are responsible for the provision of certain services within the council area; they are responsible for the development of the area in certain of its aspects.

One of the most important functions of the Council is to decide upon a tax rate, to collect the tax, to prepare a budget and decide on what is going to happen to the taxpayers' money. To a large extent it is a legislative body at the local level. It is responsible for a certain area and is empowered to make certain rules in respect of its own area. These responsibilities relate of course to local matters. It is responsible for the registration of births, marriages and deaths, all of the things that have to be attended to or which can be more conveniently attended to at the local level rather than at the national level.

As far as actual operation is concerned, the Councils split up into a number of committees. There is an executive committee, a tax committee, a finance committee, a public works committee and so on, depending on the degree to which the Council has developed.

Mr. LIN (China): I thank the Special Representative for his very interesting analysis of the work of the Councils.

I have one more question relating both to the Council and to the Department of District Administration. There are nine districts and thirty-eight sub-districts. The District Administrator, as I understand it, is responsible for general administration and for co-ordination of all activities of all departments within the district.

My first question is: What is the formal relationship between the District Administrator and the Local Councils within his district? I have another question. There is a Commissioner for Local Government and also some deputy or regional commissioners. What is the relationship between the Local Government Council and the Commissioner for Local Government who is in the Central Government? If you can define the precise relationship, the picture will be clearer to me.

Mr. WEST (Special Representative): In the Territory of New Guinea, as in many other countries, the Central Administration has certain responsibilities. The local administration has certain responsibilities. In Australia, we have a Commonwealth set-up. The Commonwealth Government has certain responsibilities in relation to Australia as a whole. It looks after certain things, the Postmaster-General's Department, the Department of Civil Aviation and so on, things that are common. Then we have the states operating at a different level again, with their own educational systems, their own police, their own transport and so on.

(Mr. West, Special Representative)

There again, there are either shire Councils or town Councils. The same type of thing operates in the Territory. We have the Central Administration with a whole field of responsibilities, and it is the District Commissioner at the district level who is responsible for the co-ordination of all the various Government departments in their activities. Formerly, the District Commissioner was also responsible for what we call area administration, right down to the grass-roots level. This is a responsibility which is now being assumed by the Councils, so there is no incompatibility in this. As a matter of fact, the two things are quite complementary.

A typical district might have five or six Council areas. The Central Administration will still have its responsibilities for the over-all agricultural programme, the over-all education programme, roads and bridges, certain public utilities of a major nature, electricity supplies and that type of thing. Native land is controlled centrally.

At the district level, there is a great deal of co-operation between the District Commissioner and the presidents of the local government councils. In his area the president and his council have responsibilities, but there are still many responsibilities of the Central Administration, and one of the most important of these, as I have said, is the road system. Yet the small roads, the minor roads, are the responsibility of the council; the major roads, the trunk roads, are the responsibility of the Central Administration.

There is a great deal of discussion and co-operation and interdependence between the District Commissioner and the various presidents of councils, but a large field is not precisely covered by legislation. It would be quite impossible to do so. The basic functions and responsibilities of local government councils are covered by the Local Government Council Ordinance.

As far as the Commissioner for Local Government is concerned, he is mainly responsible for the technical side of local government and the legislative side, and for the training of local government personnel, council clerks and other people who carry out responsibilities, the executive side of local government. The Commissioner for Local Government and his staff in the regions, for example, are responsible for the auditing of councils' books and accounts. They are really responsible for what might be called the machinery side of local government. The association of the District Commissioner with the Local Government Councils is on the practical side.

Mr. LIN (China): In the House of Assembly there are two standing committees, one on public works and one on public accounts. I understand that these are statutory committees. Apart from a few committees established under the Standing Orders, such as the library committee and the rules of procedure committee, there are only two statutory committees. I think the field of public works and public accounts are extremely important, and I am not questioning the wisdom of the Statute. I wonder why the House does not establish such committees on important subjects such as education, health, economic planning, land reform and so on. How does the House review the programmes and policies of the Administration in economic and educational matters, not knowing the full scope of the work of the House of Assembly. I ask these questions because the answers are not indicated very clearly in the report.

Mr. ZURECNUOC (Adviser to the Australian delegation): I do not think that I know the answer. I must say that at the moment the Administration is doing this for us, but this will come. The House of Assembly was for four years in an experimental stage, and the first committees we have appointed are on public accounts and public works. These are the only two statutory committees. There are other committees in which the Administration is doing this for us, but we are also consulted on these committees as Under-Secretaries and Administrative Councils.

Mr. WEST (Special Representative): As Mr. Zurecnuoc has indicated, Committees have been set up on various subjects and for various purposes from time to time by the House of Assembly, and other Committees have been set up with some members of the House of Assembly and some members of the Public Service and some from outside the Public Service even. For example, at present there is a committee on a Public Service which comprises three members of the House of Assembly and one of the assistant secretaries of the Department of Territories of the Australian Government which is inquiring into the Public Service. This was set up at the request of the House of Assembly. They wanted someone with highly specialized knowledge to sit with them on this Committee.

(Mr. West, Special Representative)

There has been the Select Committee on Constitutional Development. At present we have the Special Committee on Discrimination looking into the working of the Discriminatory Practices Ordinance.

The Administration and the Government welcome the setting-up of committees by the House of Assembly, and I can assure the Council that any committee that the House of Assembly has set up has had the full co-operation of the Administration and the Government in carrying out its work.

Mr. LIN (China): I have another question relating to legislation. According to section 55 of the Papua and New Guinea Act, certain classes of ordinances, certain areas of legislation, I imagine, are reserved by the Administrator for the Governor's pleasure. This is referred to on page 23 of the report. I wonder what these classes of ordinances are.

Mr. WEST (Special Representative): There is factual information supplied in the report of the Administering Authority, that certain classes of ordinance are reserved for the consent of the Governor-General. The data on this can be found in the Papua and New Guinea Act. I have not got a copy of the Papua and New Guinea Act with me at the present time. I would like to see that Act to refresh my memory on this particular aspect. I would say, though, that certain ordinances of a nature very basic to the Constitution would be reserved for the Governor-General. One type of ordinance so reserved, to my knowledge, is that relating to the Supreme Court of the Territory. This is something that is considered to involve the judiciary, of course, and the independence of the judiciary is a thing of great importance to basic freedoms. This is the reason why any legislation referring to changes in the judiciary is reserved for the consent of the Governor-General.

I am afraid that this answer is not complete. I shall be in a position tomorrow to give a complete answer. However, in general terms, the legislation reserved for the Governor-General is legislation which is basic to the Constitution of the Territory.

Mr. LIN (China): I thank the Special Representative for his answer and I shall be glad to know, at any convenient time, those classes of legislation which are reserved by the Administrator for the Governor-General's pleasure.

I remember that the Visiting Mission in 1965 and the Trusteeship Council itself last year recommended that the powers of the House of Assembly be extended. I wonder whether this question has been understudy by the Select Committee. I know the representative of the United Kingdom has asked questions more or less in that same area, but I should be glad to be informed about any consideration that has been given to this subject -- to the recommendations of the Visiting Mission and the Trusteeship Council itself -- and to learn whether perhaps the House, which is a new institution at the present time, does not think it necessary to further extend its powers.

Mr. WEST (Special Representative): I think that that is covered in the terms of reference of the Select Committee on Constitutional Development. We would expect that if that Committee has any recommendations along these lines, they will be contained in the report which we expect to be tabled in the House of Assembly this week.

Mr. LIN (China): I note that the legal system of the Territory is extremely complicated, comprising, as it does, certain principles and rules of common law and equity, and, as indicated on page 43 of the Administering Authority's report, certain "tribal institutions, customs and usages" of the indigenous inhabitants. It would be very hard to practice law in that Territory. I also notice that there is a Council of Law Reporting, which is issuing a third series of law reports. I should like to ask whether the Special Representative can tell me at the present time what is this Council of Law Reporting, its personnel and its programme; also, what are the contents of its third series of law reports -- evidently there is also a first series and a second series.

Mr. WEST (Special Representative): I would think that the legal system in the Territory of Papua and New Guinea is comparatively simple. The laws of the Territory and the laws of Papua did have a number of differences, but a great deal has been done to consolidate the body of law for both Territories.

As far as tribal law and custom is concerned, this does not present any great difficulty at all. Most of the issues involved are of localized nature. There is special legislation, currently a District Administration ordinance, which covers aspects peculiar to the local situation. As far as customs, and so on, are concerned, when it comes to criminal law, custom is taken into consideration when an appropriate penalty is being decided upon by the court. This is thought to be the most effective way of taking tribal customs into consideration.

With respect to the Council of Law Reporting, this is a system of recording cases which is practised very widely. It is a matter of building up a volume of case law, where inferior courts and subsequent courts of parallel jurisdiction refer to judgements and decisions in earlier cases to assist them in arriving at decisions. This is the system which is followed in Australia and, I think, in very many other countries.

Mr. LIN (China): I should like to ask a question about land policy, and perhaps I should address it to Mr. Eupu. I understand that a single system of land-holding has been introduced providing for individual registered titles. How successful has that policy been? How much land has come under individual ownership? What are the social or economic obstacles, if any, to that programme of land conversion?

Mr. WEST (Special Representative): Mr. Eupu, as you realize, Madam President, is not a particularly good speaker in English, although he understands English quite well. He therefore wishes me to answer this question.

With respect to land policy, the Administration has always followed the policy of securing the land to the people. This has always been a clear-cut policy. But in the light of developments that are taking place, it is very desirable in some circumstances that, although title be secured, some changes be made in the nature of title. One way of doing that is for the Administration, the Government of the country, to acquire the land, to buy the land, and then to lease it out to people on the basis of a ninety-nine-year lease. Another method that is used comes under the Land Tenure Conversion Ordinance, which provides that, by agreement with the group owners of a given piece of land, a firm title can be given to an individual or to a group of individuals. The main advantage of that method is that the person or group can then dispose of the land to other indigenous people. That is particularly important when a man wishes to develop a plot of cocoa or some other crop and ensure that he will be in a position to dispose of that particular property to his son at his death.

In a matrilinear society, by tradition that land would pass to his sister's children. With the social changes that are taking place, the tendency is for the people to want to move over to a patrilinear inheritance system.

Therefore, the Land Tenure Conversion Ordinance is designed to assist the Native people to change the nature of their tenure to suit their own circumstances.

The rate at which we are moving with land tenure conversion depends, to a large degree, on the people themselves. In some areas they do not see any great difficulties in communal land being used for tree planting. As time goes on the tendency is for people to want to convert their title. The Administration at the present time is moving at the pace that the people want it to move.

Mr. LIN (China): One of the most encouraging remarks which the special representative made in his statement yesterday was that in 1967, 60 per cent of the students who passed the Standard 6 examinations were placed in high schools and technical schools. I think that percentage is extremely high and is very good. I should like to know the total number of students that passed the Standard 6 examinations.

Mr. WEST (Special Representative): I shall have to check that figure. I do not have it before me at the moment. However, I should like to cite as a matter of interest that of the students who did not go on to high school, some went to vocational guidance schools, some took employment that did not require a higher degree of education, such as drivers, and quite a few, of course, as New Guinea is basically an agricultural country, went back to the family farm.

Mr. LIN (China): In asking the last question, I was under the impression that the number of students that finished primary school was rather small. Judging from the various figures that I have studied, the number might be only 1,000 or 2,000 of a total of 186,000 children in school.

(Mr. Lin, China)

There are too many, it seems to me, who have dropped out, who cannot continue until the fifth grade. The real educational problems seem to be that there must be some kind of social or economic obstacles which discourage children from continuing up to the fifth grade. The percentage is very small. This year the graduates may be about 1 per cent of the total number of students. Perhaps the facilities are not enough. That seems to me to be a very serious educational problem. I wonder whether the Special Representative can explain the situation a little bit.

Mr. WEST (Special Representative): This is not the case. And I think that when I have the total figures tomorrow, this will be indicated. I do have figures here for the East New Britain district. In the East New Britain district, which currently has a population of about 130,000, there are some 20,000 children in primary schools at the moment. At standard VI there are 1,350 -- this is in 1967. In the preparatory standard there are 4,000. This indicates that more and more children are going into the schools the whole time. I think when I do produce this figure tomorrow, the representative of China will realize that the numbers who pass standard VI are in fact quite substantial, and in fact the rate of drop-outs is not very high.

Mr. LIN (China): In the absence of a national language, which is such an important medium for national identification, I am very much interested in knowing something about indigenous music, folk songs or instrumental pieces. Would it be possible for some people to compose some songs based on indigenous thematic material: songs of the waters and of the isles, songs of the mountains and of the plains and the rivers which constitute New Guinea, songs which inspire the people with a feeling of national pride or territorial integrity, songs that unite the people together, songs that may be sung in all the schools of the Territory? I wonder if the Administration has done something of that sort or is contemplating doing something.

Mr. ZURECNUOC: Since the war, the Americans and Australians came with their big wealth, and this created a feeling among the people of New Guinea that if only they learned English they would get all these things. This went on for some years, and we are only beginning to relax now. If we want to feel that we belong to our country, we must have our own. And we, the local people, are aware of this. The Administration is instructing its teachers throughout the schools so that they can teach our own songs which tell our stories. This is being done. In the towns, local people are forming musical groups of our own Pacific island. We are thinking that way now. We have our own dances. And the Administration is encouraging this, our culture. This is one of the big things. Whatever comes to New Guinea, we have to be very careful that it does not come in suddenly and throw out all our things and then we would be hanging in the air. We realize this now. In the past, we did not. As I said, during the war when the soldiers came with their wealth, we thought we should learn English -- and I am talking from my experience, I came up the hard way; and I feel like belonging to a particular nice group. That is the feeling especially of most middle-age people. We insist on this -- and it will come.

Mr. WEST (Special Representative): On this particular issue there is a great interest by the indigenous people in choral and musical matters. There are a great number of traditional songs that are recorded by the Department of Information and Extension Services. One of the features of the social calendar at Rabaul, for example, is the annual choral festival which takes place on the Queen's Birthday weekend. At that festival more than 6,000 people participate in choir singing. There are many other occasions throughout the year in the Gazelle Peninsula when choral festivals take place, and particularly these choral festivals take place in Port Moresby, in Bougainville and in New Ireland. The Administration is doing a great deal to foster and encourage this type of thing.

Mr. LIN (China): It remains for me to thank the Special Representative and his advisers for their very informative replies to my questions.

The PRESIDENT: I should like at this stage to ask members of the Council if they would be ready to commence the general debate tomorrow afternoon. As there are no speakers for tomorrow afternoon, we will have to cancel the meeting and begin our work on Monday at 10.30 a.m. At that time, I hope that every member of the Council will be prepared to speak. Perhaps if we begin promptly at 10.30 a.m. and perhaps start at 2.30 in the afternoon, we might be able to complete our statements.

I now call on the Secretary of the Council.

Mr. RIFAI (Secretary of the Council): I wish to say something about the verbatim records. A question was raised earlier by the representative of Liberia and, I think, by the representative of Australia. I have made certain inquiries and I am told that whenever the Security Council meets, it has priority, first of all; and secondly, that when our Council meets in the morning and in the afternoon, it will be well nigh impossible for the verbatim reporters to catch up on any meetings that are pending.

I thought I should let the members of the Council know about this fact. At the same time, they are aware of the fact that they could always have the summary records at their disposal. I hope we can do something to hasten the production of the summary record and not have to wait for two days until it is produced. But that also is not in my hands. I shall raise the matter with the appropriate Department in order to find out whether it is at all possible to do that. I just wanted to bring this information to the attention of the members of the Council so that they would know the facts of the situation.

Mr. McDOWELL (New Zealand): My delegation is also interested in having the verbatim record of yesterday afternoon's meeting. If there is a Security Council meeting tomorrow morning, I assume that the verbatim reporters will not be able to work on our reports. But if we are not meeting tomorrow afternoon, would it be possible to have that verbatim record by tomorrow evening, so that we could work on it over the week-end?

The PRESIDENT: I call on the Secretary of the Council.

Mr. RIFAI (Secretary of the Council): I am also informed that if the Security Council does not meet tomorrow afternoon, then it will be possible for the team of verbatim reporters to produce the verbatim records for Monday morning, not for tomorrow afternoon. They will have to use tomorrow afternoon in order to work on the record. That is the information that I have received.

The meeting rose at 6.25 p.m.