



REPORT OF THE TRUSTEESHIP COUNCIL

20 July 1962 — 26 June 1963

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INDEX SECTION

GENERAL ASSEMBLY
OFFICIAL RECORDS : EIGHTEENTH SESSION
SUPPLEMENT No. 4 (A/5504)

UNITED NATIONS

(38 p.)

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New York, 1963

NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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Part I

ORGANIZATION AND ACTIVITIES OF THE TRUSTEESHIP COUNCIL

Chapter I

ORGANIZATION OF THE COUNCIL

A. Membership

1. The composition of the Council on 1 January 1963, was as follows:

Members administering Trust Territories:

Australia
New Zealand
United Kingdom of Great Britain and Northern Ireland
United States of America

Members mentioned by name in Article 23 of the Charter and not administering Trust Territories:

China
France
Union of Soviet Socialist Republics

Members elected by the General Assembly:

	<i>Date of retirement</i>
Liberia	31 December 1965

B. Officers

2. Mr. Nathan Barnes (Liberia) and Mr. F. H. Corner (New Zealand) were elected President and Vice-President respectively, at the beginning of the thirtieth session on 29 May 1963.

C. Sessions and meetings

3. The Council held the following meetings during the period covered by this report:

Thirtieth session (1203rd to 1224th meetings), 29 May to 26 June 1963.

4. All meetings took place at the United Nations Headquarters, New York.

D. Procedure

5. No change affecting procedure was made by the Council in the period under review.

E. Relations with the Security Council

6. In accordance with Article 83 of the Charter, with the resolution adopted by the Security Council at its 415th meeting, on 7 March 1949, and with its own resolution 46 (IV) of 24 March 1949, the Trusteeship Council continued to perform those functions of the United Nations under the Trusteeship System relating to the political, economic, social and educational matters in the Trust Territory of the Pacific Islands and submitted a report thereon to the Security Council.¹

F. Relations with the specialized agencies

7. Representatives of the International Labour Organisation, the Food and Agriculture Organization, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO) participated in the work of the Council as occasion required.

8. UNESCO and WHO submitted their observations respectively on annual reports of the Administering Authorities for Nauru² and New Guinea.³

¹ *Official Records of the Security Council, Eighteenth Year, Special Supplement No. 1 (S/5340).*

² *Official Records of the Trusteeship Council, Thirtieth Session, Annexes, agenda item 4, documents T/1616 and T/1614.*

³ *Ibid.*, document T/1615.

Chapter II

EXAMINATION OF ANNUAL REPORTS

9. During the period under review, the Council had before it the annual reports of the Administering Authorities on the following Trust Territories:

<i>Trust Territory</i>	<i>Administering Authority</i>	<i>Year covered by the report</i>	<i>Date on which the report was received by the Secretary-General</i>	<i>Note of the Secretary-General transmitting the report</i>
New Guinea ...	Australia	Year ended 30 June 1962	14 May 1963	T/1607
Nauru	Australia	Year ended 30 June 1962	14 May 1963	T/1606
Trust Territory of the Pacific Islands	United States of America	Year ended 30 June 1962	15 May 1963	T/1611

10. Further details concerning the procedural aspects of the examination of the annual reports are given in the following table:

<i>Trust Territory</i>	<i>Name of the special representative</i>	<i>Meetings at which the annual report was examined</i>
Nauru	Mr. R. S. Leydin Mr. Hammer de Roburt (Adviser)	1204th-1208th, 1212th, 1217th
New Guinea	Mr. H. L. R. Niall Mr. Vin Tobaining (Adviser) Mr. Kwawala Kalo (Adviser)	1214th-1216th, 1218th, 1219th, 1220th, 1223rd

Chapter III

EXAMINATION OF PETITIONS

A. Examination of petitions

11. At its thirtieth session, the Council examined five petitions circulated under rule 85, paragraph 1, and two petitions circulated under paragraph 2, of its rules of procedure. The details of the petitions examined or considered are given below, together with an indication of the action taken on them by the Council. The examination of a petition relating to the Trust Territory of the Pacific Islands, including the hearing of the petitioner in support thereof, is dealt with in the Council's report to the Security Council.¹

B. Petitions concerning New Guinea

12. There were two petitions both of which had been circulated under rule 85, paragraph 2, since they dealt with matters of a general nature. The first petition concerned the adverse effect on the marketing overseas of New Guinea produce, in particular coco-nut products, should the United Kingdom, and certain other countries, join the European Common Market.⁴ This petition was placed on the agenda during the Council's examination of conditions in New Guinea.

13. The second petition concerned the Indonesian-West New Guinea (West Irian) question, in process of settlement at the time the petition was written, and requested the Administering Authority to take measures to safeguard the security of the Trust Territory of New Guinea.⁵ This petition was placed on the agenda during the Council's examination of conditions in New Guinea.

C. Petitions concerning Nauru

14. One petition contained a request by the petitioner that he be given the opportunity of receiving further education in the field of radio-technology in Australia in order to equip himself to replace an Australian, in the future, as head of the radio station in Nauru.⁶ The special representative stated, at the 1207th meeting, that inquiries were being made to see what the best arrangements would be for the training in Australia of a Nauruan officer who could then be advanced to the position of officer in charge of the radio station. It was expected that the petitioner would be the Nauruan officer chosen since he was the most experienced officer available at present for duties of that kind. In these circumstances, the Council decided to refer the petitioner to the observations of the Administering Authority⁷ and in particular to the comments made by the special representative.

15. Another petition requested the payment of increased rentals on non-phosphate bearing lands leased

in the District of Aiwo because of damage done by phosphate dust to the productivity of coco-nut and other fruit trees.⁸ At its 1207th meeting, the Council examined this petition and heard the special representative state that the Administering Authority was considering the payment of compensation to a landowner whose fruit trees could be shown to be affected in this way. The Council therefore decided to draw the attention of the petitioner to the statement of the special representative and to furnish him with the record of the discussion of his petition by the Council. The Council also requested the Administering Authority to inform the United Nations no later than by the eighteenth session of the General Assembly of the decision it had taken in this matter.

16. Two petitions concerned the judicial system in the Trust Territory. One petition referred to the lack of proper legal advice and representation in the courts,⁹ while the other complained that the Government surveyor on Nauru, who is a magistrate, should not hear Court cases in which decisions of the Nauru Lands Committee are in dispute as in his office of surveyor he is closely associated with the work of that Committee.¹⁰ In the course of the examination of these two petitions at the 1207th meeting it was suggested that the Administering Authority be asked to furnish the Council with more detailed information regarding the legal system, its functioning and the reforms it proposes to introduce. With regard to the first petition, the Council decided that the petitioner be referred to the comments of the Administering Authority with respect to his petition and that he be furnished with the record of the discussion of his petition by the Council. The Council decided, with regard to the second petition, to refer the petitioner to the observations of the Administering Authority¹¹ and to the statement of the special representative.

17. Another petition related to an agreement made in 1951 between the Administration and a Nauruan lady whereby the expenses of educating her son in Australia would be defrayed by the Administration, with some phosphate-bearing land being offered as security.¹² In 1956, a new agreement was drawn up because the debt was not being discharged satisfactorily. Subsequently, in 1962, a further arrangement was worked out among the parties concerned for the liquidation of the balance of the debt. The Council examined this petition at its 1207th meeting and decided that the observations of the Administering Authority¹¹ be communicated to the petitioner, together with the record of the discussion of his petition by the Council.

⁸ T/PET.9/24.

⁹ T/PET.9/26.

¹⁰ T/PET.9/27.

¹¹ T/OBS.9/4.

¹² T/PET.9/28.

⁴ T/PET.8/L.8.

⁵ T/PET.8/L.9.

⁶ T/PET.9/21.

⁷ T/OBS.9/4.

Chapter IV

VISITS TO TRUST TERRITORIES

United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1964

18. At its 1220th meeting, the Council decided to dispatch a regular visiting mission to the Trust Territory of the Pacific Islands in 1964. The composition and terms of reference of the Mission are given in the Council's report to the Security Council.

Chapter V

ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE BY THE TRUST TERRITORIES AND THE SITUATION IN TRUST TERRITORIES WITH REGARD TO THE IMPLEMENTATION OF THE DECLARATION ON THE GRANTING OF INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES

19. Throughout its examination of conditions in the three remaining Trust Territories of the Pacific Islands, Nauru and New Guinea during its thirtieth session, the Council was mindful of the steps being taken to transfer all powers to the peoples of those Territories, in accordance with their freely expressed will and desire, in order to enable them to enjoy complete independence and freedom. The pertinent conclusions and recommendations of the Council, as well as the individual observations of members of the Council, are set forth in the Council's report to the Security Council with respect to the Trust Territory of the Pacific Islands, and in the relevant chapters on Nauru and New Guinea in its report to the General Assembly.

20. A document of the United Nations Educational, Scientific and Cultural Organization entitled "Implementation of resolution 8.2, adopted by the General Conference at its eleventh session, on the role of UNESCO in contributing to the attainment of independence by colonial countries and peoples", was brought to the notice of the Council at its 1223rd meeting.

21. General Assembly resolutions 1654 (XVI) of 27 November 1961, and 1810 (XVII) of 17 December 1962, establishing a Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, requested, *inter alia*, the Trusteeship Council to assist the Special Committee in its work. In accordance with this request, the President of the Trusteeship Council addressed a letter to the Chairman of the Special Committee informing him that at its thirtieth session the Council had examined conditions in the Trust Territories of the Pacific Islands, Nauru and New Guinea and that the conclusions and recommendations of the Council as well as the observations of the Council members representing their individual opinions only were contained in the report to the Security Council relating to the Trust Territory of the Pacific Islands and in the report to the General Assembly with regard to Nauru and New Guinea. He also expressed his willingness to discuss with the Chairman of the Special Committee any further assistance which the Special Committee might require from the Trusteeship Council.

OTHER QUESTIONS CONSIDERED BY THE TRUSTEESHIP COUNCIL

A. Offers by Member States of study and training facilities for inhabitants of Trust Territories

22. The United Nations programme of scholarships for inhabitants of Trust Territories has been in existence for eleven years, having been established under General Assembly resolution 557 (VI) of 18 January 1952. The programme is administered in accordance with the procedure approved by the Trusteeship Council at its thirteenth session.¹³ Under this procedure, the Secretary-General was invited to submit to the Council each year a report containing all appropriate details of the programme.

23. The report submitted to the Council at its thirtieth session was the twelfth such report and covered the period from 10 June 1962 to 14 May 1963.¹⁴ During this period, only two requests for information regarding the programme had been received, one from Nauru and the other from the Trust Territory of the Pacific Islands. No applications for scholarships had been received from any of the three remaining Trust Territories, and moreover, no such applications had ever been received from these Territories since the inception of the programme.

24. At its 1216th meeting, the Council took note of the report of the Secretary-General and drew the attention of the Administering Authorities to the observations made by members of the Council during the discussion of the report.

25. At its 1222nd meeting, the Council adopted a resolution whereby it requested the Secretary-General

¹³ *Official Records of the Trusteeship Council, Thirteenth Session, Annexes*, agenda item 13, document T/1093.

¹⁴ *Ibid.*, *Thirtieth Session, Annexes*, agenda item 10, document T/1609.

of the United Nations to give the necessary instructions to the Director of the United Nations Information Centre in Port Moresby to take immediate measures, in consultation with the Administering Authority, to increase the distribution, by means of broadcasts and pamphlets as well as by other suitable means of information regarding scholarships available through the United Nations for the inhabitants of the Trust Territory of New Guinea, so that the Secretary-General may include information on the results of these efforts in his report to the General Assembly at its eighteenth session.¹⁵

B. Dissemination of information on the United Nations and the International Trusteeship System in Trust Territories

26. A report by the Secretary-General on the arrangements, undertaken in the Trust Territories from 1 June 1962 to 31 May 1963, for distributing official records of the United Nations and disseminating information concerning the aims and activities of the United Nations and the International Trusteeship System¹⁶ was submitted to the Trusteeship Council at its thirtieth session. Such a report is submitted annually in accordance with the provisions of Trusteeship Council resolution 36 (III) of 8 July 1948 and of General Assembly resolution 754 (VIII) of 9 December 1953.

27. At its 1216th meeting, the Council took note of the report and drew the attention of the Administering Authorities to the observations made by members of the Council during the discussion of the report.

¹⁵ Resolution 2139 (XXX) of 25 June 1963.

¹⁶ *Official Records of the Trusteeship Council, Thirtieth Session, Annexes*, agenda item 11, document T/1610.

Part II

CONDITIONS IN TRUST TERRITORIES

Chapter I

NEW GUINEA

I. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

LAND AND PEOPLE

28. The Territory comprises the northeastern part of the Island of New Guinea north of the Papuan and east of the West Irian borders, the islands of the Bismarck Archipelago of which New Britain, New Ireland and Manus are the largest, and the two northernmost islands of the Solomon Group, namely Buka and Bougainville. The total land area amounts to some 93,000 square miles.

29. On 30 June 1962, the indigenous population was estimated at 1,469,320, made up of an enumerated population of 1,421,090 and an estimated one of 48,230. The non-indigenous population was estimated at 15,536.

30. Progress that has been achieved during the period under review in bringing the whole Territory under full administrative control by the end of 1963 included the reduction of restricted areas from 8,056 to 4,108 square miles. The remaining restricted areas comprise difficult country in the Sepik, Eastern Highlands and Western Highlands Districts, with an estimated population of 20,000 persons.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

31. The representative of New Zealand stated that eighteen years of effort, and a considerable outlay of Australian capital, had made an energetic reply to the somewhat daunting challenge facing the Administering Authority in New Guinea in 1945. To bring about the transformation in conditions had been no mean achievement in itself. It had changed what was too often thought of as a collection of Stone Age cultures into the modern and rapidly progressing Territory.

32. The representative of the United States said that the facts with respect to the trusteeship of New Guinea were good. He believed that this was an example of trusteeship at its best. It was only by reminding oneself of the objective situation in the Territory that a proper understanding could be acquired of what the Administering Authority had attempted and accomplished. In over-all achievement, particularly as mea-

sured against the obstacles faced, the record of the Administering Authority could only be described as outstanding.

33. The representative of the United Kingdom spoke of the natural difficulties which had to be overcome in ensuring the political and economic advancement of the people of New Guinea. He noted with despondency that more than 700 different languages were spoken in the Territory. In addition, New Guinea was one of the few countries left in the world where some parts remained entirely unexplored and where there were still areas to which administrative control had not been extended. He was glad to hear from the special representative that this situation was on the point of being brought to an end.

34. The representative of the United Kingdom was pleased to see that the Administering Authority had not been deterred by the economic or the geographical and political obstacles mentioned in the report of the United Nations Visiting Mission to the Trust Territories of Nauru and New Guinea, 1962.¹⁷

35. He reminded the Council that the 1962 Visiting Mission had suggested three essential preliminaries for rapid and sound political progress. He noted that the Administering Authority had made plans to meet these prerequisites, and he looked forward to hearing next year how these plans and proposals were working out in practice.

36. The representative of Liberia observed that despite the acknowledgeable changes at present taking place in the Territory, the progress achieved seemed but little as compared with what still needed to be done. There still existed wide areas of land which were uncultivated and unexplored. She considered that the responsibility for this critically slow pace of development rested with the Administering Authority.

37. The representative of the Union of Soviet Socialist Republics stated that the policy of the Australian Government with regard to the Trust Territory of New Guinea and the colony of Papua was a typical colonial policy. However, like the other colonial Powers, the Australian trustees had to listen to the mighty voice of those who were in favour of liquidating the system of colonial oppression in all its forms and in all parts of the world, and they had to manoeuvre somewhat to adjust themselves to the conditions thus created.

¹⁷ *Official Records of the Trusteeship Council, Twenty-ninth Session, Supplement No. 3 (T/1604).*

38. The representative of China stated that the significant changes in New Guinea had come progressively since the United Nations assumed its role in the affairs of the Trust Territory. He welcomed the Administering Authority's new policy of not insisting upon uniform development as a pre-condition of further political progress and considered that this new policy would remove any doubt about the future development of New Guinea.

39. The representative of France recalled the tribute paid to the Administering Authority by the 1962 Visiting Mission when it had said that there were few examples, in the history of people which were still not developed, of the challenge accepted by Australia "to develop boldly, in a spirit of initiative and determination", a region which had so long been isolated from the main stream of civilization.

40. The special representative of the Administering Authority emphasized that in spite of the tremendous difficulties of terrain and nature and in spite of the wide diversity of the people of the Territory, great progress had been made in the year under review in all fields. With the proposals he had outlined for action being undertaken, such as surveys in the field of economic development and the setting up of tertiary education facilities, together with the inauguration of an elected parliament, New Guinea was standing poised for greater leaps forward on a firm foundation, with an awakening political consciousness which went deep into the roots of the whole society of the Territory and would give added impetus to a transformation of the people and an acceptance by them of the modern concepts of economic and political life.

DEFENCE AND SECURITY

41. The representative of the Union of Soviet Socialist Republics, stated that if one really thought of granting independence to New Guinea and Papua it was necessary that the ground be prepared so that the new state would come to independence under the most favourable conditions of good-neighbourly, friendly relations with the countries bordering it. In this connexion the situation was very serious and could not but cause concern to the Council. The Government of Australia had involved the Trust Territory, as well as the territory of its colony of Papua, in the system of the aggressive military blocs which linked together the Powers in the region of the Pacific through the ANZUS Treaty. The United Nations must categorically reject the claim of the Administering Authority that in pursuance of their military obligations they could apply military agreements to the Trust Territory of New Guinea. The question of the security of the Trust Territory became a very serious one in this connexion. The Administering Authority must understand that the involvement of the Trust Territory in military agreements by application to it of the obligations under agreements made with other Governments was illegal and contrary to the Trusteeship Agreement and the provisions of the Charter. The Trusteeship Council must clearly and unambiguously warn the Administering Authority in this regard and demand the immediate discontinuance of this policy. If the Council did not do so, then the question must be considered by the General Assembly.

42. The representative of the Soviet Union believed that decisive measures were necessary as the situation was becoming more serious owing, among other things, to statements similar to the one made by Mr. Harriman,

representative of the United States, before the recent meeting of the ANZUS military bloc, which contained a completely unprovoked threat with regard both to the population of the Trust Territory and to the neighbouring countries.

43. He considered that the Administering Authority must take into account, first of all, the interests of the local population. These interests demanded that the Administering Authority refrain from involving the Trust Territory in the pursuit of policies conducted by military blocs such as ANZUS; that the people of the Trust Territory be allowed to live in peace and friendship with the peoples of the neighbouring States; that the Territory not be utilized by the Administering Authority, and especially by its allies in aggressive pacts, for purposes which were alien to the interests of the population and inimical to the interests of peace and security in the Pacific area.

44. The representative of the Administering Authority said that the legal basis for Australia's defence commitments in relation to New Guinea were firmly rooted in the Charter, the Trusteeship Agreement, the decisions of the Security Council and the decisions of the General Assembly. At the 1218th meeting, the representative of the Union of Soviet Socialist Republics had said that since the world was today completely interdependent the absence of peace and good neighbourly relations in any area was a matter of grave concern. The Australian delegation agreed and in that connexion would point out that the Australians and the many tribal and language groups in New Guinea were together making a people and a government and that in due course the Administering Authority would place before the world a new nation, free and independent and able to take its place honourably and effectively in the twentieth century world and to add to the peace and harmony of that world. The representative of the Union of Soviet Socialist Republics has spoken of the use of "fire and the sword". He should be aware that Australia was proud of its record of peaceful penetration and exploration of what had been one of the wildest and least known parts of the world. Australia's record of peace and courage in New Guinea would bear whatever examination the world chose to give it. He wondered whether the Union of Soviet Socialist Republics could equal that record.

II. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

DEVELOPMENT OF REPRESENTATIVE, EXECUTIVE AND LEGISLATIVE ORGANS AND EXTENSION OF THEIR POWERS

(a) *Central Government organs*

45. The Trust Territory and the territory of Papua are administered jointly by an Administrator, who is assisted by an Administrator's Council of six members over which he presides. There is a Legislative Council of thirty-seven members, comprising the Administrator, fourteen official members, twelve elected members, and ten appointed members.

46. At its twenty-ninth session, the Trusteeship Council endorsed the views of the 1962 Visiting Mission that the time had come to create a truly representative

parliament in Papua and New Guinea, that it was possible to proceed more rapidly in the political field than was contemplated when the new Legislative Council was inaugurated in 1961, that the people had leaders who were quite competent to speak for them and to represent them in a thoroughly responsible way in a central parliament, and that the establishment of such a body would do more than anything else to speed the development in the Territory of a national sentiment and a sense of political unity.

47. The Council further approved the views of the Visiting Mission that the establishment of the Legislative Council with elected representatives and the Administering Authority's intention of establishing a common electoral roll, together with the experience gained in the local government councils, made it possible to plan for a parliament of Papua and New Guinea of about a hundred members elected on the basis of direct elections and by adult suffrage under a system of single-member constituencies, and that all preparations for elections on this basis should be put in hand immediately and completed not later than the end of 1963.

48. The Council recommended that the Administering Authority should give serious consideration to the Visiting Mission's proposal that preparations should be made for the election of a representative parliament of Papua and New Guinea and that the target for achieving this should be set no later than 31 December 1963.

49. In its report, the Administering Authority stated that the Select Committee of the Legislative Council, set up in March 1962, had sought the views of a wide cross-section of the people. In conformity with these views, the Committee had drawn up proposals which, *inter alia*, recommended that the membership of the Legislative Council should be increased from thirty-seven to sixty-four, of whom fifty-four would be elected by universal suffrage of all persons over eighteen years of age from a common roll representing single-member constituencies; ten of these fifty-four seats would, as an interim measure, be reserved for non-indigenous members. These proposals had been accepted by the Legislative Council and the Australian Government, which, in May 1963, passed the legislation necessary to permit them to be put into operation. The term of the present Council is due to expire early in 1964 and the Administering Authority informed the thirtieth session of the Trusteeship Council that it considered this the ideal time to inaugurate the reconstituted Council, which will be known as the House of Assembly.

50. The special representative of the Administering Authority informed the thirtieth session of the Council that provision has been made in the amended Papua and New Guinea Act to introduce an embryo executive by enlarging the Administrator's Council and giving it wider functions. The membership of the Administrator's Council is to be raised from seven to eleven by increasing the number of non-official members from three to seven and stipulating that all seven should be elected members of the House of Assembly. The amended Papua and New Guinea Act provides for the appointment of parliamentary secretaries from the elected members. These will understudy the official members, who take the place of ministers in the Australian Parliament and are at present Heads of the various departments of the Administration. The Ad-

ministering Authority expects that the training the under-secretaries will receive during their term of office will enable them eventually to replace some, or all, of the official members on the Council and will lay the foundations for a full cabinet of ministers in future Houses of Assembly.

51. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council recalls the view of the 1962 Visiting Mission and its own recommendation at the twenty-ninth session that the establishment of a truly representative legislature would do more than anything else to speed the development in the Territory of a national sentiment and a sense of political unity. It therefore takes note of the decision of the Administering Authority to establish by April 1964 a House of Assembly elected by adult suffrage on a common roll. It notes that this House will have full powers of legislation for the Trust Territory. While noting the Administering Authority's statement that the composition of the present House of Assembly reflects the wishes of the indigenous inhabitants, it expresses the hope that progress towards a fully elected legislature will take place as quickly as possible and in accordance with the desires of the New Guineans. It further expresses the hope that the constitutional power of disallowance will not be invoked against the wishes of the majority of the elected members of the House of Assembly.

The Council welcomes the intention to enlarge the Administrator's Council and to associate indigenous elected members with its work, as a means of accelerating the progressive development of an executive responsible to the House of Assembly.

The Council notes with satisfaction the policy of the Administering Authority that while any system of self-government should be as broadly based as possible, uniform development is not considered a pre-condition of further political progress.

(b) Local government councils

52. By 30 June 1962, there were thirty-eight local government councils making a total membership of 1,164 councillors and covering approximately 357,534 persons.

53. At its twenty-ninth session the Council endorsed the views of the 1962 Visiting Mission that the progress and sound preparation made in the field of local government justified further advances along these lines. It suggested a further development of the policy whereby local government councils which had shown themselves capable of managing their own limited finances are given subventions from public funds to assist them to increase and extend their activities, and to undertake, on an agency basis, some functions performed by the Administration. It agreed that they should be given fuller powers similar to those of local government authorities elsewhere both with regard to functions and finance; and that pending the time when a regular rating system could be introduced under which all landowners would contribute to local council revenues on the basis of land ownership, there was much to be said for a system whereby estates would contribute to local councils' revenue.

54. In its current report, the Administering Authority stated that in accordance with its policy that the extension of the system of local government councils

is the best foundation for the political advancement of the indigenous people, it has been reviewing the functions of these councils. The objective is the establishment of a system of local government councils, which will be non-racial in concept, to carry out an increased number of functions in local matters. The necessary legislation is being drafted.

55. The special representative of the Administering Authority informed the thirtieth session of the Trusteeship Council that since 30 June 1962, twelve new local government councils have been proclaimed: five in the Sepik District, three in the Morobe District, two in the Eastern Highlands District and one each in Manus and New Island. The fifty existing Councils in the Trust Territory now cover a total population of 473,772.

56. The annual conference of all local government councils in Papua and New Guinea was held in April 1963 at Lae. The Conference was conducted by the people, who discussed and passed resolutions on a large agenda.

57. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council, anxious that every means should be taken to prepare the indigenous leaders of New Guinea for positions of responsibility and to provide experience in parliamentary procedures, welcomes the proposed changes in the Local Government Ordinance and the widening of the jurisdiction of local government councils which this will make possible. To strengthen these councils further, it suggests to the Administering Authority that financial assistance from the central government and the powers of local government in all aspects including local rating might both be expanded.

(c) District and municipal government

58. There is an advisory council in each of the nine districts of the Territory. Each council consists of the district commissioner and members appointed by the Administrator for two years. In the period covered by the current report, indigenous members of district advisory councils totalled twenty-eight.

59. Proposals for the reconstitution of the district advisory councils envisage that each will have a majority of indigenous members including representatives of local government councils, and that town advisory councils will also be directly represented on them.

60. There are town advisory councils in seven of the principal towns of the Territory. Ten New Guineans are members of four of these councils, while the remaining membership of the seven councils includes 74 Europeans, 8 Asians and 3 members of mixed race.

61. At its twenty-ninth session, the Council, noting the view of the 1962 Visiting Mission that the present system of town advisory councils had served its purpose and that the main towns of the Territory were now developing rapidly and that there were many residents in them well capable of playing a full part in elected municipal councils, commended to the Administering Authority the Visiting Mission's conclusion that there would be every advantage in proceeding to establish a system of representative municipal government on standard lines.

62. In its report under review, the Administrative Authority stated that an inter-departmental committee of the Administration had been set up to investigate the need for municipal government in the Territory. Because of the bearing on this question of proposed leg-

islation relating to local government generally, which will provide for multi-racial councils and the establishment of councils in urban situations, the committee, after giving some preliminary consideration to the problem, has recessed until the drafting of the new legislation has been completed. The committee will then consider how the demand for municipal government might best be assessed and the form which it might take having regard to the wishes of the people themselves.

DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

63. The special representative of the Administering Authority informed the thirtieth session of the Trusteeship Council that once the proposals of the Select Committee had been adopted by the Legislative Council and approved by the Australian Government, preparations for compiling the electoral roll to be used in the 1964 elections began. The common roll from which the electoral roll will be established had been prepared on the basis of two separate census records maintained for indigenous people: the tax-census register kept by the clerk of the local government councils where such councils operate and the record kept by the Field Staff of the Department of Native Affairs, both listed by villages and in order of family groupings. The record is not complete in areas until recently little known and still in the process of being brought under fully effective administration. The census records contain the names of all the people, including children and are not in alphabetical order. The special representative stated that indications are that the censuses will have been checked and the names forwarded to a central electoral headquarters by October 1963 to enable the necessary printing of the electoral lists to be completed before the date of the elections. In this connexion, the special representative added that it had been necessary to enlarge the premises of the Government Printing Office and to purchase additional equipment to cope with the increased work which will be necessary to have the rolls printed and distributed by March 1964.

64. The special representative also stated that despite the educational advances made in recent years, the percentage of illiteracy among adults was still high, particularly in areas only recently brought into effective contact. It would therefore be necessary for elections to be carried out in places by means of a whispering vote. A literate elector would be able to mark the ballot paper in private in order of preference for the candidates. Voting would not be compulsory.

PUBLIC SERVICE: TRAINING AND APPOINTMENT OF INDIGENEOUS PERSONS FOR POSITIONS OF RESPONSIBILITY

65. The Public Service consists of four divisions: the First, Second, Third and Auxiliary Divisions. At 30 June 1962, there were 8 permanent and 4 temporary indigenous officers in the Second Division. Thirty-one permanent and 14 temporary indigenous officers in the Third Division, and 598 permanent and 94 temporary indigenous officers in the Auxiliary Division. There were 2,757 permanent and 1,376 temporary expatriate officers, and one permanent and 226 temporary Asian and mixed race officers.

66. At its twenty-ninth session, the Council endorsed the 1962 Visiting Mission's recommendation that a review and revision of the future programme of recruitment and training should be made and that in

it priority should be given to the following three things: the number of senior posts should be kept to a minimum, avoiding departmental duplication and ensuring that the Service does not become top-heavy; the Administering Authority should press on by every possible means with its education programme and a system of deliberate training to prepare New Guineans for the higher posts in the Service; and it should explore every possibility for finding more doctors and teachers on a temporary as well as a permanent basis.

67. The Council also endorsed the Visiting Mission's suggestions concerning these points: that a Public Service commission with New Guinean representation should be appointed to undertake the main duties now carried out by the Public Service Commissioner; that further measures should be taken to recruit expatriate personnel similar to the cadetship system; and that greater use might be made of the specialized agencies of the United Nations in the search for staff, particularly doctors and teachers.

68. In its report, the Administering Authority stated that the programme of recruitment and training is under constant review and its policy is to appoint indigenous officers to posts at all levels of the Public Service as soon as they are qualified and experienced. The number of senior posts is kept to a minimum consistent with good management practices and efficiency. Methods-surveys and reviews endeavour to ensure that there is no duplication or "top-heaviness" in administration.

69. The Administering Authority informed the thirtieth session of the Trusteeship Council that on 28 February 1963, there were 12 permanent and 2 temporary indigenous officers in the Second Division, 54 permanent and 24 temporary indigenous officers in the Third Division, and 654 permanent and 156 temporary indigenous officers in the Auxiliary Division. On the same date the number of permanent expatriate officers stood at 2,817, of temporary expatriate officers at 1,393. There were also 20 permanent Asian and 235 temporary Asian and mixed race officers.

70. The training of New Guineans for higher posts is dependent basically upon the progress of higher education. Apart from encouragement in this field positive measures are being taken as regards in-service training; for example, the establishment of a central residential administrative staff college and the creation of positions of administrative assistant-in-training. It is expected that the number of cadetships for indigenous officers at Australian universities and later at the proposed university college in the Territory will increase significantly as these officers become qualified for admission to universities. The cadetships will cover the same fields as apply at present to expatriate officers, namely, medicine, engineering, architecture, agriculture, forestry and teaching.

71. The recruitment of teachers and doctors receives greater priority, perhaps, than that of any other categories of staff. Arrangements exist with all of the Australian State Department of Education to obtain teachers on secondment for varying periods and the states have been generous in releasing teachers to accept appointments in Papua and New Guinea. Cadetships in education are continuing and planning is going ahead for the establishment of a multi-racial teachers' college in Port Moresby. The recruitment of doctors generally meets the targets laid down and applications have been

invited from overseas for permanent and fixed-term engagements.

72. The Administering Authority recognizes the need to consider at the appropriate time the establishment of a public service commission. A very important consideration in such a matter, however, is the availability of indigenous officers with the necessary qualifications, experience and general acceptability for appointment to such a commission.

73. Plans are now being developed for the transition of the Public Service from a predominantly expatriate one to a predominantly indigenous one. It is intended that the reconstructed service will comprise a territorial service proper, organized on the basis of local conditions and local rates of pay, and an auxiliary service staffed wholly by expatriate officers. The future recruitment of expatriate officers will be governed mainly by the availability of suitable qualified indigenous officers to perform the tasks required. In cases where no suitable qualified indigenous candidates are likely to be available for many years to come the permanent appointment of expatriate officers will continue, including those recruited under the cadetship system.

74. The Administering Authority informed the thirtieth session of the Council that two new courses were opened in February 1963 to train Papuan and New Guinea girls to become typists or stenographers. Moreover, an extended three months' basic clerical course began in January for Papuans and New Guineans who were beginning careers in the Public Service. Ten officers were awarded scholarships under the Public Service Free Place Scheme for 1963.

75. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council is firmly of the opinion that further administrative responsibilities should be devolved upon the indigenous inhabitants of New Guinea as quickly as practicable, and therefore, while recognizing the difficulties of recruitment, urges the Administering Authority to devote even greater efforts to the drawing up of a programme of higher education and special training to prepare New Guineans for key posts in the Public Service.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

76. The representative of China stated that the satisfying progress in New Guinea today owed much to the groundwork that had been done in the past decade and a half. In every phase of penetration, consolidation and reconstruction, the patrol officers, the Administering Authority, and the administering officers at all levels, including the planning and direction from Canberra and Port Moresby, had played their part and done their best. The representative of China thought the Council might wish to remember the 1962 Visiting Mission's suggestion that a new flag, a new anthem and possibly a new form of common citizenship would help in the cause of national unity.

77. The representative of France stated that any fair-minded observer would recognize that the history of the Territory was now at a turning point. After constant progress, the tempo of development was accelerating and, on the basis of the results produced after long efforts over the last few years, the Administering

Authority was giving a new thrust to its action. Following the principal recommendations of the 1962 Visiting Mission, there existed an identity of view between the Administering Authority and the representatives of the Trusteeship Council which was worthy of note, and he was particularly pleased because his delegation had unreservedly approved, last year, the recommendations of the Visiting Mission.

78. The representative of the Union of Soviet Socialist Republics stated that in the area of political development, the Administering Authority, despite verbal agreement with the Declaration on the granting of independence, and in particular paragraph 5 thereof, refused to grant the Trust Territory self-government and independence, referring—despite the clear statements in the Declaration—to such factors as the supposedly insufficient development of the Territory, the inability of the indigenous population to govern itself, and the inadequate development of industry and education.

79. The representative of the Administering Authority stated that time was not an absolute concept. Fourteen elected representatives of the indigenous inhabitants would shortly take their place in a democratic House of Assembly elected through a common roll on the basis of adult franchise. The mere creation of this common roll and a means for the exercise of the machinery provided through it for all of New Guinea had been a magnificent physical achievement, a culmination of many years of patient and dangerous work. Through this achievement and others as worthy of admiration, a nation had been created where before there had been nothing but fragmented groups of people who were strange and hostile to one another. This was not slow development. This was development at great speed and purpose towards the aims of the Administering Authority in the discharge of its responsibility in New Guinea which were also the aims of the Charter of the United Nations and the Trusteeship Agreement.

DEVELOPMENT OF REPRESENTATIVE, EXECUTIVE AND LEGISLATIVE ORGANS AND EXTENSION OF THEIR POWERS

(a) *Central government organs*

80. The representative of New Zealand stated that the new House of Assembly would be a ferment, working out every phase of the Territory's life. A territorial legislature generated a consciousness of common problems and a common destiny in overcoming them. A sense of nationality would be born.

81. He stated further that it was perhaps worth recalling the 1962 Visiting Mission's comment that the introduction of a ministerial system would be best left over "until the first and main task has been completed—that is, the establishment of a fully representative Parliament". He felt that the point might now have been reached where the speed of development was governed mainly by physical and human necessities and that a period of consolidation should follow to permit the electorate to absorb and digest its consequences.

82. The representative of the United Kingdom was pleased to note that the Administering Authority had only narrowly missed the target date of 31 December 1963, set by the 1962 Visiting Mission, for the creation of a representative parliament. In this connexion, he saw no particularly magical significance in the number of 100 members put forward by the Visiting Mission. He stated that since the people of New Guinea had

themselves suggested a smaller assembly, it would be wrong for the Trusteeship Council to try to impose any particular number of members.

83. The representative of the United Kingdom also noted that the decision to ensure the return of ten non-indigenous, non-official members to the House of Assembly and the inclusion of ten official members in its ranks was in accordance with the wishes of the people of the Territory, a fact he considered of fundamental importance. He further believed that the Administering Authority's decision to allow for ten non-official non-indigenous members by special arrangements should be endorsed. Such arrangements were not in any sense in conflict with the recommendations of the Visiting Mission.

84. The representative of Liberia had not been able to comprehend fully why ten seats must be reserved to a particular class of people on the Assembly. She believed that Australians who became citizens of New Guinea had the right to contest for seats in the Assembly; however, she believed that such persons should be elected just as any other New Guinea citizen and that for the sixty-four seats in the Assembly none should be reserved for a special class of persons. If their main objective was to render technical service to this body, this could be done in an advisory capacity.

85. The representative of the Union of Soviet Socialist Republics stated that the Legislative Council in the Trust Territory was anti-democratic in its constitution and had no real powers. It could not take any decisions which would be binding on the Administering Authority. Not a single law had any force without being approved by the Administrator. An analysis of the changes described by the representatives of the Administering Authority at this session of the Council as constituting something like a revolution in the legislative system of the Trust Territory showed that this was one more attempt by the Administering Authority to represent formal changes as being essential changes. The new House of Assembly would only be a new form of the old Legislative Council and it would be far from a genuine representative body which could bring the Territory to independence. He thought that the members of the Trusteeship Council could not ignore the fact that if the legislative organ did not have the necessary powers, if it could not adopt laws to regulate the life of the Territory, if it did not take over legislative functions, then there would be no meaning in the changes and these changes would be directed only towards misleading the people of the Trust Territory, who were most concerned about solving this problem, and misleading the members of the Trusteeship Council.

86. With regard to the Administrator's Council which remained only an advisory body, the representative of the Union of Soviet Socialist Republics stated that the majority in that Council must in the near future be transferred to representatives of the indigenous population of New Guinea. From a purely consultative body it had to be transformed into one which could take independent decisions.

87. The representative of China stated that the establishment of a central parliament would speed up the development of a national sentiment and a sense of political unity in the Territory. In his view this constitutional development was all the more important as the people of the Territory would become aware of the new situation developing across the border of Papua

and New Guinea. Once the people had been drawn together and given the means of free political expression, they would be able to defend their national identity and play an active and full part in building their own nation.

88. The representative of China would like to see, in the coming elections, the leaders debating issues of greater common interest like taxation, land tenure, education, the future of local government, or even liquor legislation. Further, he thought that the establishment of a central parliament would speed up the development in the Territory of a national sentiment and a sense of political unity. Concerning the representation of minority interests, he thought it would be in the interest of the New Guinean people themselves if due recognition was given to the contribution which the non-indigenous members of their community, Chinese and Australians, had made towards the country's progress and stability. He was glad to hear that this was the wish of the New Guineans.

89. The representative of France stated that the desire to see the population given a parliament by the end of 1963 had been fulfilled since the new organ would come into force in 1964. The setting up of a parliament not only developed a sense of community responsibility, but it also strengthened the feeling of unity and national awareness. The Council should, moreover, be pleased to note that this orderly and methodical process had occurred in complete agreement and in full harmony with the interested parties.

90. The special representative of the Administering Authority expressed the hope that in his opening address and in his replies to questions he had made the point of freedom of choice clear, but there still appeared in the minds of some representatives some doubt that proposals for political advancement in the Trust Territory, especially with regard to the establishment of a new freely elected parliament, were those suggested by an overwhelming majority of the representatives of New Guinea, who had been interviewed by the Select Committee. He reminded the Trusteeship Council that the proposed House of Assembly was not considered the ultimate but rather as one more step towards the goal of meeting the expressed aims of the Charter of the United Nations. From this would emerge a completely elected parliament fully responsible for the good government of the Territory.

(b) Local government councils

91. The representative of the Union of Soviet Socialist Republics stated with regard to the Local Government Councils, that all the legislative and executive functions on the spot must be transferred to these Councils, which must become bodies of local administration.

92. The representative of China urged that special attention be given to the development of local self-government. He considered that the indigenous leaders were capable of bringing their experiences and sound judgement to the management of the people's own affairs. The local Government Councils and the future conferences of all local government councils should be encouraged to play their role in important educational matters.

(c) District and municipal government

93. The representative of China stated that in view of the success achieved at the recent conference of all

local government councils, the time might have come to promote the formation of area and regional councils to serve as a better means of generating a national outlook.

DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

94. The representative of Liberia stated that the whispering vote was not one which would ensure the principle of free choice in an election. She believed that as the election was scheduled within a twelve-month period, the people of New Guinea could be educated to the use of symbols or colours of ballots to ensure the exercise of a free choice.

III. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

95. Agriculture is the chief activity and agricultural products comprised approximately 90 per cent of total exports in 1961-1962. The timber industry continued to expand, while gold mining, although still an important activity, declined. Manufacturing industries are of minor though growing significance.

96. During the period under review, exports of Territory products amounted to £12,781,326, which was an increase of £64,437 over the previous year, while imports amounted to £16,078,490. The principal exports were copra, copra oil and copra oil cake and meal valued at £5,903,296; cocoa beans at £1,960,436; coffee beans at £1,546,263; timber products at £1,195,744 and gold at £717,596.

97. New Guineans now produce about one-third of the copra, more than one-quarter of the cocoa and almost half of the coffee produced in the Territory.

98. The special representative of the Administering Authority informed the thirtieth session of the Trusteeship Council that, in connexion with its encouraging the indigenous people to raise cattle in suitable tracts of grassland, the Administration was erecting an abattoir at Lae, to ensure the fullest return from cattle to be raised. He also stated that during the year under review the production of tea had commenced at Garaina in the Morobe District; 3,000 lbs. of tea a month was currently being produced there.

99. The special representative also informed the Council that a five-year plan to intensify agricultural extension work being carried out among the indigenous people had been implemented. One of the objects of this plan was the establishment of approximately fifty agricultural extension centres which would be located in areas readily available to the people. The aim of the five-year plan was not only to increase the general living standards by the introduction of cash cropping, but to produce at the same time a higher level of village subsistence crops.

100. At its twenty-ninth session, the Council, endorsing the view of the 1962 Visiting Mission that the time had come to institute a full review of the economic problems existing in the Territory and the programme now going forward, noted that the Administering Authority had already been in touch with the International Bank for Reconstruction and Development and wel-

comed the Administering Authority's acceptance of the visiting Mission's proposal that the Bank should be invited to carry out a full economic survey. This should be directed to the preparation and execution of a full and concerted development plan for the Territory, and the target for the completion of this survey leading to the approval of a development plan should be set no later than 31 December 1963.

101. In its report, the Administering Authority stated that it had initiated a comprehensive economy survey of the Territory of Papua and New Guinea by arrangement with the International Bank for Reconstruction and Development. A Mission organized by the Bank recently arrived in New Guinea and had actually begun its work there, according to information given by the special representative of the Administering Authority. The Mission included experts on economics, agricultural production, education, industry and power, livestock, public health and transportation. It had been asked to make recommendations with a view to assisting the Administering Authority in planning a development programme designed to expand and stimulate the economy. Among its more important tasks the Mission will be asked to assess the resources of the Territory and the factors affecting economic growth; to assess as far as practicable the amount of capital likely to be available to the Territory over approximately the next five years from internal and other sources; to examine the effect of current policies and measures on the development of the economy and to make such recommendations as the Mission considers necessary or desirable to secure the most effective rate and pattern of development in both the public and private sectors; and to recommend in broad outline the allocation of resources likely to be available for investment in the various sectors of the economy.

102. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council commends the Administering Authority for obtaining the services of the International Bank for Reconstruction and Development to carry out an economic survey and hopes that in due course this will lead to the preparation of a comprehensive development plan to fix priorities and assess investment needs over the next few years. It stresses the need for an increased tempo of economic development to keep up with the future needs of an expanding population.

Public finance

103. During the period under review, public expenditure amounted to £14,307,892 of which £290,436 was chargeable to the Loan Fund. Revenue increased from £13,411,036 to £14,307,892 of which £10,114,366 was in the form of a direct grant by the Administering Authority. Internal revenue amounted to £4,193,526 compared with £4,129,441 for the preceding period. In addition, Commonwealth Government Departments operating in the Territory of Papua and New Guinea, whose funds were derived from the Australian Commonwealth as distinct from the Territory budget, spent approximately £4,700,000 of which £1,800,000 was for capital works.

104. The special representative of the Administering Authority informed the thirtieth session of the Trusteeship Council that the cost of governing the Trust Territory at present was being borne to a large extent by the Australian Government by annually in-

creasing yearly grants which in the current year would amount directly to £21 million for Papua and New Guinea and of approximately £25 million if Australian expenditure borne on the Australian budget was included.

LAND

105. Lands in the Territory are classified as (a) native-owned; (b) freehold; (c) Administration land, including land leased to indigenous and non-indigenous inhabitants; and (d) ownerless land. Of the total area of 59,520,000 acres in the Territory, 58,061,015 acres were classified at 30 June 1962, as unalienated land; 541,220 acres were freehold owned by non-indigenous persons and 917,765 acres were classified as Administration land.

106. At its twenty-ninth session, the Council commended to the attention of the Administering Authority the suggestion of the 1962 Visiting Mission that it should aim at introducing throughout the Territory a single system of landholding providing for secure individual registered titles.

107. In its current report, the Administering Authority stated that the Minister for Territories announced in April 1960 that the policy was to introduce a single system of landholding throughout the Territory providing for secure individual registered titles. Most of the legislation necessary to give effect to this decision has been passed by the Legislative Council for the Territory, but the main operative Bill, the Land (Tenure Conversion) Bill is still before the Council.

108. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council reaffirms its view that since agriculture must be the mainstay of the economy for some time to come, the reform of land tenure is among the most fundamental problems of economic development. It urges the Administering Authority to devote special attention to questions of land use and the individualization of customary land tenure. In this connexion, the Council draws the attention of the Administering Authority to the experiences of those countries, particularly in Africa, which have dealt with similar problems. It further suggests that, since a reform of land tenure must be achieved through the co-operation of the people, the Administering Authority should take the earliest opportunity to bring this question to the attention of the new House of Assembly.

ROADS

109. On 30 June 1962, there were 4,805 miles of vehicular road and approximately 16,000 miles of bridle paths in use. Of the vehicular roads, 3,417 miles were suitable for medium and heavy traffic and 1,388 miles for light traffic only. The bridle paths are designed for pedestrian use and, in general, are four feet or less in width and not fully bridged.

110. At its twenty-ninth session, the Council commended to the attention of the Administering Authority the view of the Visiting Mission that the economic development of the hinterland of the main island of New Guinea, and indeed the political unity of the Territory, is dependent on providing a good road connexion to bring the potentially rich Highlands area into easier communication with the coast, and that it therefore felt that the next main road to be put into good order should be the one linking Lae and Goroka.

111. In the report under review, the Administering Authority stated that it was continuing to give increased attention to roads and bridges. A general survey has been made of transport needs and plans for the advancement of the Territory for the next five years include significant new construction as well as the maintenance, reconstruction and improvement of existing roads and bridges. A high priority is being given to raising to a good standard the road from Goroka to the coast at Lae, while providing for essential roads and bridges in other parts of the Territory. The special representative of the Administering Authority pointed out at the thirtieth session of the Trusteeship Council that the first ninety miles of the Lae-Goroka road had been completed and that a contract had been let for the remaining major bridge. He also informed the Council that Australian Army Engineers were at present constructing an all-weather road from Wewak to Maprik, which on completion would provide good access to a port for the heavily populated areas in the Sepik District.

112. At its thirtieth session, the Council adopted the following conclusion:

The Council, while noting that communications are one of the major problems in the Territory, commends the road-building programme carried out by the Administering Authority and especially the progress made in the construction of the roads from Goroka to Lae and from Wewak to Maprik.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

113. The representative of New Zealand stated that the expansion of cash cropping had been accelerated by the energy of the Tolai people and returned over £1 million a year to these people alone. The rising production of cocoa and coffee had begun to erode the subsistence agriculture still traditional among most of the people.

114. The representative of the United States was impressed by the soundly conceived measures for the economic betterment of the Territory. He stated that the Administering Authority should certainly be better able to ascertain from the report of the International Bank's Mission how close the Trust Territory could be brought to economic viability.

115. The representative of the United Kingdom stated that, as the Visiting Mission had noted, the greatest obstacles on the road to self-government were probably economic. The Visiting Mission had considered that the Administering Authority must be ahead of, and not behind, the rapidly awakening and increasingly insistent desire of the people for material progress and that an essential step in this direction should be the completion of an economic survey leading to the approval of a development plan. He congratulated the Administering Authority on having engaged the services of the best possible consultant, the World Bank, to meet this recommendation of the Visiting Mission. He was particularly interested to note the special representative's statement that export prospects for the three main cash crops of the Territory were fairly bright for the next eight to ten years, largely as a result of the preferential arrangements made for their sale in the Australian market. Such stability would be of major

help to the Territory and a matter of envy to other primary producers. He was also encouraged by the development of the forestry industry of New Guinea.

116. The representative of Liberia stated that there was a need for an increased tempo of economic development lest the rate of progress should fall far short of future needs of the Territory. The indigenous inhabitants of New Guinea desired better education, higher prices for produce and economic development generally, and agricultural development in particular as outlined in paragraph 66 of the Visiting Mission's report. There was also need for increased industrial activity. She also believed that the time was overdue for an assessment of the resources of New Guinea and of the factors affecting its economic growth as well as an assessment of capital needs over a given period.

117. The representative of the Union of Soviet Socialist Republics stated that matters were worse in the field of economic development. The Administering Authority had not done anything in the interests of the people of the Territory. It regarded the Territory as a source of raw materials, of cheap labour, and as a market for Australian goods. The nature of the economy of New Guinea and Papua showed that it was being transformed into an agrarian and raw material appendix of the metropolitan Power. Gold and silver, copra, cocoa, oil, and coffee flowed into Australia from New Guinea. The colonial Power had not endeavoured to create a many-sided structure of economy in the Trust Territory but had given it a one-sided, distorted nature. Only those agricultural products were developed in the Territory which gave the greatest profits for the Australian planters and monopolies. The main part of the export production was obtained on the plantations of the large Australian farmers and of the monopolies. According to a statement by the special representative, exports from lands belonging to the indigenous population did not amount to more than 30 per cent of the total. The real owners of the economy of Papua and New Guinea, and of some other Pacific Islands, consisted of a small group of Australian concerns which has lately been joined by monopolies which were affiliates of American concerns. The Administering Authority was limiting the role of the local population in the economy of the Territory by establishing a high rate of interest for loans for assistance in economic development.

118. The representative of China stated that the basic and urgent need in the Territory was to advance the tempo of balanced economic development. He was concerned that if the people's increasing demand for material progress was not properly met and the people were unable to acquire a stable financial economy, their reliance on the primitive means of food production would continue. He hoped that the economic survey undertaken by the International Bank's Mission would result in the preparation of an integrated and balanced economic development plan for the Territory.

119. His delegation took note of the assurance from the Administering Authority that the encouragement of the participation of outside capital in the economic development of New Guinea would not be confined to that of Australian capital.

120. The representative of France stated that the Administering Authority would certainly not fail to be aware that they should try to protect the economy from the fluctuations of the world market in respect to certain tropical products.

121. The special representative of the Administering Authority emphatically denied the assertions of the representative of the Soviet Union that the Administering Authority was using the Trust Territory to further its own economy. He mentioned the effort being made to promote a cattle industry which would not only be against the best interests of one of the main interests of Australia but would be in direct competition with it. He also mentioned the timber industry in the Territory which would be in competition with Australia, and the export of peanuts and passion fruit pulp. Of the imports for the year under discussion, approximately only half had come from Australia and the balance, totalling almost £8 million had been imported from twenty-seven other countries including the Soviet Union. He emphasized that the Administering Authority was not in any "favoured nation" position and its exports to the Territory were on the same basis as any other country. Of the exports of the Trust Territory which amounted in 1961-1962 to almost £12.8 million, much less than half, that is £5.5 million, went to Australia.

122. The special representative pointed out that in the period 1 July 1962 to 31 December 1962 the total value of unrefined gold amounted to less than £219 thousand. He also mentioned the fact that not only was much of the gold mining in the Territory not profitable but that it had been necessary for the Administering Authority to give financial assistance in the way of subsidies to keep the industry alive and enable the production of gold to continue and so provide skilled employment for a large number of New Guineans. There was no separate production of silver and the amount recovered was negligible.

123. The special representative of the Administering Authority stated that there was no doubt that the Trust Territory needed foreign capital to develop its natural resources. Investigations were currently proceeding to ascertain if nickel and copper deposits existed in payable quantities. Foreign capital would be required to develop such deposits. The Territory would receive benefits from the taxes to be paid on any profits of such investment and at the same time further avenues of employment would be available to the people of the Territory. Coffee and cocoa were two cash crops the production of which was being improved and enlarged. As an example, cocoa exports last year were worth nearly £2 million compared with £1.5 million the year before, with coffee exports being increased from less than £200,000 to over £1.5 million during the same period. Cocoa was now the second main export and coffee third. One-half of the coffee was produced by New Guineans. The people had formed their own co-operatives and business enterprises to treat coffee and arrange its export and sale. The whole of the passion fruit pulp, amounting to 45,000 gallons last year, was produced by New Guineans. He expressed the hope that these figures would demonstrate that the people of New Guinea were taking an ever-increasing part in producing the exports of the Territory. The figures quoted referred to the sale of export crops only and did not take into account the considerable amount for local consumption.

124. While the representative of the Administering Authority welcomed and commended the proposals for the economic survey now being undertaken by the International Bank, economic surveys of many kinds had been going on for at least the last fifteen years

and would continue and would be adjusted as considered necessary in the light of the over-all findings of the International Bank's economic survey.

PUBLIC FINANCE

125. The representative of the United States paid tribute to the quiet generosity of the Australian Government and people in their impressive financial contribution to the supervision and welfare of the Trust Territory.

126. The representative of the Union of Soviet Socialist Republics felt that the question of the abolition of the head tax imposed on the local population in 1958 despite the miserable wages received by the population must be considered.

127. He asked the Administering Authority to tell the Council what profits were being pumped out of New Guinea by the financial groups, companies and monopolies which, with the blessing of the Administering Authority, sucked the blood from the body of New Guinea. He challenged the Administering Authority to tell the Council how much it received from New Guinea and then he could compare it with what was given back by it. If these profits were compared with the miserable contribution which the Administering Authority made to the budget of New Guinea, and for which it wanted to receive thanks and compliments from members of the Council, it would be clear that the Administering Authority should not be praised, but rather censured for the policy which it followed.

128. The representative of France stressed the importance of the increase in the budgetary credits allotted by the Administering Authority, which, this year, would reach a total of £25 million. He noted as well that such a financial effort would be of little value if it were not agreed to with the purpose of strengthening the economy by diversifying the products to a maximum and by avoiding the difficulties encountered by many new States on the morrow of their independence.

129. The special representative of the Administering Authority reminded the Council that the early grants to the Territory were made from funds provided by the Australian taxpayers, the very great majority of whom had no financial interest in the Territory. He stated further that New Guineans contributed only a small proportion of the cost of running the Trust Territory. There was a personal tax of £2 and less per year for adult persons not residing in a Council area and who could reasonably be expected to pay the amounts without hardship. There were many thousands of New Guineans who did not pay any personal tax. This tax has been instituted after a recommendation by one of the previous visiting missions. He further stated that a recent Australian National University study showed that the net interest dividends from the Territory payable outside the Territory in 1960-1961 were only £1.5 million representing a modest return on the total. This could not be described as exploitation and the figure might be compared with the rate of Commonwealth contribution to the Territory's development which this year stood at some £25 million.

LAND

130. The representative of China stated that whatever reforms might be recommended as a result of the present economic survey, it was highly desirable, in his

opinion, that determined efforts be made to persuade the people to accept the conversion of title under native custom to individual registered title. For this purpose an intensive educational programme would be necessary.

ROADS

131. The representative of New Zealand stated that five thousand miles of roads had been constructed and air transport built up to a level probably matched nowhere else in the world.

132. The representative of the United States thought that one of the most formidable and expensive programmes currently under way was the improvement of the Territory's transportation system. He had been impressed by the special representative's answer to his question on complementary progress in sea and air transportation.

133. The representative of the United Kingdom stated that his delegation had been particularly impressed by the progress made by the Administering Authority in road-building, which he considered would be of great value to the people of the Territory from the point of view of their economic development and of their access to the facilities provided by the Administration.

134. The representative of Liberia stated there was need for the development of more extensive and better roads, rail and communication systems.

135. The representative of the Union of Soviet Socialist Republics was aware of the road-building and airport activities in the Trust Territory, but he could not ignore that they were carried out in the interests not of the people of the Trust Territory, but in the interest of exploiting the Territory for foreign companies and colossal profits. Obviously, the inhabitants of the Trust Territory used the roads, but they would not have been built had they not been needed by the Administering Authority and by the different companies which exploited the natural resources of the Trust Territory. If the roads had not been built the colonial Powers and the monopolies could not have brought out of the colonies the wealth of which they had robbed them.

136. The special representative of the Administering Authority stated that the construction of roads, wharves and airfields was not undertaken to provide facilities for non-indigenous enterprise but to develop the economy of the Trust Territory as a whole, and the New Guineans received equal benefits by the use of such facilities. In fact, many roads and airports served those people only.

IV. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

137. In its current report, the Administering Authority stated that continuing interest had been shown by New Guinea workers in the formation of employee organizations. Workers' associations had been formed at Lae and Rabaul, in addition to an existing association at Madang. The special representative of the Administering Authority informed the Trusteeship Council at its thirtieth session that with the establish-

ment and staffing of the Department of Labour, legislation had been passed to control and regulate industrial organizations and relations and to provide for arbitration and compensation for all employees. In addition, urban wages had been approved and agreements concluded providing improved wage rates for waterside workers.

138. Activities directed to the advancement of women continued to expand, and the special representative of the Administering Authority informed the thirtieth session of the Council that there were now 157 women's clubs operative in the Territory.

139. The Administering Authority reported to the thirtieth session of the Trusteeship Council that the first New Guinea newspaper intended specifically for indigenous readers was published for the first time on 4 October 1962. It also reported that the Liquor (Temporary Provision) Ordinance came into effect on 2 November 1962. The Ordinance permits Papuans and New Guineans to consume liquor on licensed premises and at *bona fide* social occasions and to remove beer from licensed premises. Provision has also been made to assist organizations conducting temperance campaigns in the Territory.

PUBLIC HEALTH

140. At its twenty-ninth session, the Council, noting the views of the 1962 Visiting Mission that targets in the field of public health for the next five years generally were realistic, that progress made in the field of public health had been admirable, and that the high standards of hospital construction and administration which are being set were well justified and were very much to the credit of the Administration, commended the Administering Authority for the progress being made in the field of public health.

141. During the period under review, expenditure on health services increased from £1,644,306 to £1,844,216 and expenditure on works and services amounted to an additional £412,065. The more important works were the completion of the Wewak General Hospital and the commencement of the new general hospitals at Lae and Okapa. Health expenditure by religious missions out of their own funds amounted to £185,813 and that by local government councils came to £19,669.

142. The special representative of the Administering Authority informed the thirtieth session of the Trusteeship Council that general hospitals had been established in three centres (Wonenara, Jimmi River and Okapa) during the year and it was expected that the new General Hospital at Lae would be completed and occupied by the end of 1963. Furthermore, the special representative stated that intensive effort was directed by the Health Department to the mass immunization of the people living near the West Irian border against smallpox and cholera when a serious outbreak of cholera occurred on the western side of that border early this year.

143. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council notes the observations of WHO on public health in the Territory,¹⁸ and expresses the hope

¹⁸ Official Records of the Trusteeship Council, Twenty-ninth Session, Annexes, agenda item 4, document T/1615.

that the highly satisfactory situation which it reveals will continue to improve.

The Council considers that, as suggested by WHO, a programme of nutritional education should be carried out in those areas where malnutrition is a problem.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

144. The representative of Liberia stated that there was need for extensive resettlement of those inhabitants who were advancing to a higher standard of living but had little opportunity of sustaining a higher standard on the poor soil and steep slopes which they occupy.

145. The representative of the Union of Soviet Socialist Republics stated that the standard of living of the indigenous population was still very low and that conditions of labour in the Territory were very hard. Open discrimination in the field of wages with regard to the indigenous people existed. Despite all the arguments of the Administering Authority about the necessity of paying higher wages to white workers and technicians brought from Australia, despite references to other conditions, it was difficult to justify a situation in which the wages of the local population were only one-seventh to one-tenth of the wages paid to Australian workers in New Guinea. He proposed that the Trusteeship Council must indicate to the Administering Authority that it was necessary to liquidate racial discrimination in the field of wages and must insist on the application of measures to improve the conditions of the local population in the different fields of the economy of the Territory. He stated further that the Council must request the Administering Authority to present at the eighteenth session of the General Assembly documentary proof that measures had been taken to liquidate racial discrimination, and that these measures had not only been taken but also that they had produced the necessary results; to liquidate segregation in schools; to establish equal wages for equal work; to abolish the limitations on the movement of the indigenous population within and outside the Territory; to remove all obstacles to mixed marriages; to remove segregation in public places, and to abolish all corporal punishment.

146. The representative of France noted with great interest that the Legislative Council had recently adopted an ordinance concerning arbitration and compensation in cases of labour conflict.

147. The special representative of the Administering Authority stated that the Administration provided sufficient areas for resettlement of those people who desired it and that in fact the areas available were in excess of the demand. It was difficult to persuade the people to leave their ancestral land as their social structure in nearly all cases was bound up with their lands. He did not assume that the representative of Liberia would ever suggest that such people should be forcibly moved to other areas of better soil and terrain.

PUBLIC HEALTH

148. In connexion with the problem of malnutrition, the representative of Liberia suggested that a nutri-

tional educational propaganda programme be carried out as indicated by WHO.

149. The representative of China stated that the Administering Authority had done praiseworthy work in the field of public health.

150. The special representative of the Administering Authority stated that no poverty or starvation existed in the Territory. Every New Guinean was a land-owner through his traditional social organization. Everyone could and did produce his own and his family's food and other traditional requirements. He further stated that everybody had enough to eat. The traditional diet was not perfectly balanced. The Administration was however endeavouring to overcome this by educating the people with regard to food values and, at the same time, through the agricultural extension centres and the farmer training scheme, to introduce better subsistence crops and encourage beef and dairy production. At every village aid post, in the schools and at the infant and maternal health centres and all women's clubs, one could see enlarged coloured posters and charts in neo-Melanesian and in English demonstrating the food values of locally grown foodstuffs.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

151. During the period under review, the number of Administration schools increased from 247 to 284 and pupil enrolment rose from 21,119 to 26,593. Registered and recognized mission schools increased from 736 to 865, with an enrolment of 64,558, an increase of 10,401 over the previous year's figure.

152. Expenditure by the Administration on educational services (excluding the maintenance of buildings) rose from £1,602,933 to £2,275,914. Financial aid provided for mission schools decreased from £283,095 to £238,340 but mission expenditure from their own funds rose by £176,000 to £596,000.

153. The Administering Authority informed the Trusteeship Council at its thirtieth session that as of 31 March 1963, the number of Administration schools had increased to 290 and pupil enrolment had risen to 29,278. The special representative also stated that during the coming financial year £1.2 million would be provided for additional school construction for the Territory of Papua and New Guinea.

154. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council notes the observations made by UNESCO¹⁹ on the needs of primary education and commends these to the attention of the Administering Authority.

The Council considers that the recent rapid expansion of primary education now requires an urgent effort to plan the expansion of facilities for secondary schooling, if the educational balance of the Territory is to be maintained. It urges the Administering Authority to make a study of the causes, effects and means of alleviating the wastage which occurs at the primary school-leaving level.

¹⁹ Made at the 1215th meeting of the Council.

155. At its twenty-ninth session, the Council noted the views of the 1962 Visiting Mission that the Administration's educational programme for mass literacy was commendable but inadequate in that it paid little or no attention to the need for higher education; that a positive programme was required to ensure that hundreds of students will be qualifying for and demanding higher education; that the Administration should be planning now to provide an annual turnout of at least a hundred university graduates; that planning should include the provision of special courses for selected students at both the secondary and tertiary levels and the provision of inducements through scholarships or the payment of living allowances, in order to make it possible for them to complete such courses; and that this programme should be planned now and put into operation not later than the end of 1963.

156. The Council welcomed the comprehensive plans for secondary and tertiary education announced by the Administering Authority, including the selection for higher academic education of an annual quota of candidates who would be nursed through schools up to university level by means of special monetary inducements to continue their formal school studies; the establishment of a central residential administrative college; the establishment of a university; the establishment of a multi-racial full standard teachers' college; the provision of higher technical training facilities; and the expansion of secondary education throughout the Territory.

157. The Council recommended that the Administering Authority should devote even greater attention to the problem of developing university and higher education and that its plans should give special consideration to the recommendations of the 1962 Visiting Mission.

158. In its report under review, the Administering Authority stated that it had offered additional incentives to post-intermediate students within the Territory and was providing special guidance procedures for secondary school students. A commission has been appointed to inquire into and report on the means for further developing tertiary education in the Territory. The commission is expected to submit its report in the latter part of 1963. It will give particular attention to the present and prospective numbers of students for tertiary education; the best means of affording access to university education for residents of the Territory at successive stages of the Territory's development; the establishment in the Territory at the earliest practicable date of an institution or institutions to provide education at university level; the functions of the schools for medical, agricultural, administrative and teacher training and for other forms of tertiary education that have already been established or planned in the Territory and the relationship of such schools to any university institution which may be established in the Territory; and the relationship with universities in Australia of any institution recommended to be established in the Territory.

159. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council welcomes the establishment of the Commission on Tertiary Education and takes note of the intention of the Administering Authority to establish a university within the Territory. It wishes, however, to stress the immediate need to provide a substantially

increased number of New Guinean students with training at university level, whether at the institutions of higher education which have already been established in the Territory or at universities overseas. The Council considers that such expansion of the numbers receiving university training is urgent not merely for its own sake, but also to sustain the tempo of political, administrative and economic development.

TEACHER TRAINING

160. At its twenty-ninth session, the Council noted the views of the 1962 Visiting Mission: that the Administration should be commended for its programme of teacher training, which was making a most useful addition to the number of Australian teachers available each year, but that there was still not a sufficient number of teachers coming forward from New Guinea and Australia to reach the Administration's goal; that the possibility of securing English-speaking teachers from other sources should be actively explored; and that the Administering Authority should seek the assistance of UNESCO's international exchange service to provide additional teachers.

161. In its report under review, the Administering Authority stated that special attention was being given to teacher training and an extension of teacher training facilities was proceeding. The Administering Authority informed the thirtieth session of the Trusteeship Council that New Guinea teacher trainees at Administration teachers' colleges had increased from 119 as of 30 June 1962 to 145 as of 31 March 1963; at the same time, trainees at Mission teacher training centres (which now number seventeen), decreased from 412 to 398.

162. At its thirtieth session, the Council adopted the following recommendation:

The Council recommends that continued efforts should be made to increase the recruitment of qualified teachers and to improve the qualifications of those teachers who are already in service.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

163. The representative of New Zealand stated that another important political issue in which the new House of Assembly might be expected to concern itself was education. Primary and secondary education had been developed to the point where half a million children would shortly be attending school.

164. The representative of the United States thought the concentration on elementary and secondary education was well justified by the peculiar problems presented by the Territory. A broad educational base was essential to an informed democratic process.

165. The representative of Liberia recalled problems indicated by UNESCO: precise demographic statistics to determine school enrolment rates; a higher rate of progress in the field of primary education; compulsory education throughout the Territory; a total integrated school system.

166. The representative of the Union of Soviet Socialist Republics stated that almost nothing had been done in the field of education during the period under review. In the fields of more important areas of economic activity, the Administering Authority had not

prepared one single expert who could participate without any help from the Australian specialists, in international conferences. He pointed out that unfortunately there was no indication that the Administering Authority was prepared to change this policy of holding back the local population.

167. The representative of China stated that concrete measures were urgently required to encourage indigenous children to proceed beyond the primary school level. He also expressed the hope that the missions vying with one another in the establishment of schools would pool their resources in conducting and improving the schools comprising all the primary levels.

168. The special representative of the Administering Authority stated that most children of the Territory were educated in primary "A" and primary "T" schools. The primary "A" syllabus was based on the Australian syllabus with all teaching in English. Practically all the New Guinean children when they first went to school were unable to speak English or neo-Melanesian so that the first two years were devoted to teaching English. Those attending the primary "A" schools could speak English at their first attendance. He stressed, however, that there was no discrimination and any child who could speak English on entrance could choose either school. At the high school level, where all had a good understanding of English, the children of all races were fully integrated and received equal tuition opportunities. The children of New Guineans also received free room and lodging at such schools and were in a favoured position.

HIGHER EDUCATION

169. The representative of New Zealand stated that the proposals of the Commission on Tertiary Education for university and technological education, building on those institutions already established, such as the teacher-training college, administrative staff college and others, would in effect cap the educational structure which the Administering Authority had progressively erected.

170. The representative of the United Kingdom was not clear to what extent the target suggested by the 1962 Visiting Mission, the selection of 100 New Guinean students a year for higher education, had been met, largely because of the imprecision of the term "higher education". He noted that over eighty New Guineans were studying in Australia, although only three were at university level and he expressed the hope that next year's report would reveal a substantial increase in the number of students from New Guinea attending universities.

171. The representative of the United Kingdom looked forward with interest to hearing at the Council's next session details of the conclusions of the Commission on Tertiary Education and of the measures adopted by the Administering Authority to implement them.

172. The representative of Liberia stated that there was need for a new programme of university and higher education.

173. The representative of the Union of Soviet Socialist Republics stated that only two New Guineans were at present receiving higher education. The policy was a very definite one designed to prevent the local population from obtaining higher education. Was this not shown in the statement of the representative of the

Administering Authority when he said that the Administering Authority reserved its right to decide whether the indigenous inhabitants could avail themselves of the scholarships which were provided? The Administering Authority feared the appearance of an intelligentsia in New Guinea, and so the majority of the indigenous inhabitants had no education whatever. He considered that the means of solving this question lay in the granting of independence to New Guinea. This was supported by many examples in the history of the struggle of oppressed peoples for their liberation and a glance at any country of Asia, Africa or Latin America would show the enormous steps forward taken by them in the field of education after they had obtained independence.

174. It now seemed possible, said the representative of France, for the Administering Authority to devote its efforts to higher education. At present Australia was receiving a number of scholarship holders who seemed to be satisfied with the conditions in which they were working.

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

Outline of conditions and recommendations adopted by the Trusteeship Council

175. At its twenty-ninth session, the Council noted the preliminary steps of the Administering Authority to stimulate the political advancement of the Territory, and urged it to establish, in the light of the Charter of the United Nations, the Trusteeship Agreement and General Assembly resolution 1514 (XV) and in consultation with the representative organs of public opinion in the Territory, realistic target dates reflecting the sense of urgency for the rapid and planned advance of the Territory in all aspects of its political life.

176. In its report under review, the Administering Authority stated that it respected the right of the indigenous people to choose their own future, was proceeding to develop the machinery of self-government by a series of constitutional steps in accordance with the wishes of the people, and looked to a Territory parliament elected on the basis of a common roll and adult franchise to indicate the time and define the form of self-government for the Territory.

177. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council notes the steps which the Administering Authority has taken to advance the political development of the Territory.

The Council urges the Administering Authority to continue to implement, in the light of the Charter of the United Nations, the Trusteeship Agreement and General Assembly resolution 1514 (XV) and in consultation with the representative organs of public opinion in the Territory, realistic plans and programmes reflecting a proper sense of urgency for the rapid and planned advance of the Territory in all aspects of its political life.

Observations of members of the Trusteeship Council representing their individual opinions only

178. The representative of New Zealand stated that the three Territories remaining under trusteeship pre-

sented peculiarly difficult challenges in fulfilling the goals of trusteeship; each had for the present to depend almost entirely on assistance from the Administering Authority and in each the most fundamental task was to build a nation where only isolated tribes and islands had existed before.

179. The representative of the United States was convinced that the freely expressed wishes of the New Guinean people were being and would continue to be met.

180. The representative of Liberia suggested that the Administering Authority should set development target dates in the social, economic, educational and political fields, taking into consideration all aspects of development.

181. The representative of the Union of Soviet Socialist Republics stated that together with other colonial Powers, Australia refused to support the Declaration on the granting of independence to colonial countries and peoples. Without changing the substance of its colonial policy, Australia was endeavouring, through small concessions and half-measures, to neutralize the growing dissatisfaction and the just demands of the indigenous population, which was calling for the independence of New Guinea and Papua, and to soften the criticisms that were directed against Australia. In the political, economic and social fields, there was not a single measure which would testify to any progress by the Territory towards independence. The representative of Australia stated that the population itself did not wish independence now although the Administering Authority had not tried to determine the wishes of the indigenous population on the basis of a referendum or any other method

accepted in international practice. No attempt was made to indicate when the Territory would be granted independence. The Administering Authority ignored the decision of the General Assembly, which, in conformity with a report of the Trusteeship Council, had adopted a recommendation in which the Administering Authorities were requested to take into consideration the views of different delegations as expressed in the discussion in the Fourth Committee at the seventeenth session of the General Assembly, the essence of many of the statements being that certain delegations—in the first instance, delegations of Africa and Asia and the socialist countries—had posed, in a very concrete form, the question of the immediate granting of independence to the people of this Trust Territory. The Administering Authority had openly violated the recommendations of the twenty-seventh and twenty-ninth sessions of the Trusteeship Council which had energetically recommended to the Administering Authority the establishment of realistic dates which would reflect the need for a planned progress of the Territory in all areas of political life.

182. The special representative of the Administering Authority, quoting the words of the Minister for Territories, saw the political advancement of the Territory of Papua and New Guinea as part of the peaceful constitutional process and said that the Administering Authority took it as a basic principle that in each successive stage of advancement the people of the Territory could and did participate in the process and make their own judgement. Neither the Administering Authority nor the people of New Guinea had any need to wage a war of liberation. Liberty was here a natural growth.

Chapter II

NAURU

I. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

LAND AND PEOPLE

183. The Trust Territory of Nauru is a small island, situated in the Central Pacific, with an area of 5,263 acres and a circumference of approximately twelve miles. Of Nauru's total area, 3,658 acres are classified as phosphate-bearing. The total population of Nauru as of 30 June 1962 was 4,949 and consisted of 2,516 Nauruans, 1,173 other Pacific Islanders, 748 Chinese and 412 Europeans. An additional sixty-nine Nauruans were absent from the island on that date for educational, medical or personal reasons. Under the law, Nauruans are "Australian protected persons". The Nauruan population had increased to 2,581 as of 31 March 1963.

FUTURE OF THE NAURUANS

184. The question of the future of the Nauruan community has been of special concern to the Trusteeship Council by reason of the fact that Nauru is totally lacking in natural resources other than phosphates, and the phosphate deposits will be exhausted by the British Phosphate Commissioners within forty years. The Trusteeship Council has urged the Administering Authority, in consultation with the Nauruans, to formulate plans for resettlement.

185. The Council, at its twenty-ninth session, noted that the Nauruan leaders had confirmed that a new home had to be found for the Nauruan people and that there could be no going back on that basic decision. It considered that the search for a new home should be extensive and that the Nauruans themselves must be enabled to explore every possibility of resettlement. It also noted the recommendation of the Visiting Mission that the Administering Authority should carry out a review of all possible islands off the coasts of Australia and New Guinea, not excluding the inhabited islands of New Guinea, and, as an alternative proposal, work out a specific plan for the establishment of a Nauruan community centre in Australia within easy reach of some main centre of population. The Council trusted that in the search for a solution to the problem of resettling the Nauruan people, and in working out detailed proposals, the Administering Authority would fully respect the desire of the Nauruan people to retain its national identity. It noted with interest the proposals submitted by the Resettlement Committee of the Nauru Local Government Council to the Government of Australia on 19 June 1962, in which the Nauruan people proposed the creation of a sovereign Nauruan nation related to Australia by a treaty of friendship. It took note of the fact that the Nauruan proposals were submitted only a few days before the Council's consideration of this matter and

that there had not been time for the Visiting Mission or the Administering Authority to consider and comment upon them; it took note of the statement of the special representative of the Administering Authority that those proposals would be discussed and examined in further negotiations between the Administering Authority and the Nauruan leaders. It hoped that the result of those negotiations would be communicated to the Trusteeship Council at an early date, and in time for consideration by the General Assembly at its seventeenth session. It endorsed the view of the Visiting Mission that the time had come for the Administering Authority to work out in detail specific and definite plans which would be submitted without further delay to the Nauruans for their consideration and discussion, with opportunity being given to them to make proposals for any changes or improvements which might occur to them.

186. In the report under review, the Administering Authority stated that in order to assist in the handling of this matter the Administering Authority had appointed a specially chosen officer to work full-time as Director of Nauruan Resettlement who had been making extensive investigations regarding a possible location for a Nauruan future home. As a result an inspection of Curtis Island (off the Queensland coast) was carried out by the Head Chief and the Administrator in February 1963.

187. This inspection revealed that the prospects offered by the Island were very favourable, and as a result the Head Chief proposed that a further inspection should be made by the Resettlement Committee of the Nauru Local Government Council. With the agreement of the Australian Government, the Committee led by the Head Chief spent some days on Curtis Island towards the end of May 1963, investigating its possibilities and discussing the various schemes by which it might be developed for resettlement, and some members of the Committee paid a brief visit to Fraser Island. The Committee itself is of the opinion that either Curtis Island or Fraser Island would be acceptable as a site for resettlement of the people, subject to agreement being reached as to their future form of government.

188. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council reaffirms that the provisions of the Charter of the United Nations, the Trusteeship Agreement and the Declaration on the granting of independence to colonial countries and peoples should be fully applied to the Trust Territory of Nauru.

The Council notes with approval the efforts of the Administering Authority and the Nauru Local Government Council to find a new home for the Nauruan people in accordance with the conditions outlined by the Nauruan people.

It notes the statement of the Resettlement Committee of the Nauru Local Government Council that either

Curtis Island or Fraser Island is acceptable as a site for resettlement, subject to agreement being reached on the future form of government of the Nauruan people in their new home.

It notes, however, that whereas the Nauru Local Government Council has expressed the wish that the Nauruan people should become an independent sovereign nation wherever they may be resettled, the Government of Australia does not consider that it can transfer sovereignty over territory which is an integral part of Australia.

Considering that the Administering Authority and the Nauru Local Government Council are currently engaged in negotiations on this problem, and with full appreciation of the difficulties involved, the Council urges continuing consultation aimed at a harmonious solution, having in mind the legitimate desire of the Nauruan people to preserve their national identity.

Observations of members of the Trusteeship Council representing their individual opinions only

FUTURE OF THE NAURUANS

189. During the discussions, at the 1217th meeting, of the Council's conclusions and recommendations concerning the future of the Nauruans, the representative of the Union of Soviet Socialist Republics requested that, in accordance with rule 64 of the rules of procedure, the following statement be appended to the first recommendation:

"The question of the implementation of the Declaration on independence, in the view of the delegation of the Soviet Union and in accordance with the will of the people, should not be linked with the question of resettlement".

190. The representative of Australia said that Nauru was a small, remote island which, apart from the results of the working of the phosphate deposits, was capable of sustaining life only on the basis of the simplest economy and for a very small number of people. The inhabitants were living in peaceful and prosperous circumstances under a benign and watchful Administration and their number was steadily increasing. All those circumstances were relevant to the matter of the Nauruan's future home, a question to which both the Council and the Administering Authority attached great importance. The problem was a complex one because it concerned more than one group of people and could not be solved without balancing the rights and wishes of all the groups which might be involved. Since no unoccupied area of land was available where a new community could be brought into being in such isolation from other countries that it could pursue its own development independently, the problem was further complicated by considerations of national identity and national sovereignty.

191. The representative of Liberia noted with interest the recent steps taken by the Australian Government towards obtaining a location upon which the Nauruan people might be resettled. The Australian Government accepted the principle of self-government but not independence as envisaged by the Nauruans under existing circumstances. She considered that it was the duty of the Trusteeship Council to work with the Administering Authority for the achievement of the desired goal of the Nauruan people, the goal of independence. She suggested that the Administering Authority should re-

examine this proposal of the Local Government Council on the question of independence before the eighteenth session of the General Assembly. Should the Australian Government still find itself unable to accede to this principle, and if the Nauruans continue to believe that they could not forgo the principle of a sovereign State for the Nauruans, she suggested that the Local Government Council re-examine the question of proximity to Australia and perhaps consider the possibility of having the Administering Authority locate an area not very near to Australia but near to potential markets, if it conformed largely to other requirements of the Nauruan people.

192. The representative of New Zealand noted that from the several possibilities open to them, the Nauruans had chosen a planned resettlement. The task of the Trusteeship Council was to build upon the expressed desire of the Nauruans and to assist them to translate their wishes into reality. He noted that an intensive review of possible island sites undertaken in response to a suggestion made by this Council last year had come near to success. Curtis Island, in particular, seemed to fulfil the most important of the Nauruan desiderata to an encouraging extent. What remained to be settled, once agreement was reached on a site, was the future form of government of the Nauruan people in their new home. The Nauruan leaders had prepared proposals asking for sovereign independence. But since their choice was likely to be an island only a few hundred yards off the Australian coast, the legitimate wishes of the Australian Government had also to be part of the consideration. There seemed, however, to be ample room for an accommodation between the requirements of Australian constitutional law and the basic wishes of the Nauruans. The Nauruans desired a homeland where they would have the right to live as a community and to manage their own affairs. The Special Representative had stated that Australia would offer the maximum of autonomy that was consistent with its constitutional requirements. He shared the Head Chief's hope that conclusions satisfactory both to the Nauruans and the Australian Government would be arrived at.

193. The representative of the Union of Soviet Socialist Republics said that in a memorandum submitted to the Visiting Mission, the people of Nauru had expressed their desire to be granted independence. He added that the Trusteeship Council had also called upon the Administering Authorities to draw up realistic plans fully reflecting the urgent need for the planned political development of the Territory in the light of the provisions of the United Nations Charter, the Trusteeship Agreement and the Declaration on the granting of independence to colonial countries and peoples. However, nothing had so far been done. The Administering Authorities had continued their former policy of refusing to grant self-government and independence to the Nauruan people. He considered this attitude disrespectful towards the Council. He pointed out that Nauru was a classic example of the colonial Powers ignoring the principles of the Declaration and the will of the peoples of Trust Territories; that not only had no measures been taken for the immediate granting of independence to the people of Nauru, but not even a first step in this direction had been taken. The Administering Authorities insisted on standing by their old position, namely, that it was impossible to separate the problem of the independence of Nauru and the satisfaction of the legitimate demands of its people from a solution

of the problem of the future homeland of the Nauruans. From the very emergence of this plan, the Soviet delegation had rejected it as unsuitable and as representing only a screen designed to hide attempts to maintain the colonial domination of the island. Thus, there could be no conditions or reservations concerning the transfer of the Nauruans. When the report of the Trusteeship Council was discussed in the Fourth Committee during the seventeenth session of the General Assembly, the statements of the majority of representatives clearly supported the thesis that the granting of independence could not depend on the search for a new home for the Nauruans, that independence must be granted immediately. The present position of the Administering Authority was based, not on the interests of the Nauruans, but on a desire to maintain the possibility of exporting phosphate from the island without even bearing the moral responsibility for that, either before the Nauruans themselves or before the United Nations. The Soviet delegation had pointed out that there were genuine possibilities of ensuring normal living conditions for the indigenous population of the island of Nauru in conditions of freedom, independence and prosperity. He believed that the island could be preserved as a place to live in. But this needed money. This meant a lessening or a reduction of the profits of the British Phosphate Commission and so this was not wanted. He added that the transfer should genuinely meet the legitimate desires of the Nauruans. First of all, they should be given full self-government and independence, as they demanded and in such forms as they required. Secondly, there should be returned to them their national wealth—that is, there should be given into their keeping the property of the British Phosphate Commission, and there should be returned to the Nauruans their legitimate profits, which had been hidden by the authorities in the course of all the previous activity of the Commission. From these sums, a resettlement fund should be set up. In substance the plan proposed by the Administering Authority, along with its refusal to hand over sovereignty over one of the islands to which the Nauruan people will be transferred, meant the continuation of the old plan which had been submitted at the last session, that is, the plan of assimilation, the plan of including the Nauruan people in one form or another within the framework of Australia, a plan which meant the physical annihilation of the Trust Territory of the island of Nauru.

194. The representative of the United Kingdom said that the Nauruan people, the Administering Authority and the Trusteeship Council were at one in believing that resettlement elsewhere was the only solution for the Nauruans when the phosphate resources were exhausted. The Council had before it the views and proposals which had been put forward by the Nauruan Local Government Council. He said that the one point of difference which now emerged was the question of sovereignty. He said he admitted to sympathy with the view of the Australian Government that the complete transfer of sovereignty over an integral part of Australia was difficult to accept. Given the happy history of co-operation in the past between the Nauruans and the Administering Authority, he believed that the future form of government of the Nauruans could be settled by discussion between them. He hoped that the result of the Council's discussion on this question would be such that it would encourage the Administering Authority and the Nauruans to continue their dialogue on the best geographical location

for resettlement and on the future form of government for the Nauruans in the place ultimately chosen without committing the Council to supporting the initial views of either party.

195. The representative of France said that, regarding the question of resettlement of the Nauruans, the choice seemed to have finally settled on Curtis Island, the proximity of which to the Australian continent satisfied the express desires of the people. In his view, all the conditions set by the Nauruans could not be met to the same degree. Their demand for full sovereignty had posed a very complex problem. In finding a solution, he was of the view that the Trusteeship Council should not be dogmatic. It should take into account the size of the Nauruan population and the need to assure their future well-being.

196. The representative of China said that the resettlement problem was a human one. He believed that it would take time for the Nauru Local Government Council to ponder and arrive at a decision on such an important matter. It would also require time for the Administering Authority to discuss further with the Nauruan leaders the future form of government of the Nauruan people in any such new home. It was obvious that a decision of this kind was not to be made in haste. He was encouraged to hear that upon his return to Nauru the Head Chief would request the Local Government Council to consider seriously the possibility of having Nauru become a self-governing entity within itself but associated with a larger independent community. Needless to say, the solution to the problem of the future of the Nauruan community could only be sought by agreement between the people of Nauru and the Administering Authority themselves. The United Nations must respect the wishes of the Nauruan people.

197. The representative of the United States of America said it was clear that a close bond and a close understanding existed between the Australians and the Nauruans, two diverse peoples whom history has brought together in an extraordinary and challenging partnership. He also said that although the desire of the Nauruans to retain their identity and to attain independence was understandable, his delegation was inclined to agree with the Australian representative that no country could be expected to permit the creation of an enclave within its sovereign borders, for a separate people over whom it would have no control. The Australians were to be congratulated for having invited the Nauruans to join them in full citizenship and to share their homeland. They had been generous in their negotiations and in the opportunities they offered to the Nauruans. While one could understand and sympathize with the desire of the Nauruan people to maintain their identity and independence, the question was whether, even though they might not attain full sovereignty, the Nauruans would be able to retain their separate identity. The Australian representative had solemnly pledged that the Nauruans would be permitted to continue their way of life; they would be permitted to manage their own local affairs, to make their local laws and regulations, to govern their own community. His delegation believed that Australia would keep that promise and was confident that the Nauruans would be given every opportunity to preserve their own individuality. Whether they could be able to do so would be to a great extent their own responsibility. In a new home adjoining modern Australia they would have emerged from

the protective isolation which now permitted them to preserve their traditional ways. Their objective would inevitably become more difficult as they established themselves in close proximity to a much different and a more sophisticated society. Therein lay the task of the Head Chief and the elders of the community, and his delegation wished them all success in their efforts to preserve their way of life.

198. The special representative of the Administering Authority stated that the complexity of the problem posed by the Nauruan request that they be able to exercise full sovereignty on an island which is part of Australian territory had been recognized by nearly all members of the Council. The Head Chief had shown his appreciation of this when in reply to a question at last year's session of the Trusteeship Council he had said among other things that the main problem lay in the reconciliation of the wish of the Nauruan people to set up an independent sovereign State on an island adjacent to Australia with the wishes of the Australian people. The special representative emphasized that, mindful of its responsibilities, the Administering Authority was determined not to be mesmerized by the apparent intractability of the problem. It intended to press forward to a solution. The solution would be shaped in part by the "unyielding reality" that there was no island which fulfilled all the conditions sought by the Nauruan leaders on behalf of their people. Account would also have to be taken of the fact that the Administering Authority had not been able to find a place where a sovereign State could be established without damaging the legitimate and proper interests of others. However, he added that such a solution would recognize the wish of the Nauruans to preserve their own identity.

II. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

DEVELOPMENT OF REPRESENTATIVE, EXECUTIVE AND LEGISLATIVE ORGANS AND THE EXTENSION OF THEIR POWERS

199. The Council, at its twenty-ninth session, bearing in mind the importance of assisting the Nauruan people to be self-governing in all their domestic affairs, endorsed the view of the Visiting Mission on this matter and recommended that an advisory committee should be set up immediately to consider the whole matter of future legislative and executive authority and to work out constitutional plans for full Nauruan participation in the legislative and executive administration of the Territory. It welcomed the statement of the special representative that he did not see any disagreement with the principle of fuller participation by the Nauruans in their government as suggested by the Visiting Mission, regardless of whatever developments the future might bring in relation to the future home.

200. In the report under review the Administering Authority stated that, believing that the most suitable way of developing the people to the stage where there was full Nauruan participation in the legislative and executive government of the Territory was to extend the powers and scope of the Local Government Council, it had placed before that Council proposals for such an extension of powers. The Council had expressed itself as being "greatly encouraged" by the proposals and had concurred with most of them. The Admin-

istering Authority also stated that legislation to give effect to those proposals was now being prepared. At the same time the Council was being consulted on an increasingly wide range of problems so that nearly all important matters relating to the administration of the island came before it either formally or informally. The Council will in future be able to engage in business, undertake projects, and establish public or social services in the interest of the Nauruan people on its own initiative and under its own responsibility, and with this end in view the Ordinance is being amended to remove the requirement for the approval of the Administrator. In the same way, approval of the annual estimates of receipts and expenditure from the Administrator will not be required, and the Council will have entire control over its own funds. Rules made by the Council will no longer be subject to the approval of the Administrator but he will have power to disallow within a stipulated time a rule made by the Council. Approval of the Administrator will not now be required to levy taxes, charge fees, fix the remuneration of the officers of the Council, fix the date of by-elections and accept the resignation of Councillors.

201. The Nauruan Local Government Council has agreed with and welcomed the proposed amendments, which will be introduced as early as possible.

202. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council notes that in accordance with its recommendations at the twenty-ninth session, the Administering Authority has granted additional legislative powers to the Nauruan people although full Nauruan participation in the legislative and executive administration of the Territory has not yet been achieved.

The Council invites the attention of the Administering Authority to its recommendations made at its twenty-ninth session concerning the appointment of an advisory committee and reaffirms that such a committee consisting of representatives of the Australian Government and of the Nauruan people should be set up to work out constitutional plans for full Nauruan participation in the legislative and executive administration of the Territory.

CIVIL SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

203. The Council, at its twenty-ninth session, noted with regret that few Nauruans have so far been appointed to senior posts in the Administration, and further noted the statement of the Visiting Mission that there was concern about this matter among the Nauruan leaders. It reiterated its previous recommendation that the Administering Authority should continue its efforts to train Nauruans for such positions in the Administration as well as for senior positions with the British Phosphate Commissioners. Noting the establishment of a post of Public Service Commissioner, it suggested that this might be followed up by the creation of a Public Service Commission with a majority of Nauruans. It drew the attention of the Administering Authority to the views of the Visiting Mission in this regard and expressed the hope that the proposed change would enable the Nauruans to participate in discussion on the structure of the Public Service, in the fixing of salaries and the settlement of qualifications for particular posts and in the selection of qualified candidates.

204. In the report under review the Administering Authority stated that it was the policy to appoint Nauruans to senior Public Service posts as soon as they could qualify for each position and efforts were continuing for the training of selected Nauruans for advanced positions in the Administration. The Administering Authority agreed generally with the proposal that Nauruans should be associated with the work of the Office of Public Service Commissioner and discussions were taking place with the Nauruan Local Government Council in an endeavour to work out the best possible arrangements whereby Nauruans could gain experience which would prepare them for a fuller participation in the work of the administration of the Nauru Public Service. Considerable progress has been made in plans to train Nauruan officers to take over senior positions in the public service previously or at present occupied by expatriate officers. During the nine months prior to 31 March 1963, Nauruan officers were appointed to the following positions formerly occupied by expatriate officers: postmaster, work supervisor, and records officer. The position of staff surveyor—formerly occupied by an expatriate officer—has been abolished and a position of senior field officer created in its stead. A Nauruan officer has been appointed to this position. The Administrative and Nauruan Affairs Officer, Mr. R. Gadabu, has been appointed Acting Official Secretary to gain experience in the duties of the post of Official Secretary under the guidance of the expatriate officer who is at present filling this position. Arrangements are being made for the special training of the Nauruan officers to prepare them for promotion to other positions now occupied by expatriate officers. The Nauruan sub-inspector of police has been promoted to the position of inspector and he is at present acting director of police during the absence on leave of the expatriate director. Two Nauruan officers in the Department of Works have been appointed to the new positions of Assistant Works Supervisors. A Nauruan mothercraft nurse will shortly take over the duties of Infant Welfare Sister and is now being given intensified training by the present occupant who will return to Australia in a few months when her contract expires.

205. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council considers it a matter of urgency that Nauruans be appointed to senior posts in the administration of the Trust Territory of Nauru and notes with pleasure the progress made so far. The Council reaffirms its recommendations that the Administering Authority continue and intensify its efforts to qualify and place Nauruans in such posts.

The Council regrets, however, that Nauruans still do not hold positions of higher responsibility with the British Phosphate Commission and again urges the Administering Authority to make a concerted effort to give Nauruans the necessary professional training that could qualify them for such posts. The Council hopes, in view of its previous recommendations, that the Administering Authority will be able at its next session to report progress in this field.

The Council notes the decision of the Administering Authority to establish a single public service commissioner and its plan to fill this post with a qualified Nauruan, instead of the establishment of a public service commission as recommended by the last Visiting Mission and endorsed by the Council at its twenty-

ninth session. The Council trusts that this approach will meet the objectives sought by the Visiting Mission and the Council, and anticipates progress reports which will be made by the Administering Authority in this regard.

Observations of members of the Trusteeship Council representing their individual opinions only

DEVELOPMENT OF REPRESENTATIVE, EXECUTIVE AND LEGISLATIVE ORGANS AND THE EXTENSION OF THEIR POWERS

206. The representative of Liberia stated that she did not consider it necessary for the Nauruan people to wait until they had been resettled before they attained local self-government, especially since neither the Administering Authority nor the Nauruan people could say at this stage when such resettlement would take place. She believed that the immediate experience in self-government and the conducting of their own affairs by the Nauruan people would serve as a fundamental experience when resettlement took place. The Visiting Mission reported that the Nauruan Local Government Council had stated in a memorandum that it was the aspiration of the Nauruan people "to manage their own affairs here at home, or at any other place where they may be resettled". She noted that there had been no adherence to the recommendation of the Visiting Mission, endorsed by the Trusteeship Council, to the effect that an advisory committee should be set up immediately by the Administering Authority to consider the whole subject of future legislative and executive constitutional plans for full Nauruan participation in the legislative and executive administration of the Territory; that, instead, the Administering Authority had considered the possibility of expanding the powers of the Council. While admitting that this would be a step forward, she believed that the Administering Authority should step up its action to that of full participation by the Nauruans, as recommended by the Visiting Mission.

207. The representative of New Zealand said that the new Nauru Local Government Council Ordinance granted the Council almost full powers over domestic matters. Disallowance was the only legislative power retained by the Administrator, and previous experience suggested it was more likely to be dormant as a safeguard than to be invoked as an active part of the government.

208. The representative of the Union of Soviet Socialist Republics said that the reforms in Nauru which were represented as a radical improvement in the situation were designed to deceive the Council. The Trusteeship Council had mentioned the need to extend the functions of the local government of the Nauruan people. But what the Administering Authority proposed did not substantially change the situation. Previously the Administration had had the right to veto any decision of the Council of Local Administration. According to the new formula he would have the right to defer the execution of a law passed by the Council for a certain time.

209. The representative of China was glad to know that amendments to the Nauru Local Government Council Ordinances had been proposed with a view to removing the restrictions upon the exercise of powers by the Local Government Council. He hoped the introduction of such amendments would assist the people

of Nauru in every possible way to be self-governing in all their domestic affairs. At the same time, he expressed the hope that the Local Government Council itself would utilize all its powers to the fullest extent so that the Nauruan people themselves could be better prepared to bear the responsibility for the services which the Administering Authority had been rendering to the people of Nauru. He was confident that the people looking far ahead towards their future would want to practise their self-government when such opportunities were given. They should be assisted in every possible way to take full participation in the legislature and in the executive administration of the island.

210. The representative of the United States of America noted with approval the progress reported in expanding the power and authority of the Local Government Council and in advancing Nauruans to positions of responsibility. He felt confident that those developments would continue and considered that the granting of additional authority need not await final arrangements for the new home.

211. The special representative of the Administering Authority stated that it looked forward in the political field to the effective use by the Nauru Local Government Council of the important wider powers which it would soon enjoy and that, when those were in force and the Nauru Council's administrative arrangements under the new powers were working smoothly, it would be ready for renewed discussions looking towards a further expansion of the Council's power and authority. Once the basic decisions on resettlement had been made the present and the future would lock together and become equally real.

CIVIL SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

212. The representative of Liberia shared the concern of the Visiting Mission that only a few Nauruans had been appointed to senior posts in the administration of the Territory. It took note, however, of the recent plans of the Administering Authority to appoint Nauruans to senior posts, and would urge the Administering Authority to intensify its efforts in the training of indigenous persons so that Nauruans might be appointed to positions of responsibility in the Administration.

213. The representative of New Zealand noted the progress being made in training Nauruans for senior administrative positions. The appointment, at the end of this year, of a Nauruan to the post of Official Secretary was encouraging; increasing administrative responsibility now would equip the Nauruan leaders to deal with the problems of resettlement in the future.

214. The representative of China said that there was notable advancement in the strengthening of the judiciary by additional appointments of Nauruans to both the Central Court and the District Court. Now all District Court proceedings were being heard by Nauruan magistrates. His delegation was glad to note the progress made in the advancement of Nauruan officers to senior positions in the Public Service, as also the commendable plan of preparing a Nauruan to be the Public Service Commissioner.

215. The special representative of the Administering Authority stated that Nauruan officers had been

appointed to the positions of postmaster, supervisor of works, senior survey field officer and officer in charge of records. He also told the Council that a Nauruan officer was in the final stage of training with a view to his appointment to the senior executive position of official secretary at the end of 1963. Towards the end of last year, the question of advancing Nauruan officers to positions occupied by Australians was examined in great detail and in addition to the moves already mentioned plans had been drawn up for the accelerated training of Nauruan officers considered suitable for later appointment to a number of other positions. These included the positions of Infant Welfare Sister, and the Nursing Sister in Charge of Tuberculosis Centre, appointments to which would be made shortly. The plans which had been approved by the Minister for Territories provided for a general progression in the appointment of Nauruan officers to all other Public Service positions occupied by Australians wherever it seemed likely that a suitably qualified Nauruan officer would be available within a reasonable time.

III. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

216. The economy of Nauru is entirely dependent on the phosphate industry. In 1961-1962, the value of phosphate exports was £3,391,634, as compared with £2,945,098 in the preceding year. The total imports, chiefly from Australia, amounted to £1,845,734 as compared with £1,463,236 in the previous year. Shipments of phosphate from Nauru amounted to 1,148,775 tons from 1 July 1961 to 31 March 1962 and to 1,223,400 tons from 1 July 1962 to 31 March 1963.

217. The Council, at its twenty-ninth session, bearing in mind that the Nauruans should be able more clearly to determine whether or not they were receiving adequate benefits from the sale of phosphate, endorsed the recommendation of the Visiting Mission that at least once a year there should be a meeting between representatives of the British Phosphate Commissioners and the Nauruan elected representatives in which discussion would take place on an agenda to be drawn up in advance from subjects submitted for discussion by each side. It believed that such an annual review would provide an opportunity for all questions affecting both the British Phosphate Commissioners and the people to be thoroughly explained and discussed with the object of reaching decisions satisfactory to both parties. It also welcomed the statement of the Administering Authority that it was in agreement with the above recommendation and would act upon it. The Council further endorsed the recommendation of the Visiting Mission that if this method of consultation and co-operation proved inadequate the Governments concerned should proceed to take the further step by which one or two Nauruans should be selected to participate in the deliberations of the Board of the Company in all matters affecting Nauruan interests.

218. In the report under review, the Administering Authority stated that the British Phosphate Commissioners had agreed to a meeting, at least once a year, between representatives of the British Phosphate Commissioners and the Nauruan elected representatives and

had proposed that those be held in July of each year, the first in July 1963.

219. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council notes with approval that in accordance with its recommendation, the British Phosphate Commission and the Nauruan elected representatives have agreed to hold an annual meeting between them and that such meetings are to be held in November each year. The Council believes such consultation can be instrumental in ensuring the equitable sharing of the proceeds of phosphate mining.

Noting that the Nauruans have expressed the feeling that, while the 24 per cent share of phosphate proceeds received by them is substantial, it is not a fair share. The Council therefore invites the Administering Authority, in consultation with the Nauru Local Government Council, to seek such equity as may be involved with the British Phosphate Commission for the Nauruan people.

The Council is pleased to note that in accordance with its suggestion the three Powers constituting the joint Administering Authority have reaffirmed that ample provision of funds for developing a future home for the Nauruan people is not and will not be a stumbling block towards a solution and that they will be mindful of their obligation to provide such assistance.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

220. The representative of Liberia was pleased to note that the Administering Authority had stated that the British Phosphate Commissioners had agreed to a meeting, at least once a year, between representatives of the British Phosphate Commissioners and the Nauruan elected representatives, to be held in July each year, the first meeting to be held in July 1963. She trusted that special consideration would be given to the question of a fair share of the royalties for the Nauruan people and that the Administering Authority would be in a position to submit information on this question by the eighteenth session of the General Assembly.

221. The representative of the Union of Soviet Socialist Republics said that the Administering Authority and the Administrator saw as their principal task in Nauru the protection of the interests of the British Phosphate Commission, in the face of legitimate, equitable and extremely moderate demands of the Nauruans and certainly not the defence of the interests of the Nauruans themselves. He continued that the riches of the island should not be used as a source of profit for the so-called Trust Powers or as a source of threat to the national existence of the Nauruan people. With a sensible exploitation of the phosphate reserves, they would last for more than thirty years; they would last for 100 or 150 years and the income from the phosphates should be used for the improvement of the situation of the inhabitants and to preserve normal living conditions for the island population. But now this profit went to enrich the people who purchase this phosphate. He believed that the people of any country or any territory have a sovereign and inalienable right over the natural resources of their territory. Therefore,

the indigenous people of Nauru have a similar sovereign right over all the resources of the island, including the phosphates. The right of the Nauruan people to obtain full control over the exploitation of the phosphate, was in his view, intensified by another important factor. The phosphate deposits had been worked for about sixty years. During this time about 30 million tons of phosphate had been exported from the island. This has been pointed out in last year's report of the Visiting Mission and in documents submitted by the Nauruan Local Government Council. The phosphate was of the highest quality and it was mined very cheaply, but it was sold to consumers at prices which were much lower than those prevailing on the market. This was where the profit which is obtained by the British Phosphate Commission was being concealed. It did not want to share this profit with the Nauruans, who really owned the phosphates. Australia, Great Britain and New Zealand, who used this phosphate and owned the British Phosphate Commission, had already received considerable advantages from the exploitation of this phosphate, and their profits have increased their investment by many hundreds per cent.

222. The representative of the United Kingdom said that the material prosperity of the Nauruans was enviable. He noted that it had been alleged that the Nauruans were not getting a fair return on the phosphate exported from their island owing to the fact that it was being supplied to consumers in Australia at a price below the prevailing world level. Paragraph 112 of the Visiting Mission's report, however, refuted this allegation. His delegation was convinced that the Nauruans owed their prosperity to the extraction of phosphate and it was the belief of his delegation that a fair balance of benefit from the activities of the British Phosphate Commission had accrued to all concerned.

223. The representative of China said that the acceptance by the Administering Authority of the Council's recommendation for annual meetings between the elected Nauruan government and the representative of the British Phosphate Commissioners would promote future partnership. It would be useful if the annual meeting could be so scheduled that the results could be made known to the Council in the same year. Pending the outcome of the first such meeting his delegation would refrain from reiterating the views it had stated previously in the Council and would merely stress that since the phosphate deposits were the only asset of the island, the Nauruans were legitimately concerned in any decisions to be taken on the subject.

224. The special representative of the Administering Authority stated that arrangements had been made for regular annual meetings between the Nauruan leaders and the British Phosphate Commissioners, and the Trusteeship Council had been told that the first meeting would be in November next when the question of phosphate royalties would be reviewed.

IV. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

PUBLIC HEALTH

225. The Administration and the British Phosphate Commissioners provide medical and dental serv-

ices free of cost. Nauruan patients requiring specialist treatment not available in the Territory are sent to Australia at the Administration's expense. Expenditure on health services by the Administration during the year under review amounted to £71,377, as compared with £68,545 in the preceding year. The estimated expenditure for 1962-1963 was put at £82,132.

226. At its thirtieth session, the Council adopted the following conclusions and recommendations:

*The Council notes the conclusion of WHO that the diet of the Nauruans is lacking in vitamins A and C, as well as in a fair amount of fat and protein. It therefore endorses the suggestion of WHO that a sound, carefully prepared and long-range nutrition education campaign by the Administering Authority would be advisable and in the interests of the Nauruan people. At the same time the Council wishes to record its pleasure over the fact that, as a whole, the observations of WHO reflect a generally adequate and constructive public health programme.*²⁰

LABOUR

227. From 1 November 1962, the normal working week was reduced from 44 to 40 hours for all employees in the Territory except clerical workers and some others in administrative categories who work a slightly shorter standard working week.

228. The Council, at its twenty-ninth session, welcomed the statement of the Administering Authority that arrangements were being made to bring into effect a standard working week for all employees of the Administration and the British Phosphate Commissioners regardless of their area of recruitment. It also noted that a Commission of Enquiry for the determination of a basic wage for Nauruans had been appointed in the Territory and expressed the hope that the Commission's findings would be included in the next report of the Administering Authority.

229. In the report under review, the Administering Authority stated that a standard working week of a maximum of forty hours for all employees of the British Phosphate Commissioners and the Administration was introduced on 1 November 1961. As a result of the findings of the Commission of Enquiry for the determination of a basic wage for Nauruans, a new Nauruan basic wage of £9 6s. 6d. a week plus allowances of 10s. a week for each of the first two children and 15s. a week for each subsequent child was brought into operation on 2 June 1962. The new basic wage represented an increase of approximately £3 a week over the previous basic wage. The next basic wage review will be made in October 1963.

230. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council notes with pleasure that, consistent with the statements made by the Administering Authority during its previous session, a standard working week on Nauru, involving fewer hours, has been established. In addition, following the study of the Commission of Enquiry there has been a substantial increase in the

²⁰ The Trusteeship Council also adopted a separate resolution by which it recommended that the Administering Authority consider the introduction in the island of a system of free water supply for the indigenous inhabitants (resolution 2137 (XXX)).

basic wage paid to Nauruans. It hopes further adjustment would be made from time to time if the findings of a periodic basic-wage review so require.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

231. The representative of the Union of Soviet Socialist Republics considered that measures should be taken to improve the situation of the Nauruans so that their living conditions would be equal to the living conditions of the Australians and other expatriates living on the island, that there should be no discrimination in this respect.

PUBLIC HEALTH

232. The representative of China hoped that the Administering Authority would give due consideration to WHO's suggestion for an educational campaign for the improvement of the diet of the Nauruan people.

WATER SUPPLY

233. The representative of the Union of Soviet Socialist Republics reminded the Council that the people of Nauru had expressed profound dissatisfaction with their material and communal facilities and their living conditions. He pointed out that the lack of water on the island began after the appearance of the British Phosphate Commission and was the result of its activities. In respect of water supply the officials of the Commission and the Administration were on a much better footing than the indigenous population: they received water free while the Nauruans paid for it. He considered that it was difficult to imagine a more monstrous outrage and oppression of the local population: its wealth was plundered and it was forced to pay for the consequences of this plundering while those who did the plundering did not have to pay for water. He proposed that the Council should insist that the water be supplied to the Nauruans free of cost, that this measure should be carried out immediately and that the Administering Authority should inform the Council of the implementation of this recommendation.

234. The representative of Australia said that he knew of no foundation for the assertion that changes in the island's physical structure were responsible for a decrease in the water supply. The Administering Authority could hardly be held responsible for the vagaries of the climatic conditions which, as far as history recorded, had always obtained in Nauru. Rainfall had always been spasmodic and the porosity of the soil and the nature of the land made water storage extremely difficult except in particular spots and in quite extraordinary circumstances. Another factor in the water situation which should be considered was the increase in the Nauruan population. In 1910 the population had numbered some 1,250 and the death-rate had so far exceeded the birth-rate that the population had seemed doomed to extinction. The population now numbered over 2,500 and it appeared likely to increase at an accelerating rate. A fourth factor was that, with the steadily rising level of living and the more modern conditions which were enjoyed by the Nauruans in common with other people on the island, there was an increasing demand for water for all domestic purposes.

One of the responsibilities of the Administrator was to promote the welfare of the Nauruan people and therefore to ensure, by necessarily artificial means, an increasing supply of water for them.

PROBLEM OF PHOSPHATE DUST

235. The representative of the Union of Soviet Socialist Republics considered that first of all the Administering Authority should take urgent measures to solve this problem and, secondly, should pay the Nauruans compensation for the damage done to them by the British Phosphate Commission. It must pay for the fact that the Commission covers everything with dust. The Administering Authority, furthermore, should inform this Council immediately of the measures it took.

LABOUR

236. The representative of China had noted with satisfaction the adjustment of wages to be made as a result of the review in October 1963. He hoped further adjustment would be made from time to time if the findings of a periodic basic-wage review so required.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

237. Education in the Territory is compulsory and free and, in Administration schools, secular, for all children between the ages of six and fifteen (if Australian) and six and seventeen (if Nauruan). Expenditure on education in 1961-1962 was £73,983 compared with £58,412 in the preceding year.

238. In its annual report for 1961-1962 the Administering Authority stated that in order to meet the increasing demand for school facilities from the Nauruan population, the Administration constructed two new Kindergarten Grade 1 schools in the Meneng and Anetan Districts. In addition, two classrooms and a storeroom were added to the Administration's Secondary School. The Roman Catholic Mission in Ewa District also made significant extensions to its school buildings. A careful assessment had been made of future increases in school population and the Administration had planned ahead to ensure that adequate schooling facilities would be available. It is planned to integrate Nauruan and European primary education from the beginning of 1964. A preparatory step was taken in August 1962, when eleven Nauruans were transferred from the Consolidated Primary School to the Yaren (European) Primary School.

239. The Council, at its twenty-ninth session, noted with satisfaction the 1962 Visiting Mission's statement that the teaching provided for Nauruan children was satisfactory, that the standard of accommodation and teaching was excellent, and that the ratio of teachers to pupils was a good one (approximately one to twenty-five in Administration schools and one to thirty in mission schools). It also noted that a new class (form IV) was added to the Sacred Heart Mission Secondary School in 1962, bringing education up to the same level as at the Administration school. It also noted with gratification that the number of Administration scholarships for secondary schooling in Aus-

tralia had been increased from eight to twelve and expressed the hope that this number would be further increased as more students were likely to complete their intermediate studies with the opening of a new form IV at the Sacred Heart Mission School.

240. In the report under review, the Administering Authority stated that it had noted the comments of the Council in relation to the number of Administration scholarships for secondary school in Australia. In view of the increased number of students completing their intermediate studies on Nauru, the number of scholarships awarded in 1963 would be increased from twelve to sixteen.

241. The following cadetships and vocational training courses were awarded to Nauruans by the Administration for the 1963 academic year:

(a) A student teacher has begun a teaching course at the Australian School of Pacific Administration, Sydney;

(b) One of the students reported in the 1961-1962 report as attending the Gordon Institute of Technology, Victoria, has begun a twelve-month period of practical work with the Snowy Mountains Hydro-Electric Authority to qualify for the diploma of civil engineering from the Gordon Institute;

(c) Two Nauruans are furthering their trade skill by undertaking training in motor mechanics with the Commonwealth Department of Interior, Canberra;

(d) Three Nauruan tradesmen received on-the-job training with commercial firms in Melbourne towards the end of 1962 to increase their technical efficiency; and

(e) A Nauruan girl began a shorthand-typing course at the Canberra Technical College, Australia.

In 1963 there are 63 Nauruans undertaking study courses in Australia: 46 in secondary education (including 12 tertiary students), 2 trade trainees, 3 stenography pupils, 2 nursing trainees, 2 accountancy students, 1 radio technology student, 6 engineering diploma or certificate course students (including 1 undertaking final practical work for the diploma) and 1 teacher trainee. Two students (male) were successful in obtaining the New South Wales leaving certificate at the 1962 examinations and five students (3 boys and 2 girls) passed the New South Wales intermediate certificate examination. In public examinations conducted at Nauru, 4 students (2 boys and 2 girls) passed the Victorian intermediate certificate examination and 29 students passed the Victorian junior certificate examination.

242. At its thirtieth session, the Council adopted the following conclusions and recommendations:

The Council takes note of the statement of the special representative of the Administering Authority to the effect that a definite programme has been instituted to complete by 1964 a single primary school system without any discrimination on the basis of race, in harmony with the purposes and principles of the United Nations Charter, and hopes that special attention would be given to the training of Nauruan teachers as recommended by UNESCO.

The Council, in addition to noting with satisfaction the increased number of scholarships offered to Nauruans by the Administering Authority, expresses the hope that where a Nauruan applies for and is granted any of the scholarships offered by other States Members of the United Nations, the Administering

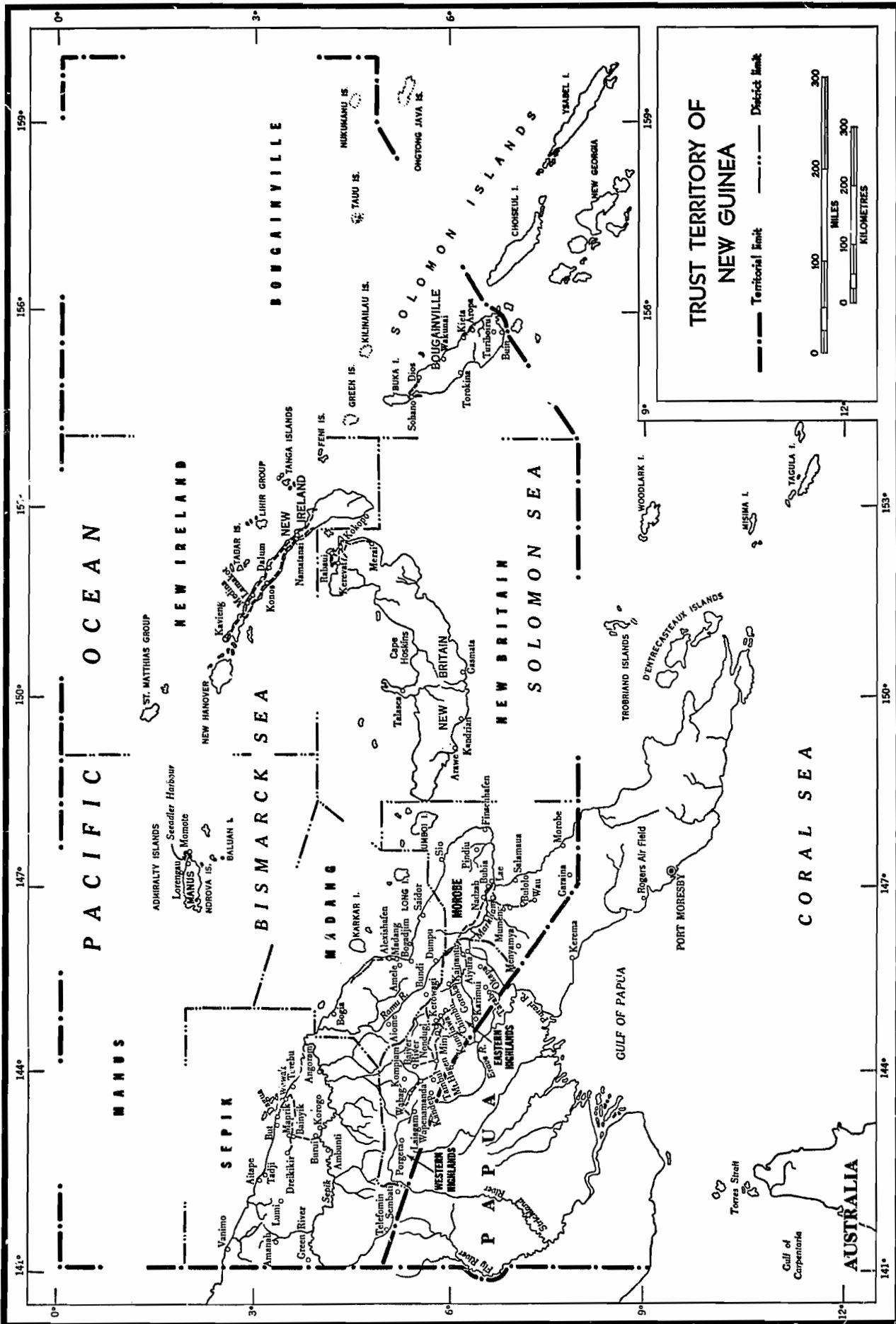
Authority will provide facilities, when necessary, to enable the applicant to take advantage of the scholarship.

Observations of members of the Trusteeship Council representing their individual opinions only

243. The representative of Liberia stated that the steps undertaken to integrate the school system in Nauru were commendable, for separate schools for

separate races could not be condoned by her delegation; and it was hoped that complete integration of the school system would take place at an early date.

244. The representative of China said that the definite plan to initiate in 1964 a single and integrated primary-school system for children of all races in Nauru was a commendable one and it was hoped that the training of Nauruan teachers, as recommended by UNESCO, would be given special attention.



**TRUST TERRITORY OF
NEW GUINEA**




— Territorial limit — District limit

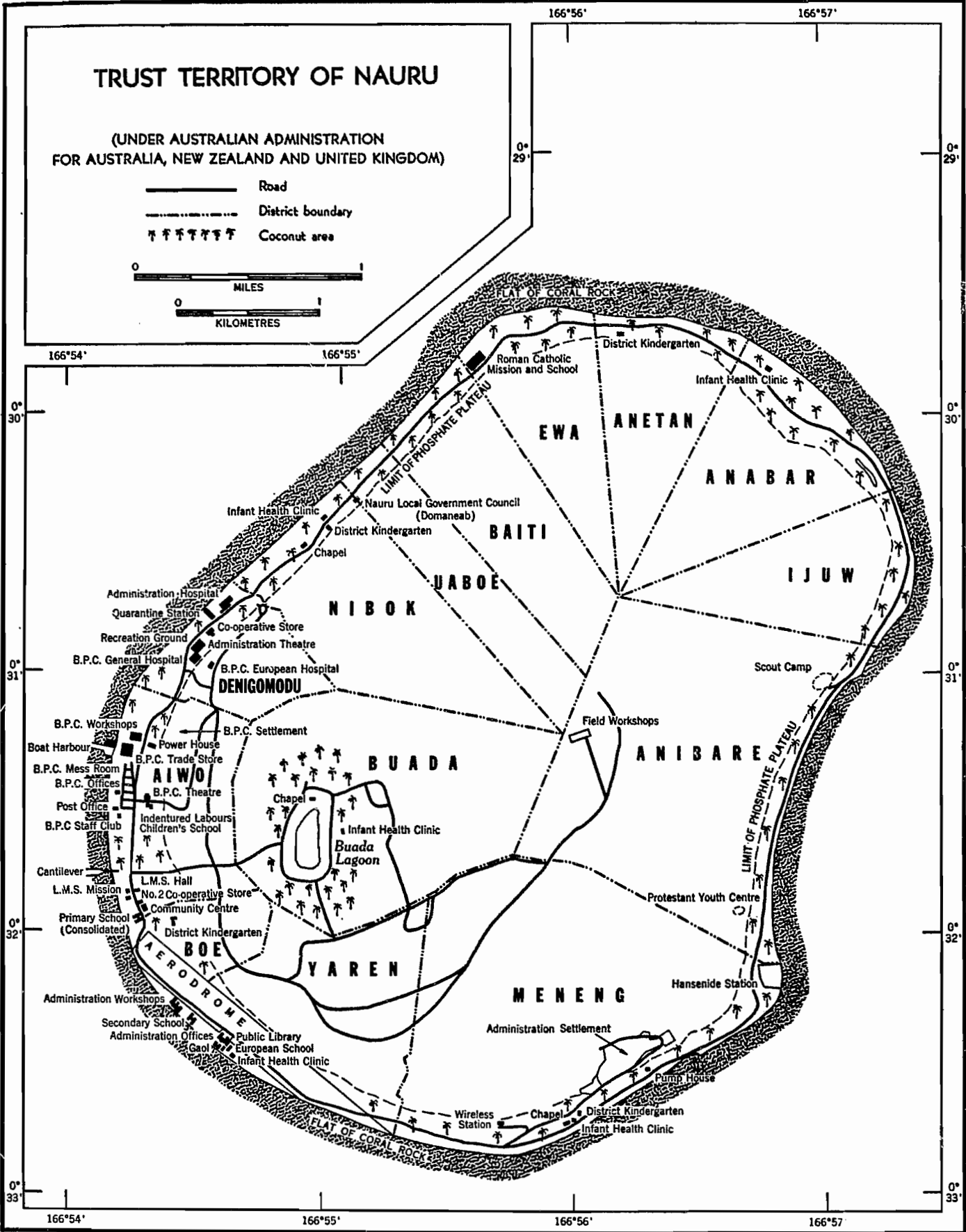
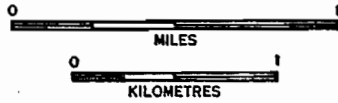
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TRUST TERRITORY OF NAURU

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-  Road
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