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**REPORT  
OF THE  
TRUSTEESHIP COUNCIL**

**1 July 1965—26 July 1966**

**GENERAL ASSEMBLY**

OFFICIAL RECORDS : TWENTY-FIRST SESSION

SUPPLEMENT No. 4 (A/6304)

**UNITED NATIONS**

587

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**UNITED NATIONS**  
*New York, 1966*

#### 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 Trusteeship Council on 1 January 1966 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

###### *Member elected by the General Assembly*

	<i>Date of retirement</i>
Liberia.....	31 December 1968

##### B. Officers

2. Mr. Francis D. W. Brown (United Kingdom) and Miss Angie Brooks (Liberia) were elected President and Vice-President, respectively, at the beginning of the thirty-third session on 27 May 1966.

##### C. Sessions and meetings

3. The Council held its thirty-third session from 27 May to 26 July 1966 (1271st to 1296th meetings).

4. All meetings took place at 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 Security Council resolution 70 (1949) of 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 political, economic, social and educational matters in the Trust Territory of the Pacific Islands and submitted a report thereon to the Security Council.<sup>1</sup>

##### F. Relations with the specialized agencies

7. Representatives of the International Labour Organisation (ILO), the Food and Agriculture Organization of the United Nations (FAO), 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. WHO submitted to the Council a report<sup>2</sup> on its investigation of the complaints contained in a petition relating to the Trust Territory of the Pacific Islands (T/PET.10/37).

<sup>1</sup> *Official Records of the Security Council, Twenty-first Year, Special Supplement No. 1 (S/7425)*.

<sup>2</sup> *Official Records of the Trusteeship Council, Thirty-third Session, Annexes, agenda item 5, document T/1647; see also Official Records of the Security Council, Twenty-first Year, Special Supplement No. 1 (S/7425)*.

## Chapter II

### EXAMINATION OF ANNUAL REPORTS

9. The Trusteeship 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 report</i>	<i>Date of receipt of the report by the Secretary-General</i>	<i>Note by the Secretary-General transmitting the report</i>
Nauru .....	Australia	Year ended 30 June 1965	20 April 1966	T/1648
New Guinea .....	Australia	Year ended 30 June 1965	26 April 1966	T/1649
Trust Territory of the Pacific Islands .....	United States of America	Year ended 30 June 1965	25 May 1966	T/1652

10. Further details concerning the procedural aspects of the examination of the annual reports are given below:

<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	1285th
	Head Chief Hammer De Roburt (Adviser)	1288th-1293rd
	Mr. Detsimea (Adviser)	1295th
New Guinea .....	Mr. G. W. Toogood	1278th
	Mr. Dirona Abe (Adviser)	1280th-1284th
	Mr. Tei Abal (Adviser)	1286th, 1294th

## Chapter III

### EXAMINATION OF PETITIONS

#### A. Examination of petitions

11. At its thirty-third session, the Trusteeship Council examined two petitions circulated under rule 85, paragraph 1, of its rules of procedure and three petitions circulated under paragraph 2. The details of the petitions examined and considered are given below, together with an indication of the action taken on them by the Council. The consideration of petitions relating to the Trust Territory of the Pacific Islands is dealt with in the Trusteeship Council's report to the Security Council.<sup>3</sup>

#### B. Petitions concerning Nauru

12. One petition was circulated under rule 85, paragraph 2, concerning Nauru and dealing with matters of a general nature (T/PET.9/L.1). The petitioner suggested that by "complete transformation of the whole island, projected by tourist experts, natural scientists, foresters, civil engineers, architects, etc., an attractive tourist centre should be made of Nauru". This petition was placed on the agenda during the Council's examination of conditions in Nauru. At its 1292nd meeting, on 19 July 1966, the Council decided, without objection, to take note of the petition.

#### C. Petitions concerning New Guinea

13. One petition (T/PET.8/20) concerned an Indian girl, born in Fiji, who had applied for a teaching position in New Guinea. The reply to her application, according to the petitioner, was that she was not acceptable because she was not "eligible for Australian citizenship".

14. In its written observations (T/OBS.8/10), the Administering Authority submitted that the girl had written to the Department of Territories in response to an advertised education officer vacancy. She had stated that she was in the final year of a technical college course, the completion of which, according to the Administering Authority, would have qualified her only for casual certificated employment and not for the term of employment she had been seeking. At the time, she was informed that because of immigration requirements she could not be considered for appointment. The situation had, however, changed and these circumstances no longer obtained.

15. At the 1290th meeting, the representative of Liberia stated that his delegation's major concern with this petition related to the free entry of nationals of States Members of the United Nations into the Trust Territory of New Guinea. He asked if it was within the competence of the Administering Authority, bearing in mind article 4 of the Trusteeship Agreement, to bar such entry. He stated that his delegation had no intention of reviewing or discussing the policies of the Com-

monwealth of Australia as regards its immigration policy.

16. At the same meeting, the representative of the USSR stated that the refusal to permit the person concerned to engage in educational work in New Guinea was unjustifiable. He knew too that at the same time Australia was encouraging members of the Australian Peace Corps to go to New Guinea, people who were not familiar with the cultures and civilizations of the peoples of Asia and Africa.

17. At the same meeting, the representative of the Administering Authority, in addition to the written observations, stated that Australia was second to no country in the world in recognizing skills and in bringing to people who did not have the opportunity to get them otherwise the qualifications to capitalize on those skills. Australia was the country which had the greatest concentration of students of all kinds from Asia. The person referred to in the petition was not from Asia or Africa but from Fiji and was of Indian descent. She had been trained in Australia and had lived there and been welcome there. She had received a reply that she was not acceptable because she was not "eligible for Australian citizenship". The fundamental thing was that she had made an application for a position for which she was not qualified and had not therefore been appointed to the position. It was true that under the immigration laws existent in the Territory at the time of her application she was not eligible for residential appointment in Papua and New Guinea. That situation no longer obtained.

18. The Council decided, without objection, to draw the attention of the petitioner to the observations of the Administering Authority (T/OBS.8/10) and to the statements made by its representative as well as to the statements made by other representatives at the 1290th meeting.

19. Another petition alleged discrimination against "all the coloured people, such as the Chinese and Japanese who live in New Guinea" (T/PET.8/21). The petitioner stated that he had started to set up a Chinese school in 1956 in Kavieng, New Guinea, but that he had encountered obstructions made by the Administering Authority which did not permit the entrance of teachers as citizens of the Republic of China. Invoking the Charter of the United Nations, he requested that all the coloured peoples who live in New Guinea should receive the same treatment as people of other nationalities, who were freely allowed to enter the Territory. He appealed to the Trusteeship Council to intervene.

20. In its written observations (T/OBS.8/11), the Administering Authority submitted, *inter alia*, that the Administration of Papua and New Guinea had not been able to trace the specific application and that there appeared to be no such application of recent date. Moreover, it was pointed out that the application as described would not accord with the underlying principle

<sup>3</sup> Official Records of the Security Council, Twenty-first Year, Special Supplement No. 1 (S/7425).



governing entry into the Territory. That principle was that the racial composition of the population should not avoidably be made more complicated than it already was. This policy accorded with the Administering Authority's obligations towards the indigenous inhabitants under article 8 of the Trusteeship Agreement.

21. At the 1290th meeting, the representative of the Administering Authority replied to several questions of the representative of China concerning the reasons that a request for new teachers to teach classes in a Chinese school in New Guinea had not been granted by the Administering Authority. He stated that it was not correct to say that an unlimited number of persons of other nationalities were allowed to enter the Territory. A permit was issued only subject to compliance with certain conditions, regardless of the country or nationality of the person concerned. Moreover, the Chinese community was not indigenous to New Guinea. To prevent the growth of a group of nationals of another country in the emerging circumstances of New Guinea, certain limitations relating to the ultimate good of the country's development had been placed on entry of such

nationals into the Territory. At the same time, with regard to the group of Chinese people whose origins in the Territory went back beyond the times of the Australian administration, provisions had been offered by the Administering Authority to these people with regard to Australian citizenship and assistance and they had been accepted in the majority of cases. Concerning the system of education in the Territory, it was what the Administering Authority called a "secular" or government system of education. Certain missionary schools did not reach the standards prescribed by the Education Ordinance and were not therefore recognized as conforming to the requirements of the State in respect of education and were not eligible for assistance. This could include the importation of teachers.

22. The Council decided, without objection, to draw the attention of the petitioner to the observations of the Administering Authority (T/OBS.8/10) and to the statements made by its representative as well as to the statements made by other representatives at the 1290th meeting.

## **Chapter IV**

### **VISITS TO TRUST TERRITORIES**

#### **United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1967**

23. At its 1293rd meeting, the Trusteeship Council decided to dispatch a regular visiting mission to the Trust Territory of the Pacific Islands in 1967. The composition and terms of reference of the Mission are given in the Trusteeship Council's report to the Security Council. (S/7425)

## 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

### A. General

24. At its 1293rd meeting, the Trusteeship Council considered the question of the attainment by the Trust Territories of the objectives of self-government or independence, in conjunction with the question of co-operation with the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples. Throughout its examination, during its thirty-third session, of conditions in the Trust Territories of the Pacific Islands, Nauru and New Guinea, members of the Council paid special attention to the measures and 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 self-government or complete independence within the shortest time practicable. The need for setting dates for the attainment of self-government or independence was especially stressed. The individual observations of members of the Council, as well as the Council's pertinent conclusions and recommendations, are contained in the report to the Security Council with respect to the Trust Territory of the Pacific Islands and in the chapters on Nauru and New Guinea in part II of the present report.

25. General Assembly resolution 1654 (XVI) of 27 November 1961, 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 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 the Council, at its thirty-third session, 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.

### B. General Assembly resolution on the question of the Trust Territory of Nauru

26. General Assembly resolution 2111 (XX) of 21 December 1965 reaffirmed the inalienable right of the people of Nauru to self-government and independence; called upon the Administering Authority to

take immediate steps to implement the proposal of the representatives of the Nauruan people regarding the establishment of a Legislative Council by 31 January 1966; requested the Administering Authority to fix the earliest possible date, but not later than 31 January 1968, for the independence of the Nauruan people in accordance with their wishes; further requested that immediate steps be taken by the Administering Authority towards restoring the island of Nauru for habitation by the Nauruan people as a sovereign nation, and called upon the Administering Authority to report to the Trusteeship Council at its thirty-third session on the implementation of that resolution.

27. At its 1285th meeting, the Council decided to consider General Assembly resolution 2111 (XX) in conjunction with its examination of the annual report of the Administering Authority for the period under review. It was understood that this would not prejudice the submission of separate draft resolutions on the item concerning General Assembly resolution 2111 (XX).

28. The drafting committee on Nauru included in its report draft conclusions and recommendations on the matters raised in General Assembly resolution 2111 (XX). The two members of the drafting committee on Nauru submitted, *inter alia*, separate texts on the fixing of a date for independence and the rehabilitation of the worked-out mining land. These were voted on by the Trusteeship Council at its 1295th meeting, when those submitted by the representative of Liberia were rejected. The conclusions and recommendations adopted by the Council as well as the observations of individual members are to be found in part II, chapter II, of the present report.

29. At its 1296th meeting, the representative of Liberia introduced a draft resolution on the subject of General Assembly resolution 2111 (XX) whereby the Council would: note with satisfaction that the Legislative Council had been established on 31 January 1966; recommend the Administering Authority to fix the earliest possible date, but not later than 31 January 1968, for the independence of the Nauruan people in accordance with their freely expressed wishes; and recommend the Administering Authority to take immediate steps, irrespective of the cost involved, towards restoring the island of Nauru for habitation by the Nauruan people as a sovereign nation, should the Committee of Experts consider that the rehabilitation of the worked-out land was feasible.

30. Commenting on the draft resolution, the representative of the Administering Authority stated that he had no objection to the preambular paragraphs nor to operative paragraph 1, but, in respect of operative paragraph 2, he felt impelled to repeat the view of the Australian Government that further political progress and the speed of that progress was dependent in a

substantial part on the development and experience with regard to the existing political organs in Nauru. Furthermore, both operative paragraphs 2 and 3 related in substance to matters which were vitally affected by the question of resettlement. This question was not dead: the Nauruan representatives had said as much and the Trusteeship Council itself had accepted the idea.

31. The representative of France recalled that France had abstained in the vote on General Assembly resolution 2111 (XX) because it could not agree to a reference to General Assembly resolution 1514 (XV). His delegation had also abstained in the voting on resolution 1514 (XV) because it felt that in adopting that text, the General Assembly did not remain within the limits of its competence under the Charter. His Government approved the principle of the liberation of the dependent Territories, but believed that the transfer of authority to the indigenous peoples should be carried out according to the judgement of the Administering Authority, and without the intervention of this Organization. The United Nations should confine itself to formulating observations and recommendations, and it could not substitute itself for the Administering Authorities and indicate unilaterally when and how the indigenous populations would accede to independence. Furthermore, the text of resolution 2111 (XX) did not seem to be sufficiently realistic and it deviated from the conclusions of the 1965 Visiting Mission. The rehabilitation of the soil of the island would be an extremely costly operation, and it would not be known whether it was worth attempting until the views of the experts were learned.

32. The representative of New Zealand appreciated that the representative of Liberia felt that the Trusteeship Council had an obligation to consider specifically the matters raised in resolution 2111 (XX). He felt, however, that this had been done. The substantive questions raised in the resolution were covered in the Council's report to the General Assembly which spelt out the significance of the resolution and recorded the full observations of members of the Council. Moreover, the Council had already rejected the proposals contained in operative paragraphs 2 and 3. In those circumstances, he thought that it would be redundant to adopt the draft resolution which covered the same questions as the Council's report.

33. The representative of the United States stated that his delegation also felt that the draft resolution was a repetition of the report adopted on Nauru. Furthermore, he said, his delegation had not voted in favour of resolution 2111 (XX), and had specifically abstained on the matters taken up in paragraphs 2 and 3 of the draft resolution.

34. The representative of the USSR stated that in his view there was no doubt that the draft resolution would assist the indigenous population of Nauru to progress towards the goals proclaimed by the United Nations: self-government and independence.

35. At the same meeting, when the draft resolution was put to the vote, the representative of China requested a separate vote on operative paragraph 3 and the representative of Liberia requested a roll-call vote. Paragraph 3 was rejected by a roll-call vote of 5 to 2, with 1 abstention, as follows:

*In favour:* Liberia, Union of Soviet Socialist Republics.

*Against:* Australia, France, New Zealand, United Kingdom of Great Britain and Northern Ireland, United States of America.

*Abstaining:* China.

36. The remainder of the draft resolution, as a whole, was rejected by a roll-call vote of 5 to 3, as follows:

*In favour:* China, Liberia, Union of Soviet Socialist Republics.

*Against:* Australia, France, New Zealand, United Kingdom of Great Britain and Northern Ireland, United States of America.

*Abstaining:* None.

37. At the same meeting, the Council finally decided to draw the General Assembly's attention to the action which it had taken in connexion with General Assembly resolution 2111 (XX) in this chapter of its report. The observations of members of the Council expressed during the general debate concerning resolution 2111 (XX) are given below.

#### OBSERVATIONS OF MEMBERS OF THE TRUSTEESHIP COUNCIL REPRESENTING THEIR INDIVIDUAL OPINIONS ONLY

38. The representative of the Union of Soviet Socialist Republics stated that members of the Trusteeship Council would recall that the General Assembly resolution 2111 (XX) on the question of the Trust Territory of Nauru related to the most important aspects of the life of the people of Nauru, namely, the granting of independence to the Territory and the conditions under which that could be effected. The events which had occurred since the adoption of that resolution by an overwhelming majority had shown, however, that the Administering Authority had not implemented all the recommendations contained therein. That would explain why the Australian delegation at the current session of the Trusteeship Council had categorically refused to carry out so simple a request as the one contained in the resolution that a separate report be prepared on the implementation of the General Assembly resolution regarding Nauru.

39. With regard to the implementation of operative paragraph 3 of the resolution, namely, the fixing of a date for the granting of independence to Nauru, the material which was available to the Council showed that the Administering Authority had not made any precise statement about a time-table for the establishment of independence for Nauru. It had explained that omission in a very unconvincing way. As before, the Australian colonizers were trying to cast doubt on the ability of the people of Nauru to develop independently, and this aspect had been referred to in the world Press which had reported that Australia doubted whether such a small Territory as Nauru could be successful as an independent country. He said that similar views had been expressed at a time when the representatives of the people of Nauru had directly stated that the Territory was ripe for independence. In that connexion the Soviet delegation fully supported the viewpoint of the representatives of the indigenous population of the Territory.

40. The representative of the USSR stated that the course of the discussion on Nauru at the current session of the Trusteeship Council had shown clearly that the Nauruan people had long been ready to deal with their own affairs.

41. He stated that regarding the lack of action by the colonizers in the setting up of a date for independence of Nauru he would like to draw attention to Australia's illogical position. When the Council was

discussing other Trust Territories, the Australian representative said that independence should be granted in accordance with the wishes of the indigenous population. The people of Nauru had quite clearly expressed their wish to receive independence in 1968. However, he said, Australia refused to acknowledge that as a basis for the setting up of an exact date for the granting of independence.

42. Regarding the requirements of resolution 2111 (XX) that the Administering Authority take immediate steps to restore the island of Nauru for habitation by the Nauruan people as a sovereign State, these had also been ignored. His delegation considered that the Trusteeship Council should recommend that Australia take immediate steps to implement resolution 2111 (XX) and thus fulfil its duty to the people of Nauru.

43. The representative of Liberia stated that in unequivocal terms the Administering Authority had given as its policy concerning Trust Territories under its administration that it was the peoples of the Territories who must decide their future. That principle was in harmony with Article 76 b of the United Nations Charter regarding the freely expressed wishes of the peoples of the Trust Territories. In no less unequivocal terms the Nauruan people, through their representatives, had informed both the Administering Authority and the Trusteeship Council that they had chosen independence and that they desired to become independent on 31 January 1968.

44. Concerning paragraph 3 of General Assembly resolution 2111 (XX), however, her delegation did not share the scepticism of the Administering Authority that independence should be delayed until the newborn statutory bodies had had time to grow in strength and to plumb the depths of some of the more difficult problems that harassed any government. First, the delay in establishing those bodies rested with the Administering Authority as the records would show. Secondly, the Nauruans were enlightened people; thanks were due to the Administering Authority for its efforts in that respect.

45. Her delegation recommended that the Trusteeship Council should invite the Administering Authority to implement operative paragraph 3 of General Assembly resolution 2111 (XX) by the Council's thirty-third session.

46. The representative of Liberia stated that the Nauruans had requested, as had resolution 2111 (XX), immediate steps by the Administering Authority to restore the worked-out phosphate land. Her delegation strongly believed that that project was feasible. She stated that the Nauruans had proposed to bear two thirds of the cost involved; she trusted that that gesture would have some impact on the situation and speed up the decision to undertake the project, and that at the next session of the Council the Administering Authority would be in the position to report that restoration of the worked-out phosphate land was well on its way. Her delegation did not believe that independence should be delayed until the land was fully restored for, in fact, the Nauruans were inhabiting the island, and indeed it would take another twenty-five to thirty years before the island was totally depleted of the phosphate deposits. What the Administering Authority needed to do was to take prompt action in restoring the worked-out land. That would be a continuous project for many years.

47. Her delegation believed that there were no serious handicaps to the granting of independence to the people of Nauru on 31 January 1968 by the Ad-

ministering Authority and that the difficulties involved in having the Nauruans continue to inhabit the island of their birth were surmountable; besides, it was the desire of the Nauruans to do so.

48. The representative of New Zealand stated that the creation of the Legislative Council and the Executive Council, providing the Nauruans as they did with a much greater opportunity to control their affairs could not be lightly dismissed. Conceived as it was as a step towards self-determination, the establishment of the two Councils had taken place in response to the Nauruans' own request for such action and was in conformity with the 1965 report of the Trusteeship Council and with operative paragraph 2 of General Assembly resolution 2111 (XX). It had never been the intent of New Zealand or of the other two Administering Authorities to deny self-determination to the Nauruan people.

49. Referring to the remark made by the representative of the Soviet Union that the Administering Authority had not submitted a separate report in reply to resolution 2111 (XX), the Special Representative of the Administering Authority stated that he had drawn attention to it in his opening statement when he had invited the Council to accept all of his opening statement as providing the information which the resolution had called for.

50. He stated that in the relatively short time since the last session of the Trusteeship Council, in close and constant consultation with the Nauruan people, the Administering Authority had appointed a committee of experts to examine the question of what had been called rehabilitation of the worked-out mining lands, and advise the Nauruan people and the Administering Authority upon it. Such an investigation could not be carried out hastily and irresponsibly. As he had said in his opening statement, the report had been lodged with the Australian Government and the newly established legislative authority in the Trust Territory, the Legislative Council. However, neither the Australian Government nor the Legislative Council had yet had time to consider it. He had mentioned that fact to the Trusteeship Council in his opening statement and had promised that copies of the Committee's report would be submitted in due course. That was a matter which very cogently and relevantly came within the scope of the kind of report called for by resolution 2111 (XX).

51. It was true that the Nauruan people, the Special Representative of the Administering Authority stated through their distinguished Head Chief, had said the time was ripe for independence, or that it would be in January 1968. The Administering Authority, for its part, was more cautious and suggested waiting until the newly born statutory bodies had had time to develop fully, to grow in strength, and to plumb the depths of some of the more difficult problems that harassed any government. It was true that the Head Chief had told the Council that, while the Administering Authority spoke of talks two or three years after the establishment of the Legislative Council, the Nauruan people spoke of talks in 1967. However, the Head Chief had also said that he did not expect any problem in that regard.

52. He expressed the hope that he had shown the Trusteeship Council that his delegation had in effect given a full and proper report to it as called for by resolution 2111 (XX). He hoped that the Council would believe that he had refuted the attempts to suggest that the Administering Authority was indifferent either to the resolutions of the General Assembly or to the wish-

of the Nauruan people, and that, on the contrary, it had filled the twelve months which ensued after the last session of the Trusteeship Council with intense activity and was at present poised for further important discussions touching on the future operation of the phosphate industry and on the feasibility of restoring the worked-out lands with the Nauruan representatives.

### **C. General Assembly resolution on the question of the Trust Territory of New Guinea and the Territory of Papua**

53. General Assembly resolution 2112 (XX) of 21 December 1965, *inter alia*, called upon the Administering Authority to implement fully resolution 1514 (XV) and, to this end, to fix an early date for independence in accordance with the freely expressed wishes of the people, and requested the Administering Authority to report to the Trusteeship Council at its thirty-third session.

54. At its 1278th meeting the Council decided to consider General Assembly resolution 2112 (XX) in conjunction with its examination of the annual report of the Administering Authority for the period under review. At its 1294th meeting the Council decided to draw the General Assembly's attention to the action which it had taken with respect to the resolution in this section of the report. Recommendations and conclusions adopted by the Trusteeship Council at its thirty-third session concerning the fixing of a date for independence for New Guinea may be found in part II, chapter I, section VI, paragraph 268. The observations of members of the Council concerning resolution 2112 (XX) are given below.

#### **OBSERVATIONS OF MEMBERS OF THE TRUSTEESHIP COUNCIL REPRESENTING THEIR INDIVIDUAL OPINIONS ONLY**

55. The representative of New Zealand stated that General Assembly resolution 2112 (XX) qualified its rather absolute-sounding phraseology with the reservation "in accordance with the freely expressed will of the people". He said that New Zealand had voted for and supported the declaration on colonialism. But New Zealand was not prepared to support resolution 2112 (XX) on Papua and New Guinea. In the form in which it had been finally adopted, the resolution contained, in New Zealand's view, too great an element of pre-judgement both of the end result and the timing of self-determination, a doctrinaire pre-judgement unjustified by the views of the people of the Territories as far as they were known.

56. The representative of Liberia stated that the delegation of Australia had shown no intention of complying with General Assembly resolution 2112 (XX) and had even flouted it to the extent of not making a report on its implementation to the Council, as was requested by the Assembly. In answer to a question put to his delegation concerning resolution 2112 (XX) and its implementation, the representative of the Administering Authority had recited a portion of the resolution passed by the House of Assembly in Port Moresby. Were the people in control of their affairs, perhaps this reply would have been sufficient, but the House of Assembly was extremely limited in its functions and had as its major preoccupation what might be called the rubber-stamping of Administration policies. Secondly, the composition of the House created a doubt whether it was truly representative of the people.

57. The representative of Liberia referred to a statement made by the Minister of State for Territories in April 1966 in which the latter had said: "The Government has no desire to press constitutional changes upon the people of the Territory which they do not want or for which they think they are not ready. This is the Government's attitude towards the political future of Papua and New Guinea despite resolutions 1514 (XV) and 2112 (XX)." The representative of Liberia wanted to know what were the Australian Government's true intentions towards the political future of the Territory, since its minister had so categorically stated that his Government had no desire to press constitutional changes. Might he conclude that Papua and New Guinea were forever doomed to the shackles of colonialism?

58. The representative of the Union of Soviet Socialist Republics stated that the Trusteeship Council was considering an extremely important question, namely, conditions in New Guinea and the results of the implementation by the Administering Authority of General Assembly resolution 2112 (XX). He wished to stress that the resolution called upon the Administering Authority "to fix an early date for independence in accordance with the freely expressed wishes of the people" of New Guinea and Papua. The report of the Administering Authority and the answers to the questions put by members of the Trusteeship Council had shown that far too little had been done so far with regard to the implementation of the provisions of resolutions 2112 (XX) and 1514 (XV). In a number of instances the interests of the indigenous inhabitants had been totally ignored and their vital rights had been trampled upon.

59. The representative of the Administering Authority stated that the Soviet representative had referred to resolution 2112 (XX) and had rightly stressed the phrase "in accordance with the freely expressed wishes of the people". He and his colleagues had been at pains throughout the whole debate to emphasize the care taken by the Australian Government with regard to the freely expressed wishes of the people. It was the expressed wishes of the people which were least important in the Soviet view, and most important from the Australian point of view.

60. The representative of the Administering Authority quoted from the statement made in the Australian Parliament on 21 April 1966, by the Minister for Territories on the subject of New Guinea and the matters raised by the Committee on Constitutional Development in its discussion with the Australian Government. The Minister had stated that the Government had reaffirmed that its basic policy for Papua and New Guinea was self-determination, and that it was the prerogative of the Territory people to terminate the present Territory status and take independent status if they wished to do so in due time. Should the people wish to remain in association with Australia after self-determination, that would require the agreement of the Australian Government of the day.

61. He quoted also from a statement made on 7 July 1966 by the Minister for Territories saying that the Government's basic policy for Papua and New Guinea was self-determination. The Minister had stated that the Government considered it would be inappropriate to seek to make any decision at the present on the types of association which would be acceptable at some indeterminate time in the future if the people of the Territory were to seek continuing association with Australia.

62. The Special Representative of the Administering Authority stated that the Australian Government in inviting the members of the Select Committee to Canberra for exploratory discussions, had done so solely to enable members of the Committee to clarify their thinking on the range of special relationships that could be envisaged in any future relationship between Papua and New Guinea and Australia. It was inevitable that this should form one of the particular considerations of the Committee and it was for the people, through the Select Committee, to advise the House of Assembly on the form they wished that relationship to take.

63. He stated that in view of the doubts expressed by one or two representatives as to the Australian Government's intentions towards the people of New Guinea, he would like to refer to the statement made on 7 July 1966 by the Australian Minister of State for Territories that the Government's basic policy for Papua and New Guinea was self-determination. This meant that if they wished to do so the people of the

Territory were free to terminate their present Territory status and take independent status. On the other hand, they were free to remain on Australian Territory for as long as they wished. If, when they chose to exercise the right of self-determination, they wished to remain in association with Australia, the form of that association would require the agreement of the Australian Government of the day. The Minister had stated that there was not as yet any formed opinion common to the whole Territory, and it was necessary that any political development should be soundly based on the wishes of the people themselves. The constitutional course of the Territory was set in the direction of internal self-government.

64. The Special Representative stated that by this statement the Minister for Territories had again confirmed the Australian Government's undeniable intention to honour fully its obligations under the terms of the Trusteeship Agreement and the United Nations Charter.

## Chapter VI

### OTHER QUESTIONS CONSIDERED BY THE TRUSTEESHIP COUNCIL

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

65. The United Nations programme for scholarships for inhabitants of Trust Territories was initiated by General Assembly resolution 557 (VI) of 18 January 1952. Under the procedure approved by the Trusteeship Council for the administration of this programme, the Secretary-General was invited to submit to the Trusteeship Council each year a report containing all appropriate details of the programme.

66. The report of the Secretary-General<sup>4</sup> submitted to the Council at its thirty-third session was the fifteenth annual report and covered the period from 20 May 1965 to 20 May 1966. The report contained detailed information on the actual use made of the scholarships and training facilities offered by eleven States Members of the United Nations. According to information made available to the Secretary-General, no applications for scholarships offered by eleven Member States were received from any of three remaining Trust Territories during the period under review.

67. At its 1286th meeting the Council considered the report on the scholarship programme for inhabitants of Trust Territories. The representative of the Union of Soviet Socialist Republics observed that if the Administering Authorities had been really interested in the granting of freedom and independence to the Trust Territories, they would have made use of the fellowships offered to them by certain States and taken advantage of the favourable conditions provided by them for the training of highly qualified indigenous specialists. He noted that for a long time the Administering Authorities had been preventing the indigenous population from studying abroad, and wished to draw the attention of the Administering Authorities to the fact that such a policy hindered the Territory's development and held back its preparation for independence and self-government. The representative of Australia stated that forty-two students from the Territory had studied overseas in recent years primarily through offers made by the specialized agencies of the United Nations. His Government, moreover, had never refused an application for a scholarship from a qualified student. As members of the Council were aware, the Administering Authority was in the process of establishing a university and an Institute of Higher Technical Education. It was essential that as many indigenous students as possible should use the facilities thus offered. The representative of the United States of America welcomed all the offers made to students and specialists from the Trust Territories to study abroad. The fellowship offers by Member States were widely known and publicized throughout the Trust Territory. The main reason why only one student in the Trust Territory of the Pacific Islands had so far applied for a fellowship was that most of the

fellowships required the devotion of a long period of study to a new language, that of the host country. There were, of course, fellowships available in countries where instruction was given in English. However, a review of these offers showed that travel and other costs often had to be paid by the applicant. At present, forty-two scholarships offered by the United Nations technical assistance grants and the specialized agencies had been used in fourteen different countries and six applications were pending for the coming year.

68. The Council took note of the Secretary-General's report and drew the attention of the Administering Authorities to the comments made by the members of the Council during its discussion on the report.

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

69. The annual report of the Secretary-General<sup>5</sup> on the arrangements undertaken in co-operation with the Administering Authority for distributing official records of the United Nations and disseminating information concerning the aims and activities of the United Nations and the International Trusteeship System in the Trust Territories was submitted to the Council at its thirty-third session, 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.

70. The report, covering the period from 1 June 1965 to 31 May 1966, showed the total number of publications under different titles, radio programmes on United Nations themes, the United Nations Day and Human Rights Day messages, recorded by both the President of the General Assembly and the Secretary-General, and the United Nations Day message by the President of the Trusteeship Council and new films. Among the publications widely distributed in the Territories during the year were the *United Nations Declaration on the Granting of Independence to Colonial Countries and Peoples* and the *United Nations and Decolonization*.

71. The report was discussed at the 1286th meeting, at which the representative of the Union of Soviet Socialist Republics suggested that future reports should state not only the documents distributed, and where and how they had been distributed, but also which Territories and which categories of population had not received such information. He wished to know also what difficulties had been encountered by the United Nations Information Centres and the representatives of the Administering Authorities in disseminating information about the United Nations. The representative of Australia, outlining the activities of the United Nations Information Centre in Port Moresby, said that it was

<sup>4</sup> *Official Records of the Trusteeship Council, Thirty-third Session, Annexes, agenda item 12, documents T/1654 and Add.1 and 2.*

<sup>5</sup> *Ibid.*, agenda item 13, document T/1651.



working vigorously and effectively with the assistance of the Administering Authority, which provided facilities, money and transport. The Centre was thereby enabled to provide information which was disseminated throughout the Territory by the mass media.

72. 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.

## 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

73. The Trust Territory of New Guinea comprises the north-eastern part of the Island of New Guinea north of the Papuan and east of the West Irian borders, the islands of the Bismarck Archipelago, and the two northernmost islands of the Solomon Group, namely, Buka and Bougainville. The total land area covers some 92,160 square miles.

74. At 30 June 1965, the indigenous population consisted of an enumerated population of 1,547,210 and an estimated one of 11,310. At the census of 30 June 1961, the non-indigenous population numbered 15,536 and in 1965 it was estimated at more than 16,500.

75. Between June 1964 and June 1965 an additional 2,735 square miles of the Territory were brought under full administrative control. This reduced restricted areas in the Territory to 967 square miles. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that there now remain only 820 square miles of restricted territory located in the remotest parts of the Sepik and Western Highlands Districts. These areas contain an estimated population of less than 4,000 people.

76. At its thirty-third session, the Council adopted the following conclusions and recommendations:

*The Trusteeship Council, recognizing the importance at this time to the people of Papua and New Guinea of a balance being struck between what might be termed social and educational investment, on the one hand, and economic or productive investment, on the other, commends the Administering Authority on the present emphasis of programmes in these fields and on the general economic progress which it has promoted while conforming at the same time with the political aspirations of the people of the Territory.*

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

77. The representative of the United Kingdom of Great Britain and Northern Ireland stated that his delegation was particularly pleased to have two of the elected representatives of Papua and New Guinea at the Council. In his delegation's view sufficient credit had not been given to the achievements of the Administering Authority during the debate on the Trust Territory of New Guinea.

78. Taking account of the very special conditions existing in the Territory, the representative of France stated that to embark upon the political education of the population and to initiate them in the essential elements of modern life, to convince them to abandon their traditional customs in order to participate in the development of their country and to create a solid cohesion, were some of the immense tasks which the Administering Authority had to carry out with energy and perseverance, an energy and perseverance to which the French delegation was pleased to pay tribute.

79. The representative of New Zealand stated that it was no accident that the tone of his comments throughout his statement had been fairly uniformly laudatory to the Administering Authority. It sprang from a conviction that the Australian Government was pursuing a course in Papua-New Guinea which was consistent with its obligations under the Charter and the Trusteeship Agreement.

80. The representative of the United States thanked the Special Representative of the Administering Authority for their thorough presentation of the recent developments in the Trust Territory, thus helping in furthering understanding of some of the complexities which Australia, as the Administering Authority, has been confronted with in developing the Territory into a viable nation.

81. She stated that much has been done in the fields of political, economic and social development since Australia assumed the responsibility of overseeing the affairs of the people of New Guinea.

82. The representative of China expressed his gratification for the unfailing co-operation of the Special Representative of the Administering Authority and the two elected representatives of the House of Assembly who were present at the Council's session. He said that Mr. Abe's command of the English language had further encouraged him to say that the Administering Authority should do everything in its power to see that pidgin English would not be given a further chance to spread in the Territory.

83. He stated that the society of New Guinea as a whole had been radically transformed thanks to the efforts of the Administering Authority, which had contributed generously both in money and men to the development of the Territory the magnitude of which might not find its parallel in other Non-Self-Governing Territories.

84. The representative of China stated that in the years ahead the Administering Authority would have to deal with the most important problem in the Territory's development: to strike a proper balance between

social and educational investment, on the one hand, and economic or what the Council might call, productive investment, on the other. This was particularly important at the time when the people of Papua and New Guinea were exploring the possible alternatives from which the people would choose their own future.

85. The representative of the Union of Soviet Socialist Republics stated that there was a large number of facts which confirmed the extremely alarming state of affairs in the Trust Territory. He quoted from a number of sources which spoke of the grievous position of the indigenous inhabitants and which presented to him facts which were incontrovertible.

86. The representative of the USSR stated that, along with the difficult economic and social situation in the Territory, the Australian and British militarists continued, in violation of the Trusteeship Agreement obligations, to utilize unlawfully certain tracts of the Territory for military and aggressive purposes, thereby violating the international status of those Territories. In this connexion, he continued, special stress was being laid upon new airports and upon the modernization of existing airports and other facilities in the Territory.

87. All this, he said, was obviously interrelated with the military obligations of the Australian Government assumed under its membership in the military blocs and alliances which Australia had entered into. Australian colonialism was trying to maintain its domination over the Trust Territory of New Guinea and the colony of Papua, and was trying to achieve that purpose, among other means, through the inclusion of the Trust Territory within the sphere of action of the aggressive blocs of which Australia was a member.

88. The representative of the Administering Authority stated that Australia was a member of the South-East Asia Treaty Organization and of ANZUS, neither of which was an aggressive bloc; they were designed for the defence of the area and planned for the defence of the area, by which he meant the defence of the people of the Territories for which Australia was responsible. With regard to the statement made before the Council that this was in violation of the agreements formally entered into by the Australian Government with the United Nations, he referred to the specific clauses of the Trusteeship Agreement, namely, articles 4 and 7.

89. He said that no airfield in New Guinea had ever been used to further Australia's or anyone else's operations in Viet-Nam.

90. The Territory's budget was in no way concerned with whatever defence preparations were being made in the Territory. The facts of the Territory's budget were broadly these: that there was a sum of up to £A34 million interest-free, non-repayable, freely granted by the Australian Government as the cornerstone of the Territory's budget, both in the Territory itself and in expenditure not carried on that budget for civil works of extensive kinds in the Territory. The other part of the budget, he said, was made up of revenue raised within the Territory, a steadily increasing revenue, and loans raised within the Territory. And every penny — every cent — of this revenue raised within the Territory was required to be spent in the Territory. Whatever expenditure was called for by these defence measures, was carried exclusively on the budgets of the Australian Parliament and was in no way concerned with the budget of the Territory of Papua and New Guinea.

91. The Special Representative of the Administering Authority stated that he would like to inform members of the Council that the Australian Government had constructed no new airfields in New Guinea during the past twelve months and had rehabilitated only two, Nissan and Nadzab, one to serve plantation interests and the other for emergency usage.

## 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

##### *Central government organs*

92. The Trust Territory and the neighbouring Territory of Papua are administered jointly under the Papua and New Guinea Act, 1949-1964. The Administrator, appointed by the Governor-General, administers the Government of the Territory on behalf of the administering Power. He is assisted by an Administrator's Council which consists of the Administrator and three official members and seven elected members of the House of Assembly, appointed by the Minister of State for External Territories.

93. The main legislative organ, the House of Assembly, consists of fifty-four members elected on a common roll by adult suffrage and ten nominated official members. Of the elective seats, forty-four are open to candidates of all races and ten are special seats reserved to non-indigenous inhabitants. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that, during the period under review, legislation was passed establishing the House of Assembly as a separate department with responsibility for controlling its own funds and making its own staffing arrangements. Provision has been made for four standing committees, all procedural, and two statutory committees, the Committee on Public Works and the Committee on Public Accounts. The House of Assembly met seven times between September 1964 and March 1966. The Administering Authority informed the thirty-third session of the Trusteeship Council that Mr. W. Bloomfield, the member for the open electorate of Kaindi, died on 14 February 1966. A by-election to fill the vacancy would be held on 16 July 1966 and the result of the poll is expected to be declared on 30 August. There have also been new appointments to replace official members who have left the House of Assembly for various reasons.

94. At its thirty-second session, the Trusteeship Council noted the important role the House of Assembly was beginning to play in the life of the Territory. Noting a tendency for more rapid advancement in representative institutions than in executive organs, it considered that a greater effort should be made to promote indigenous persons already in the Public Service to positions of authority, to seek out persons who possess the necessary qualities for important posts and to promote still further the activities of the Administrative College.

95. It suggested that the Select Committee on a constitution should consider the observations of the 1965 Visiting Mission and of members of the Council concerning the extension of the House of Assembly, the number and size of electorates, the recommendations

of the Council at its thirty-first session concerning special and official seats in the House of Assembly, and the recommendation of the Visiting Mission to review the present system of parliamentary under-secretaries, to develop further the system of parliamentary committees and to consider the idea of a ministerial cabinet in which New Guineans would hold positions of responsibility. It also suggested that preparation for the transition between a fully representative parliament and fully responsible government should be one of the principal tasks of the Select Committee.

96. It urged the administration to remain ahead of the indigenous peoples' desires for material and political progress and to afford them an increasing share in the functions of administration, and it urged the New Guinean leaders to take every opportunity to prepare their people for their future responsibilities.

97. The administering Power, in its report, stated that its policy was to advance indigenous persons to positions of higher authority in the Public Service where possible and that special training courses were conducted within the Public Service. It noted the views of the Council that the administration remain ahead of the indigenous peoples' desire for material and political progress and made them available to the members of the House of Assembly.

98. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that the Select Committee on Constitutional Development presented interim reports to the House of Assembly both in November 1965 and in June 1966. The Committee was appointed by the House of Assembly itself in 1965 "to draft for the consideration of the House of Assembly a set of constitutional proposals to serve as a guide for future constitutional development in the Territory". The Committee, the Chairman of which is an elected indigenous member, has travelled extensively in the Territory obtaining the opinions of a large cross-section of the community. The Committee's terms of reference are wide and its inquiries encompass not only the composition of the House of Assembly but also proposals for the future constitutional development of the Territory. It is now evident, stated the Special Representative, that to meet any contingent need for possible amendments to the Papua and New Guinea Act, it would be necessary for the Committee's report on the composition of the House of Assembly to be presented to the House by August 1966.

99. The Special Representative also informed the Council that a review of the system of under-secretaries, carried out during the latter part of last year, disclosed that one of the major problems facing the House of Assembly was the lack of fluency in English of many members of the House as well as the under-secretaries. Measures designed to overcome this difficulty have been taken, including arrangements for English classes, seminar type group discussions and instructional tours in the Territory and Australia for under-secretaries, other members of the House and representatives of local government councils.

100. The Special Representative informed the thirty-third session of the Trusteeship Council that the Administering Authority is conscious of the need for political education of the people and, as one of a number of measures designed to meet this need has prepared a booklet written in English explaining the constitutional background of the Territory. The booklet has been dis-

tributed to local government councils and group institutions throughout Papua and New Guinea.

101. These authorities are the main media through which contact is maintained with the rural non-English-speaking peoples. Political instruction is given at all Council meetings by local government council advisers and by the elected members themselves. By this means over 1.5 million people have gained a sound knowledge of electoral procedures, the meaning of government and the progress which the Territory has made towards political self-determination.

102. The Administering Authority informed the thirty-third session of the Trusteeship Council that two groups each of eight members of the House of Assembly have undertaken political education tours in Australia since 1 July 1965.

103. At its thirty-third session, the Council adopted the following conclusions and recommendations:

*The Trusteeship Council, recalling the Administering Authority's obligation to develop political institutions which will assist the people of the Territory to reach the goal of self-determination and recognizing that such institutions must be supported by a population conscious of the responsibility of the choice which it will be called upon to make, awaits with interest the conclusions and recommendations which the Select Committee on Constitutional Development will make to the House of Assembly in August 1966. In this connexion, the Council reaffirms the belief expressed at its thirty-second session that the next step in constitutional development is to bridge the gap between a fully representative parliament and a fully responsible government. The Council takes note that the Administering Authority will give urgent and positive consideration to all issues raised in the Select Committee's report when it becomes available.*

*The Council notes that the House of Assembly, the majority of which are elected on a basis of a universal franchise and from a common roll, has been a unifying force tending to draw the people together and has provided a means for free political expression. It welcomes the manner in which the House of Assembly has engaged itself in the many vital issues facing the Territory.*

*Recalling the views previously expressed by the Council and the observations of the 1965 Visiting Mission concerning the extension of the powers of the House of Assembly, the number and size of electorates, and the question of special and official seats in the House of Assembly, the Council recommends that serious consideration be given to the recommendations of the Select Committee on these issues.*

*The Council takes note of the call in the statement made by a member of the House of Assembly to the thirty-third session of the Council for even closer unity between the Trust Territory of New Guinea and the Non-Self-Governing Territory of Papua and of assurances offered by the representative of the Administering Authority that the two Territories had been administered as one and continued to be one country. The Council recognizes the importance of a close affinity between the two Territories if they are eventually to reach self-government or independence as an entity rather than as separate countries. In this connexion, the Council is interested to learn that the Select Committee on Constitutional Development is considering recommending the adoption of a common flag and national anthem for the two Territories.*

The Council notes the statement made at its thirty-third session by the Under-Secretary for Health of Papua and New Guinea that the system of under-secretaries, in his experience, has been worth while. The Council recalls its previous suggestion that the Select Committee review the present system of parliamentary under-secretaries and notes with interest the statement of the Minister for Territories of 21 April 1966 that it is intended that all possible means of making this system more effective should be taken.

#### *Local government councils*

104. At its thirty-second session, the Trusteeship Council noted the development and work of local government councils and recommended that they be extended to cover the Territory as soon as possible. It noted a tendency on the part of the Administration to retain its direct participation in the councils and urged it to implement its policy of transferring full responsibility to the councils at the earliest practical moment. It also recommended that their functions and responsibilities be extended as they grow in experience so as to give the people further opportunity to exercise self-government in local matters. It suggested that councils consider means of increasing their own revenues.

105. The Administering Authority, in its report, stated that its policy concerning local government councils was to extend them throughout the Territory as soon as possible. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that since the new Local Government Ordinance was brought into operation on 1 July 1965, the extension of the local government system had significantly increased. From fifty-five councils covering a population of 635,530 in June 1964, the system had extended to seventy-eight councils covering a population of 1,074,505. There are now thirty-five multiracial local government councils in New Guinea.

106. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that with the introduction of the Local Government Ordinance in January 1966 provision was made for wider powers and functions for local government councils. The exercise of central government control by field officers was removed and instead invested in a Commissioner for Local Government, while council budgets were not now subject to approval but merely to certification that the expenditure proposed was likely to be met from revenue.

107. The Administering Authority, in its report, stated that the Department of District Administration provides advisory service to councils and assistance is also given by specialist officers of other departments. Councils are authorized to maintain peace, order and good government in their areas, engage in enterprises, carry out works for the benefit of the community and provide any public and social service. Although the standard of the council clerical staff was improving, it noted that at this stage most councils wished to retain the services of administration officers as advisers until councils and their staff had further experience in local government affairs. It encouraged and assisted them whenever possible to engage in further functions, and the Local Government Council Ordinance provides for an extension of their functions.

108. At its thirty-third session, the Council adopted the following conclusions and recommendations:

The Council welcomes the further increase of local government councils in the period under review and reiterates its previous recommendation that the system of local government councils be extended to cover the whole Territory as soon as possible. It notes with interest the establishment of multiracial local government councils and trusts that the trend towards giving councils a multiracial character will spread. The Council welcomes the statement of the Special Representative that, with the introduction of the Local Government Ordinance in January 1966, provision has been made for wider powers and functions for local government councils and that their budgets are no longer subject to approval by the Administration. The Council recognizes that it is the objective of the Administering Authority to further extend the functions and responsibilities of the local government councils and, in the interest of fostering local initiative, trusts that this objective will be pursued with urgency. The Council also urges the Administration to give the most earnest consideration to the recommendations made by annual conferences of local government councils.

The Council notes with satisfaction the inclusion in the local government system of the town of Goroka and expresses the hope that this first venture in bringing urban centres into the system will encourage a similar development in other urban areas.

#### *District and town advisory councils*

109. Each district of the Territory has a district advisory council consisting of the District Commissioner and from fifteen to twenty members appointed by the Administrator. Each has a majority of indigenous members. They represent all sections of the community and give residents an opportunity to express their views and to offer advice to the District Commissioner on matters affecting the district in which they live.

110. Town advisory councils in the Territory have functions similar to those of the district advisory councils. They consist of private citizens and officials of the Administration appointed by the Administrator. New Guineans are included in all town councils and two have a majority of indigenous members. In the year ending June 1965, the number of town councils increased from nine to eleven.

111. At its thirty-second session, the Trusteeship Council recommended that more active consideration be given to establishing urban councils in accordance with the recommendations of the 1965 Visiting Mission. It also considered that District Commissioners should make greater use of district advisory councils and consult them on major decisions concerning the affairs of the district.

112. The Administering Authority informed the thirty-third session of the Trusteeship Council that the Goroka Local Government Council has become the first council to include in its area of responsibility a major urban centre. Following elections held in November 1965, the Minister for Territories opened the first session of the new council in January 1966. Previously, only the rural areas surrounding the town of Goroka were represented by local government councils. These rural areas and the town area of Goroka have been united at the request of the people concerned in the new multiracial Goroka Local Government Council. The Administering Authority stated that efforts would be continued to establish local government in other urban areas, and that town and district advisory councils were consulted regularly and widely on matters

concerning their own areas. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that there is a proposal to set up as a pilot project a separate town management organization for the town of Port Moresby.

113. At its thirty-third session, the Council adopted the following conclusions and recommendations:

*Recalling its earlier recommendations that district commissioners make fuller use of district advisory councils, the Council would urge that the views of the latter be given positive consideration.*

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

114. Provisions for the reconstruction of the Public Service came into operation in September 1964. The Administering Authority noted that the aims of this reconstruction were: (a) to set up a Public Service related as far as possible to local circumstances and conditions rather than have, as previously, a Public Service designed basically for overseas staff and therefore related to Australian conditions; (b) to recognize the growing capacity of the local inhabitants to share in the administration of the Territory's affairs; and (c) to provide for prospective increases in the numbers of local public servants, including the progressive admission to the Public Service of the majority of those persons employed as Administration Servants.

115. The new structure provides for an integrated Public Service of three divisions instead of four. The Second Division now includes many positions formerly included in the Third and the Auxiliary Divisions, and the minimum entry standard for it has been reduced. The Third Division has been expanded to include positions which are specifically intended to be filled by officers who were formerly Administration Servants. No general minimum educational qualification is required for this division. Entry requirements are related more directly to technical skills or experience, although some formal educational standards are needed for particular positions.

116. The Administering Authority informed the thirty-third session of the Trusteeship Council that on 28 February 1966, the staff in the three divisions of the Public Service of Papua and New Guinea totalled 14,952, compared with 9,467 in June 1965 and 6,655 in July 1964. The numbers of staff, classified according to the nature of their appointment, were as follows:

	June 1965	February 1966
<i>Permanent officers:</i>		
Local .....	3,042	7,070
Overseas .....	2,380	2,234
<i>Contract officers:</i>		
Overseas .....	1,055	1,528
<i>Temporary employees:</i>		
Local .....	997	2,056
Overseas .....	1,803	1,927
Part-time .....	46 (2 local)	
Mixed race .....	144	137
<b>TOTAL</b>	<b>9,467</b>	<b>14,952</b>

117. Under the new organization there is a single line of positions, but there are two salary classifications depending on whether they are occupied by local or overseas officers. Provision exists for local officers to be given preference in promotion over overseas officers

if the former are capable of satisfactorily carrying out the duties of the positions concerned. With the introduction of the new system, overseas and local officers were transferred to equivalent positions in the new organization. Overseas officers are now engaged as contract officers. The latter are employed for a specified period and this category also includes artisans and nurses who are employed on a fixed-term basis.

118. Permanent appointments to the Public Service during the year ending 30 June 1965 totalled 3,174. Between 1 July 1965 and 28 February 1966, permanent appointments to the Public Service totalled 4,028.

119. The Public Service Commissioner provides in-service training in the various departments of the administration. Assistance is also given to students in the Territory to improve their academic qualifications through courses of study leading to matriculation and to university degrees and diplomas. Courses at the primary and secondary school level are also provided for public servants by the Department of Education. The over-all programme enables officers of the Public Service to attend classes after normal working hours and to take correspondence courses. It is designed to assist officers to qualify for entry to, and advancement within, the Public Service.

120. The Administrative College established in 1963 to meet the need for more advanced training of New Guinean and Papuan public servants will provide accommodation and study facilities for 315 students. The Administering Authority informed the thirty-third session of the Trusteeship Council that the construction of the permanent residential and classroom accommodation for the College should be completed in August 1966, and will be in full operation from the beginning of 1967. The College is already conducting a number of training programmes; e.g., two vocational education courses of nine months' duration were completed by February 1965. Nineteen officers successfully completed the matriculation equivalent course and seven successfully completed the junior equivalent course. In April 1965, forty-six officers were enrolled in these two courses in the Administrative College. A new Magistrate Training Scheme at two levels was begun in 1966. And in February 1966, the College and the Department of District Administration jointly arranged a seminar on land resettlement for senior legal officers. Forty officers attend the seminar.

121. At its thirty-third session, the Council adopted the following conclusions and recommendations:

*While acknowledging the efforts already made in this field, the Council recommends that the Administering Authority intensify its drive to promote qualified indigenous persons to more important positions in the Public Service. The Council commends the Administering Authority for the in-service training programmes it has established and the forthcoming extension of the Administrative College.*

**POLITICAL PARTIES**

122. The Administering Authority informed the thirty-third session of the Trusteeship Council that on 28 August 1965 newspapers in the Territory of Papua and New Guinea announced the formation of a new political party, called the New Guinea United National Party, which was said to include among its membership a number of members of the House of Assembly. The Port Moresby Workers' Association seems to have been closely associated with the formation of the new party, and Mr. Oala Oala-Rarua, the President of the Port

Moresby Workers' Association, was elected as its President.

## JUDICIARY

123. With the coming into force on 4 January 1966 of the District Courts Ordinance, 1963 and the Local Government Ordinance, 1963, district courts have been reconstituted and the jurisdiction of the former Court for Native Affairs has been absorbed by the new local courts.

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

#### GENERAL

124. The representative of France felt that the efforts made by the Administering Authority to educate the people of New Guinea and to make them understand the political responsibilities weighing upon them had produced remarkable results. Political life was gradually being formed from the local level to the national level.

125. The representative of France expressed the belief that the members of the Council would be failing in their duty by agreeing to open the way of the Territory towards self-determination without being certain that behind the most perfect of façades of political institutions there was not in fact a population conscious of the responsibility of choice which it would have to make.

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

##### (a) *Central government organs*

126. The representative of the United Kingdom of Great Britain and Northern Ireland recalled the recommendation of the 1965 Visiting Mission concerning political advancement to the effect that it was essential to associate the people of New Guinea more closely with the exercise of executive authority and administrative responsibility, and that it was important for the House of Assembly to collaborate in drawing up a draft constitution and arranging for the various stages of political development in the Territory. The Visiting Mission had also recommended that a programme of political education should be introduced at all levels with the use of such modern means as radio. He stated that his delegation recognized, with admiration, that the Administering Authority had gone a long way in carrying out all those recommendations.

127. In regard to the Select Committee of the House of Assembly, the representative of France stated that it was excellent that the members of Parliament of New Guinea studied a programme of constitutional reforms in that Committee. He wondered, however, whether it would not be appropriate to take further steps towards the creation of an Executive by giving the members of the House of Assembly genuine ministerial responsibility and to proceed further towards legislative autonomy in the Territory by limiting and perhaps even suppressing the right of veto of the Administrator or of the Governor-General. If new reforms were to appear, it would certainly be desirable if this were done before the renewal of the House of Assembly.

128. In regard to the House of Assembly, the representative of France stated that this was a relatively recent institution and that he understood that the

members had to train themselves gradually before they would be able completely to fulfil the legislative tasks incumbent upon them. The House was therefore in a preparatory and transitional phase, and the presence in it of members appointed by the Administrator as well as the existence of two electoral colleges was something that was purely temporary in character and which should end as soon as it became possible for the House of Assembly to be elected by a single electoral college on the basis of universal suffrage. He noted with satisfaction the creation, within the House of Assembly, of new committees, as well as the decision taken to improve the operation of this House.

129. The representative of New Zealand stated that the desired delay in self-determination made the need for progressive steps toward internal autonomy more pressing, for the utmost use must be made of the interim period to give policy-making experience to the New Guineans. The Select Committee was considering the possibilities of fuller participation by New Guineans in the executive which lay in passing some responsibilities of a ministerial character to elected Members and in amending the functions of the Administrator's Council. The Trusteeship Council could make known its expectation that the Administering Authority would act swiftly and effectively on the Select Committee's recommendations.

130. The representative of the United States stated that in the political field, one of the most significant steps was certainly the creation of the House of Assembly in 1964. Its existence marked an impressive and important first step on the road to self-determination. As the elected representatives gained further experience in this body, they would serve as a very useful arm to the Administering Authority in carrying out its duties in the Territory.

131. The representative of China stated that the creation of the House of Assembly had, no doubt, drawn the whole people of the Territory together and given the people the means of free political expression. It was indeed an irreversible trend that clearly pointed to the goal of national self-determination. There was no better evidence of this than the interim report of the Select Committee on Constitutional Development and the statements of the Australian Minister for Territories. Since the Select Committee was now in the process of taking evidence throughout the Territory and would soon submit its final report to the House of Assembly, his delegation would prefer to hear more from the Select Committee before expressing its views on the Territory's constitutional development.

132. He stated that in facing the problems of the future, the people of the Territory should play their full part. It was important that the people should be given a sense of direct representation through their own elected leaders.

133. He stated further that it was his delegation's view that with the present population of 1.5 million, the constituencies could be established roughly on the basis of 20,000 inhabitants in each constituency. In that case, no less than seventy-five New Guineans would have to be elected to the House of Assembly. He added that the findings of both the 1962 Select Committee and the 1962 United Nations Visiting Mission seemed to confirm this view. He hoped that the present Select Committee would consider this issue along with the proposed alterations of electoral boundaries.

134. He added that in the interests of the people of Papua and New Guinea themselves, the Territory of

Papua and the Trust Territory of New Guinea should continue, after their act of self-determination, to enjoy integrated development in all aspects of their political and economic life.

135. He believed that the Select Committee would consider the views of the Council on the subject of the new parliamentary committees and the idea of a ministerial cabinet. It was certainly gratifying to hear from Mr. Abe, the Under-Secretary for Health, that the under-secretary system had been found useful and it was "very worthwhile".

136. With regard to the advancement in the representative institutions and the executive organs, he hoped that the Select Committee would plan for the development with a view to bridging the gap between a fully representative parliament and fully responsible government.

137. The representative of Liberia stated that in answer to a question he had asked of the representative of the Administering Authority concerning the special status of Papua and New Guinea and whether, when independence came, it would come to both Territories together, or separately to each of them, he replied that the future of the two Territories was for the people themselves to decide. As far as anyone could see now, they had one future.

138. The representative of Liberia recalled a statement made by a member of the House of Assembly concerning the holding of a plebiscite to ascertain the views of the inhabitants of the two Territories on this matter as well as the view of the 1965 Visiting Mission, to the effect that it would be useful if, in order to dispel any unnecessary fears, the Administering Authority would reconfirm as soon as it had an opportunity to do so, its determination to provide the same treatment, the same development, and the same future for the two Territories, and that when it studied a draft constitution the House of Assembly could perhaps consider the possibility of including adequate provisions to this effect. Moreover, the adoption of a new flag and a national anthem for the two Territories would doubtless be a step whose meaning would easily be grasped by all concerned and which would be calculated to create a state of mind likely to promote a feeling of unity. He felt that at an appropriate time a resolution should be tabled calling for a plebiscite to be held in the Territory in the very near future dispelling any gloom on this subject from the minds of the inhabitants of the Territories once and for all.

139. The representative of Liberia stated that Australians elected to the House in the open electorates as well as those "elected" through the anomaly of the special-seats system would not take any measures that would terminate the rule of their country, Australia, in the Territory of Papua and New Guinea. They were Australians and justifiably, would pursue any course that would be advantageous to Australia. Because of their cultural qualifications, they had, with limited exceptions, full control of the House of Assembly.

140. Finally, he expressed his anxiety to see the completion of the work of the Select Committee in which the other pressing problems now facing the people of the Territory would be finally resolved.

141. The representative of the USSR quoted from an article in the *Sydney Morning Herald* of 24 January 1966 to the effect that a bitter clash had developed between Papua-New Guinea officials and indigenous members of the House of Assembly over the functions of parliamentary under-secretaries. This indicated, he

said, that the under-secretaries had no rights whatsoever. In expressing their dissatisfaction with the Administering Authority, he continued, they expressed, at the same time, the dissatisfaction prevalent among the broad masses of the indigenous inhabitants.

142. He stated that the Administering Authority continued to insist upon retaining its right of veto over any of the decisions of the House of Assembly and insisted upon retaining in force, for an indefinite time to come, articles 52-57 "a" of the law of the House of Assembly of 30 May 1963. In accordance with this law, as was known, the House of Assembly was converted into a completely powerless organ deprived of any rights. This line which was followed by the Australian Government, and which was aimed at consolidating its domination of the Trust Territory, was contrary to the provisions of the United Nations Charter, the Trusteeship Agreement and the Declaration on the Granting of Independence to Colonial Countries and Peoples.

143. The representative of the Administering Authority quoted from the statement made in the Australian Parliament on 21 April 1966, by the Minister for Territories, on the subject of New Guinea and the matters raised by the Committee on Constitutional Development in its discussion with the Australian Government, to the effect that it was intended that all possible means of making the present system of under-secretaries more effective should be taken.

144. The Special Representative of the Administering Authority stated that the fact that the six European elected members of the House of Assembly were elected by the people in open electorates was evidence enough to indicate the regard in which old and respected residents of the Territory were held irrespective of race or colour. Experience had shown that these members had contributed a great deal in the Assembly by stimulating debate and explaining difficult pieces of legislation to their fellow indigenous members.

#### (b) *Local government councils*

145. The representative of France noted with satisfaction that, with the application of the new Local Government Ordinance, the local government system had been extended considerably and that a substantial number of multiracial councils already existed. He expressed the hope that in the near future the local government system would cover the whole of the Territory and that the powers of the local councils would be enlarged.

146. The representative of China was interested to hear about the establishment of multiracial local government councils. It was not clear, however, whether this change was even more important than the need for more money and powers for the local government councils which could hardly extend their activities and exercise their responsibilities without them. In his view, greater responsibility should be given to the local government councils in matters of education, health and road construction. It was also not clear whether the creation and extension of multiracial local government councils would add to or abate the self-confidence of the indigenous members of the councils.

147. The Trusteeship Council had recommended that more active consideration be given to establishing elected urban councils, and he had noted with interest that the Administration had a proposal to set up as a pilot project, a separate town management organization for the town of Port Moresby. He wondered if the



time had also come to extend such projects to some big towns on the coast and in the Highlands in New Guinea.

148. The Special Representative of the Administering Authority stated that the Administration policy in relation to local government had been to foster a system which would teach the people the principles of government and at the same time provide local authority for local services. With the introduction of the Local Government Ordinance in January 1966 provision was made for wider powers and functions for local government councils. The exercise of central government control by field officers was removed and instead invested in a Commissioner for Local Government, while Council budgets were not now subject to approval but merely to certification that the expenditure proposed was likely to be met from revenue.

149. Contracts were let by the Central Government to most local government councils for the construction or maintenance of hospitals, schools, roads and bridges and one such contract for the construction of a road in the Finschhafen area had amounted to \$40,000. Expenditure on local government services last year amounted to \$1,335,350 or an increase of approximately \$500,000 over the previous year. Each year this expenditure would increase as more and more central government services were taken over by the local government councils.

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

150. The representative of the United Kingdom stated that his delegation was particularly attracted by and would be glad to learn more about what was referred to in the supplementary report of the Administering Authority as "in-service" training and "formal extension work". These would seem to be exciting and practical forms of adult training which could be of interest to other areas and territories.

151. The representative of New Zealand noted that most of the advice to the representative organs on technical matters was still coming from expatriate officials and stated that particularly in this period before a truly responsible government was set up there was a need for Papuans and New Guineans to move increasingly into policy-making positions in the public service.

152. While the representative of China focussed his attention on the House of Assembly, he stated that he attached equal importance to executive organs. In this respect, he was encouraged by the activities of the Administrative College as reported by the Special Representative. However, further efforts might still have to be made to promote qualified indigenous persons already in the public service to more important positions.

153. The Special Representative of the Administering Authority stated that in-service training was a system of promoting education within the Administration that had proved highly successful in qualifying indigenous officers of the Public Service for positions of greater responsibility. All departments had their own training schemes, each designed to prepare officers for the more efficient performance of their future tasks. For example, the Royal Papua and New Guinea Constabulary arranged special courses in ballistics, photography and finger-printing, in addition to the numerous general service courses for officer and N.C.O. trainees. The Department of Trade and Industry,

through its Marine Division, ran a variety of courses to qualify local officers in both coastal and sea-going navigation. A training vessel with accommodation for thirty sea-going cadets had recently been acquired to facilitate this training. It was mainly through in-service training that the Department of Education had been able to appoint nineteen local officers to positions of supervisory teacher and fifteen to positions of headmaster. The Administrative College played a big part in the training of local officers, and provided many courses designed to meet the purely administrative and educational needs of all departments. The Department of District Administration alone had fifty-two patrol officers attending courses at various stages of advanced training at the College.

154. The Special Representative said that this type of training enabled young Papuans and New Guineans who were employed as full-time permanent officers of the Administration to equip themselves for almost any position in the vocation they chose. There were now 2,845 officers undertaking some form of in-service training in the Territory. Formal extension work was the training of local people at the village level by both general administrative and specialist departments, mainly in the fields of adult education, social welfare, agriculture and public health. Short-term courses were provided at community and extension centres for people of all ages to enable them to gain a better understanding of health, hygiene, improved crop promotion, home economics and how community effort in all spheres can help advance the social and economic level of the area. Among the most successful courses were those in farmer training, reforestation, family hygiene, adult education and handicrafts. In farmer training 1,492 trainees had attended farmer training courses already this year.

### III. ECONOMIC ADVANCEMENT

#### Outline of conditions and recommendations adopted by the Trusteeship Council

##### GENERAL

155. Primary production is the basis of the Territory's economy. Agriculture is the chief activity. In 1964-1965, agricultural exports accounted for approximately 86 per cent of all exports. An important timber industry based on the Territory's extensive forest resources is being developed. Gold mining, although now declining, is still an important activity. Manufacturing industries are of minor though growing significance.

156. During 1964-1965, there were increases in the production of most agricultural products. Production of coffee beans increased from 6,770 to 8,658 tons, cocoa beans from 15,410 to 19,950 tons and coco-nut (copra) oil from 21,096 to 25,535 tons. According to information supplied by the Administering Authority to the thirty-third session of the Trusteeship Council, during the period July 1965 to February 1966, exports of cocoa beans totalled 12,515 tons, while exports of coffee beans totalled 8,323 tons.

157. Subsistence agriculture is the predominant activity of the indigenous population, although increasing numbers of New Guineans are growing export crops or cash crops for local sale. In 1964-1965 they produced just over one quarter of the copra, about one quarter of the cocoa and just under one half of the coffee produced in the Territory. Indigenous farmers also produce about 15,000 tons of fruits and vegetables

annually for town markets. In addition to agriculture, New Guineans in growing numbers are reported to be participating in other economic activities, including livestock raising, timber production, mining, commerce, transportation, manufacturing and administration.

158. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that, in relation to the International Bank for Reconstruction and Development proposal for increased production in primary industries, indigenous plantings and production of coconuts have increased by 33 per cent and 41 per cent respectively, cocoa by 53 per cent and 145 per cent, coffee by 93 per cent and 187 per cent, while the over-all cattle increase was 97 per cent. Timber production increased by 110 per cent. Between July and December 1965, indigenous growers produced 16,597 tons of copra.

159. It considered that in preparing a long-term economic plan, the Administering Authority should also bear in mind the necessity of affording every opportunity to indigenous persons to participate fully in the economic life of the Territory. To this end, technical training and the system of apprenticeship should be further advanced and every effort should be made to establish secondary industries. The Administering Authority in its report, took note of the Council's comments which were in general accord with the policy it was following to advance the real interests and to encourage the participation in economic life of the indigenous inhabitants. It stated that it had appointed an economic adviser to give particular attention to economic planning for the Territory and the programmes recommended by the International Bank Mission in agriculture, livestock and forestry had been accepted as a working basis for planning over the next five years. In relation to the Mission's suggestion that stronger emphasis should be placed on the incentive aspects of tax policy, it noted that the House of Assembly, in 1965, had passed the Industrial Development (Incentives to Pioneer Industries) Ordinance. This Ordinance provides that certain industries beneficial to the economic development of the Territory be free of income tax for the first five years of operation. It also noted that increasing numbers of indigenous apprentices were being trained under a system of apprenticeships especially oriented towards the needs of the Territory.

160. The Special Representative of the Administering Authority informed the thirty-third session of the Council that following the recommendation made by the mission of the International Bank for Reconstruction and Development the economic adviser was appointed in October 1965.

161. He also informed the thirty-third session of the Trusteeship Council that the House of Assembly had passed a bill in November 1965 to establish a Development Bank, the main purpose of which would be to stimulate development in primary production and in industrial or commercial undertakings, on more generous terms and conditions than would normally be available through banking channels. The Bank will be controlled and managed by a Board of Directors, and the twelve members of the Board will include representatives of indigenous producers.

162. During 1964-1965, the value of exports produced in the Territory amounted to £18,618,499 compared with £15,671,145 the previous year. Imports were valued at £27,056,297. The chief exports, copra and other coco-nut products, coffee, and cocoa beans, were

valued at £15,640,230. The chief imports consist of food, machinery and transport equipment, and manufactured goods and articles.

163. The reserves of the Territory are supplemented by a direct, interest-free and non-repayable grant from the Administering Authority. In 1964-1965 this amounted to £16,936,724, an increase of £1,698,467 over the previous year. Revenues raised in the Territory amounted to £7,453,230, bringing the total revenue to £24,389,954, an increase of more than £3 million over 1963-1964. In addition to the direct grant, the Administering Authority spends considerable sums each year on essential works and services in Papua and New Guinea at no cost to the Administration. In 1964-1965, this amounted to approximately £7.4 million, of which £3.3 million was spent on capital works.

164. The Special Representative of the Administering Authority informed the thirty-third session of the Council that his Government provided a grant of \$A68 million<sup>6</sup> (£34 million) towards the cost of the 1965-1966 territorial budget. Expenditure on economic activity rose from approximately 25 per cent in 1963-1964 to approximately 33 per cent in the 1965-1966 budget.

165. According to information supplied by the Administering Authority to the thirty-third session of the Council, the Territory's total revenue for 1965-1966 was estimated at \$A102.34 million, of which the sums of \$A34.20 million and \$A6.14 million were expected to be raised respectively by internal revenue allocations and from Territory loan subscriptions. For the period 1 July 1965 to 31 March 1966 internal receipts within the Territory amounted to \$A23.113 million. The Territory's total expenditure for 1965-1966 was estimated at approximately \$A102.34 million. Total works expenditure during 1965-1966 amounted to \$A27.6 million, representing an increase of \$A4.7 million over the previous year.

166. The taxes imposed in the Territory are customs and excise duties, income tax, personal and local government council taxes, stamp and succession duties and registration fees. Revenue is derived chiefly from import tariffs and direct taxation. No customs union exists with the metropolitan country and no preferences on imported goods are given in the customs tariff of the Territory.

167. The Administering Authority states that one of the greatest problems it has met in the economic advancement of the Territory is that of capital formation. Although a potential source of capital, both public and private, is beginning to develop in the money incomes received by the New Guineans from economic activity, it is felt that it will be necessary for the Territory to continue to rely heavily on the annual grants of the Administering Authority.

168. The Trusteeship Council, at its thirty-second session, noted with satisfaction that the Administering Authority had accepted the main lines of the recommendations which the World Bank had made after carrying out a comprehensive economic survey of the Territory. It suggested that the Administering Authority should now draw up a complete and balanced plan for economic development in New Guinea, which would provide for direct participation by the indigenous inhabitants of the Territory. It noted the need for increased investment of foreign capital in the Territory's

<sup>6</sup> The Administering Authority changed to a decimal monetary system on 14 February 1966. A new \$A1.00 is the equivalent of 10 shillings in the old currency.

economy, but considered that the House of Assembly should have the right to exercise effective control, in the interest of the local inhabitants, over the activities of foreign companies in the Territory. It considered that plans for the economic development of New Guinea should always be conceived and implemented with the real interests of the people in mind, in consultation at all levels with the representatives of the people and with the ultimate objective of reducing the Territory's dependence on outside assistance. It recognized that implementation of the World Bank's Report would require both public and private outside investment and that repatriation of profits by private firms was necessary to encourage investment, but considered that everything possible should be done to ensure that a proper proportion of profits be re-invested in the Territory.

169. At its thirty-third session, the Council adopted the following conclusions and recommendations:

*The Trusteeship Council, recalling that the principal proposal of the International Bank for Reconstruction and Development was that primary production be expanded, notes with gratification the figures supplied by the Special Representative illustrating that in the eighteen months since the publication of the World Bank's Report plantings and production by indigenous growers have increased by very significant percentages. The Council commends both the Administering Authority and the people of the Territory for their efforts in this field as well as for the remarkable results which they have obtained. The Council notes further that of the total estimated budget for 1965-1966 of \$A102.34 million the Australian Government provided a grant of \$A62 million and that the remainder (\$A34.20 million and \$A6.14 million) is expected to be derived respectively from internal sources and locally raised loans.*

*The Council recognizes the validity of the Administration's policy of working towards as great a degree of economic self-sufficiency for the Territory as is possible and is aware of the short-term problems, in the fields of wages and housing for example, which may be involved in carrying out such a policy. Nevertheless, the Council is in accord with the basic objective of the policy that control of the vital sectors of the economy should be retained in the hands of the people of the Territory and that all roads to the political future be kept open.*

*The Council welcomes the establishment of a Development Bank as a means of stimulating development in the private sector of the economy by providing credit on more generous terms and conditions than would be available through normal banking channels. It expresses the hope that this Bank will be provided with sufficient capital and sufficiently flexible regulations to provide credit on a significant scale to indigenous growers and businessmen. The Council looks forward with interest to the results of the first year of operation of the new Bank.*

*The Council, recalling the view of the mission of the International Bank for Reconstruction and Development concerning the need of the Territory for increased investment of foreign capital, welcomes the encouragement which such investment is receiving from the Administering Authority with the promise that this does not conflict with the interests of the indigenous inhabitants. The Council trusts that consideration will be given to ensuring that the population of the Territory will be given the opportunity to share directly in the holdings and profits of such investments.*

*The Council welcomes the acceptance of international assistance in the development of the Territory, and feels that the specialized agencies of the United Nations may be able to play an even greater role than at present and suggests that consideration be given to investigating other possible sources of international aid.*

*The Council notes with approval that during the period under review an economic adviser has been appointed and that an Economic Planning Committee has been set up. The Council suggests that under-secretaries may well have an active role to play in such a Committee. The Council considers in general that it is desirable that the under-secretaries, and the House of Assembly as a whole, play a most active part in the process of planning and promoting economic development.*

## LAND

170. Land in the Territory is classified as Native-owned, freehold, administration land, and ownerless land. Provisions to protect the ownership rights of indigenous persons and to regulate dealings in land are included in the land laws of the Territory. The Administering Authority considers that the customary forms of land tenure do not provide a satisfactory basis for economic progress as they frequently lack the degree of flexibility needed to encourage land development by the more enterprising individuals in the community; and that a system which gives a clear and transferable title to land and thus enables the value of improvements to be realized, either through mortgage or sale, is likely to provide greater incentives to progress. Study has been given to measures which will give the greatest possible opportunity for land development by the indigenous people consistent with respect for their wishes in relation to their land customs, and a number of ordinances have been introduced to assist in solving the present problem of land tenure. These provide for the conversion of the tenure of Native land according to Native custom into individualized tenure in fee simple and for the investigation and the recording of rights and interests in Native land.

171. The Trusteeship Council, at its thirty-second session, recommended that the Administering Authority, in consultation with the House of Assembly, should continue to seek a solution to the problems of land tenure which would protect the rights of the inhabitants of the Territory with respect to land and natural resources, and that the representatives of the people be consulted before any concessions for mining research or operations are granted.

172. The Administering Authority, in its report, stated that it was watching closely the operation of the Land Titles Commission Ordinance and associated ordinances introduced to overcome the land tenure problem. Adjudication areas had been declared in many parts of the Territory and demarcation committees had been constituted for those areas under the Ordinance. It stated that the recommendation that representatives of the people should be consulted before any concessions for mining research or operations are granted would be taken into account in the general review of the mining legislation now in progress.

173. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that in all cases where adjudication of land was necessary, demarcation committees comprising indigenous people from the area concerned were appointed by the Chief Land Titles Commissioner.

Persons appointed to these committees were usually members of local government councils and undertook the initial work of determining boundaries, ownership, or customary rights. To an increasing degree, responsibility for undertaking the work was being passed to local government councils.

174. At its thirty-third session, the Council adopted the following conclusions and recommendations:

*The Council, recalling that the conversion of land from group ownership to individual title has been facilitated by the introduction in 1964 of the Land (Tenure Conversion) Ordinance and the Lands Registration (Communally Owned Land) Ordinance, approves of the advances which have been made in this field in the period under review and calls upon the Administering Authority to continue to seek solutions, in consultation with the House of Assembly and local government councils, to the problems of land tenure which will protect the rights of the indigenous inhabitants with respect to land and natural resources. In this connexion, the Council notes with satisfaction that in all cases where adjudication is necessary the Demarcation Committees are made up of indigenous people from the area concerned.*

#### FORESTRY

175. Forests cover a large part of the Territory and timber production has been increasing annually. In 1964-1965, the output of sawmills exceeded 25 million superficial feet of sawn timber, compared with 20 million the previous year, and the total value of all forest production was estimated to have exceeded £4 million. The Administering Authority states that the five-year forestry programme has been reassessed in terms of the report of the Mission from the International Bank for Reconstruction and Development. The present aim is to increase annual production to 160 million super feet by 1967-1968, and approximate increase of 1,500 per cent since 1950-1951.

#### INDUSTRIES

176. Manufacturing industries at present consist mainly of those processing local raw materials, chiefly for export. The Administration's policy is to encourage industrial development to provide wider employment opportunities for the indigenous people and to give greater diversity to the economy. In the implementation of this policy, special taxation concessions were introduced in 1965 to encourage the establishment of new secondary and service industries. Under these, companies may be granted complete exemption from the Territory income tax for their first five years if they are engaged in approved new pioneer industries. In addition, dividends paid by them are also exempt from the income tax, and as a complementary measure the Australian Government in 1965 announced its intention to amend the Australian law to exempt from Australian income tax the dividends which Territorial pioneer industries paid to Australian resident shareholders.

177. When the Industrial Development (Incentives to Pioneer Industries) Ordinance came into force, in April 1965, the following industries were declared pioneer industries: manufacture of industrial gases; assembly of metal louvre frames; manufacture and reconditioning of drums and pails; extraction of pyrethrum; manufacture of soap; flour milling; wire fabric and wire workings; liquefied petroleum gas; cement roofing tiles; clothing and terazzo. A number of enterprises were granted certificates under the Ordinance.

178. At its thirty-third session, the Council adopted the following conclusions and recommendations:

*The Council notes with satisfaction the coming into force of the Industrial Development (Incentives to Pioneer Industries) Ordinance, that eleven industries now benefit from its provisions, and that other applications are under consideration. It expresses the hope that further steps will be taken to ensure that as great a proportion of the Territory's primary products as is feasible be processed within the Territory.*

#### ROADS

179. At 30 June 1965, expenditures on road and bridge construction totalled £2,293,151, compared with £1,418,535 the previous year. This was supplemented by work carried out by Army construction units and the provision of roads required for timber logging operations. At this time there were 5,747 miles of vehicular road in the Territory, of which 3,639 miles were suitable for medium and heavy traffic, the remainder being suitable for light traffic only. There were an additional 18,000 miles of bridle paths designed for pedestrian traffic.

180. At its thirty-second session, the Trusteeship Council recommended that as a matter of urgency the Administering Authority should concentrate on the construction of more and better roads suitable to all types of vehicles throughout the year.

181. In its report, the Administering Authority stated that during recent years, it had continued to expand its road construction programme. Expenditure on new roads had risen from £540,000 in 1961-1962 to £1.8 million in 1964-1965, and approximately £2.5 million for this purpose was included in the estimates for 1965-1966. In the more economically advanced areas all-weather trunk roads were under construction; in more recently developed rural areas the construction of many access roads continued. Though these access roads were initially of a lower standard than that for trunk roads, they were being progressively improved to keep pace with economic development. In many of the rural road projects there was an important element of self-help.

182. During 1965-1966, construction of the Kagamuga and the Minj-Kudjip-Banz Roads was continued in the Highlands Districts area. Another twenty-seven miles were completed on the Wewak-Maprik Road, thus bringing the head of the road to a 43-mile point.

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

##### GENERAL

183. The representative of the United Kingdom of Great Britain and Northern Ireland stated that the Administering Authority had accepted the recommendation of the Council that the International Bank for Reconstruction and Development should make an economic survey of the area. The Bank in due course had proposed a five-year development programme in a report which was made public in December 1964.

184. In the meantime, he stated, the Administering Authority had brought about remarkable increases in the plantation and production of cocoa, coconut and coffee, as well as in cattle production, timber, and in tea and rubber plantations. Parallel with these increases which represented increased export earning and in the production of which the indigenous population had taken an increasing share, there had been an increase

in the production of staple foods and crops which could be sold locally. Both these developments were surely not only welcome but important—the first because it meant that the indigenous population was taking an increased part in earning valuable foreign exchange and in this way ensuring that it was less economically dependent on Australia; the second because it increased cash income without which economic advancement in the Territory would be held back. The Australian Government had accepted the Bank's strong recommendation that development credit should be readily available in the Territory to encourage the rapid expansion of free enterprise, and in particular to finance small-scale native farmers. All this represented considerable progress and indicated not only the skill and energy of the Administering Authority, but also the respect in which it held the recommendations of the Council.

185. The representative of France stated that in the economic field his delegation believed that the recommendations of the Mission of the International Bank should be incorporated into a balanced economic plan extending over several years and in the elaboration of which the local government councils and the House of Assembly should participate. Parallel with this, provision should be made for the financing of such plan. He still wondered, however, whether the needs of the Territory would not require more extensive financing in the form of public subsidies as well as by means of private investments.

186. He considered the results achieved on the economic plan as very encouraging. He recognized that the trade balance could remain unbalanced for many years to come, if only because it had been necessary to make substantial imports of the goods and equipment that were necessary for the development of the Territory. The increase in these imports does not appear to have reached the same scope as the increase in the production of goods which were destined for export.

187. The representative of New Zealand stated that to some degree the exercise of self-determination acquired added relevance in proportion to increases in economic self-sufficiency. The Australian Government's aim, supported by the World Bank Mission's report, of developing Papua and New Guinea towards economic self-sufficiency deserved the Trusteeship Council's applause. While there would be short-term stresses as a result of such a policy, the reward would be that local control of the economy would be retained and all roads to the future would be kept open. The degree of self-sufficiency already achieved was impressive, the more so when it was appreciated that this had been maintained during a time in which the annual subsidy from outside had risen very considerably. Both the proportion of expenditure borne from local revenue and the feat of keeping pace with the rapidly rising level of outside assistance were commendable. He added that a pointer to the relative healthiness of the economy was the fact that the trade balance, though not in the Territories' favour, was close enough to it to be the envy of many under-developed economies.

188. The representative of New Zealand noted the necessity for stimulating production by indigenous growers and remarked in this regard that his delegation would be interested to learn at the next Council session of the results of the first year of operation of the new development bank. He said that along with the lack of technical knowledge, the unavailability of credit had been a chief obstacle lying in the way of the New

Guinean wishing to set up a business or establish a plantation. Lacking the sort of collateral securities that private banks traditionally demand, he had recourse to the Native Loans Fund. However, at present the credit facilities were obviously only scratching the surface of the demand for credit from those without tangible securities to offer. He expressed the hope that the new development bank would be provided with sufficient capital and sufficiently flexible regulations to result in a significant break-through in the extension of credit to indigenous growers and businessmen.

189. The representative of New Zealand stated that the development of the Territory was imposing a heavy burden on the generosity of the Australian taxpayer. Now that the United Nations specialized agencies were beginning to contribute to development the burden was being shared, although to a virtually imperceptible degree as yet. It was up to the Administering Authority and the House of Assembly to judge whether there was a wider role to be played by outside sources of assistance. However, the problems faced were so vast in extent and so expensive to tackle that it seemed apparent that if they could be further shared without unduly disrupting existing policies and programmes they should be shared.

190. The representative of the United States commended the Administering Authority for its efforts in seeking to bolster the economic potential of Papua and New Guinea. The increase in the production of many of the basic commodities should provide an additional boost to the economy of the Territory. She hoped, however, that further efforts would be exerted in those areas of cash-cropping which had not so far risen above subsistence level. In demonstrating its interest in seeking to develop a sound economic base for the Territory, the Administering Authority had accepted and implemented to large measure many of the recommendations of the International Bank for Reconstruction and Development, and this had proved to be a stimulus to the economy. However, while it was necessary to develop as rapidly as possible an economic base, it was also necessary to ensure that it would be rounded, and consequently there was a need to assist new industries which were just beginning to come into existence. The Administering Authority had done this by setting up co-operatives, by bringing in foreign capital, and by establishing a Development Bank which would help to provide ready credit to people engaging in new industries and other commercial enterprises.

191. Further, she continued, the arrival of foreign capital would help provide added impetus for developing the economic potential of the Territory. Her delegation recognized the very real difficulties with which the Administering Authority had had to cope in its effort to build up a modern and viable economy in New Guinea. The domestic market was only now developing to the point where domestic demand for manufactured articles provided in itself an impetus for furthering industrial development.

192. The representative of China stated that while it was understandable that the Administering Authority could not commit itself to a series of so-called cut-and-dried programmes of economic development, as proposed by the International Bank's Mission, it was of great importance that there should be long-term economic planning. In the process of planning, the active participation of the people as represented in the House of Assembly was essential to the success of economic development.

193. In connexion with economic development, he would like to hear more from the Administering Authority in the near future about (1) the pioneer secondary industry for which an attractive economic climate seemed to have been created by the passage of the Pioneer Industry Tax Concession Ordinance; (2) the progress of land capability studies; and (3) the efforts on the part of the House of Assembly and Local Government Councils to seek a solution to the problems of land tenure namely, the creation of a new system of individual land-holding.

194. He stated that in the field of economic development, the Administering Authority had taken an important step in the establishment of a Development Bank. Since the Administering Authority had recognized that ultimate success of the Territory's economic development would depend upon the support of the people, the sure way of making the people accept the responsibility was through the people's direct participation in the economic life of the Territory. The people's initiatives both at the central and local levels should be encouraged.

195. The representative of Liberia was pleased with the encouragement given by the Administration to foreign capital, which should have beneficial returns to all concerned. However, all foreign investments should be geared towards direct participation by the people. He could not find justification in the Administration assigning 99-year leases to foreign companies, committing the people of the Territory without their consent. He understood that this was one of the policies to be reviewed by the Select Committee and he looked forward to its findings.

196. The representative of the USSR stated that in order to conclude the existence of colonial exploitation in Papua and New Guinea, one might analyse the activities of some of the basic monopolies upon the Trust Territory. He cited as examples the Burns Philp Company, the Carpenter Holdings Ltd., the Steamships Trading Company, the Development Finance Corporation, the Australia New Guinea Corporation, banks and insurance companies which were owned by Australians and which were exploiting the indigenous inhabitants of Papua and New Guinea. The activities of these companies in the Trust Territory confirmed not only the profitable exploitation of the material and human resources of the Territory but also explained the domination in Papua and New Guinea of large-scale monopolies. Support by the Australian Government of the monopolies was represented as concern for the economic development of Papua and New Guinea; but genuine motives had nothing in common with the altruistic concern of the indigenous inhabitants. Australian capitalists expected to expand colonial exploitations considerably. Great possibilities existed for Australian capital in the development of the extremely wealthy hinterland of New Guinea.

197. He further stated that the obvious desire of the governing circles in Australia not only to hold on to their positions in the Trust Territory but also to force the development of the Territory along capitalist lines intensified the domination of monopoly capital in the Territory and represented the very essence of Australian colonial policy over the past years. The monopolies were the barrier cutting the Trust Territory off from political independence and economic self-sufficiency. The whole of their "contribution" toward the economy of Papua and New Guinea had been paid back to them many times over in the huge profits they had extracted from the Territory, so that the question could

be put frankly and boldly as to whether the industrial enterprises and the plantations belonging to the monopolies should not be nationalized, with the profits derived from them being devoted to the development of the Trust Territory.

198. The economic activity in the Territory, he continued, was aimed not at the fulfilment of the needs and aspirations of the indigenous inhabitants, but principally at the safeguarding of the interests of the Administering Authority, Australian companies and other companies which were exploiting the natural and human resources of the Territory. The predatory exploitation was being directed at the natural resources of the Territory without any replacement, or repayment or compensation to the indigenous inhabitants. The rivalries of international monopolies for sources of raw material and for markets had engulfed New Guinea and Papua. As further possibilities opened up in the country, the tempo of penetration of Australian and foreign capital into Papua and New Guinea had been intensified.

199. In conclusion, he stated that the subjection of the economy of the country to foreign interests was a course which was dangerous for the future of any people of a colony, including of course the people of Papua and New Guinea.

200. The representative of the Administering Authority stated that Australia saw nothing sinister in the operation of private companies in Papua and New Guinea. The report of the International Bank for Reconstruction and Development had clearly stated that the inflow of capital was necessary for the development of the Territory's economy not for the benefit of the Australians and the Australian companies operating there, but for the benefit of the indigenous people.

201. The Special Representative of the Administering Authority stated that companies such as Burns Philp and Carpenter had done as much to assist in the development of the Territory as any other private organization. They had opened up virgin country and created employment and better living conditions for thousands of New Guineans. The firm of Burns Philp was probably the oldest trading organization in the Territory, having been established there in 1891. The latest balance sheet for the Territory company of Burns Philp (New Guinea) Limited showed a total on the assets side, after provision for depreciation, amounting to \$13,450,000 and produced a net profit last year of \$1,296,000, or less than 10 per cent. This firm held no monopoly of trade in the Territory and from these figures made no abnormal profits. The figures quoted by the distinguished representative from the Soviet Union were for the parent company in Australia, the trading accounts of which were in no way related to the Territory company.

#### LAND

202. The representative of France stated that his delegation valued highly the efforts made and the results obtained in the field of agriculture. He considered that it was essential, as did the Administering Authority, to encourage in this field the passage from a subsistence economy to a market economy which alone was the one likely to raise the standard of living of the population. In particular, the French delegation noted with interest the possibilities of the development of livestock breeding for the purpose of meeting the needs of the Territory.

203. The representative of the USSR stated that he would like to draw attention to the harmful attitude of the policy of the Administering Authority towards

agriculture in the Trust Territory. He said that the introduction into Papua and New Guinea of the principle of private ownership of land in itself was nothing other than the forcible adapting of conditions in New Guinea to the Australian system of capitalistic economy. This was being carried out, he continued, at a time when there were possibilities in evidence for the creation of co-operatives and for the retention thereby of that which was best in the traditional organization of the society, namely collective ownership. It was precisely that form of ownership, if it was properly developed, which could become a solid basis for the future economy of Papua and New Guinea.

204. The Special Representative of the Administering Authority stated that land capability services were progressing steadily under the direction of an expert land utilization committee. The Committee, in association with the Land Development Board, planned the operations of administration teams of soil chemists, agriculturalists, forestry and animal husbandry offices in suitability surveys in all parts of the Territory. In addition, specialist teams from the Commonwealth Scientific and Industrial Research Organization in Australia followed the Administration teams into areas showing good promise and undertook a comprehensive and detailed study of the area's potential.

205. He reminded the Council that the conversion of land from group ownership to individual title had been facilitated by the introduction in 1964 of the Land (Tenure Conversion) Ordinance and the Lands Registration (Communally Owned Land) Ordinance.

#### FORESTRY AND MINING

206. The representative of France stated that the logical development of the forest resources offered favourable prospects, and that the value of these forest products as well as the plywood which was exported and which represented only 10 per cent of the total value of exports, should normally increase in time.

#### INDUSTRIES

207. The Special Representative of the Administering Authority stated that, since the introduction last year of the Pioneer Industries legislation, significant progress had been made. New job opportunities and fresh avenues for learning skilled trades had been created. The setting up of new industries had involved the investment of over a million dollars on plant, buildings and equipment, while nine enterprises had applications under consideration which would involve capital investment of a further \$1.25 million. All major commercial firms in the Territory realized the necessity of training indigenous employees for positions of greater responsibility within their organizations. Most firms participated in the various training schemes and offered attractive scholarships or cadetships to their employees. He said that he was pleased to inform the Council that the first commercial tea factory was officially opened on 7 July 1966 at Banz in the Wahgi Valley.

#### CO-OPERATIVES

208. The representative of the USSR stated that the trend toward co-operative forms of the economy on the part of the indigenous inhabitants was being repressed by the Administering Authority.

209. The Special Representative of the Administering Authority stated that one of the great efforts of the Administration in the economic field for years had

been the development of co-operative societies. Such societies were flourishing under the tutelage, the guidance and the inspiration of the Administration. For example, the Administration had for many years been conducting a large co-operative school to train indigenous officers in all the skills and requirements of office in co-operative societies. They were then sent back to their own people to help with the establishment of these societies and provide expert assistance in their operation.

## IV. SOCIAL ADVANCEMENT

### Outline of conditions and recommendations adopted by the Trusteeship Council

#### GENERAL

210. The Administering Authority states that all elements of the population are secure in the enjoyment of human rights and fundamental freedoms with no discrimination on grounds of race, sex, language or religion, but that it still considers it necessary to retain certain legislative provisions in order to protect the interests of the indigenous people in such matters as land acquisition and employment.

211. At its thirty-second session, the Trusteeship Council reiterated its position on racial discrimination. Recognizing that Territorial legislation existed forbidding discrimination, it recommended that the Administering Authority should take immediate steps to eliminate all discriminatory practices which might exist in the Territory. In its report the Administering Authority stated that it had taken note of the Council's comments which were in conformity with the policy of the Administering Authority.

212. In relation to the recommendations made by the 1965 Visiting Mission which endorsed the request of New Guinea women for more welfare officers, the Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that female welfare officers were now stationed in every district and that three local female welfare officers were attending the South Pacific Commission training school in home economics at Suva. He also informed them that as of March 1966, there were 315 women's clubs in the Territory, representing an increase of seventy-four over the preceding year.

213. At its thirty-third session, the Council adopted the following conclusions and recommendations:

*The Trusteeship Council, noting the statement of the Special Representative that the Administration is aware of the problem of housing shortages and deficiencies which has grown with the rapid urban development in the Territory over the past few years and that the Administering Authority has made special budgetary appropriation this year to expand the housing programmes in the Territory, calls upon it to intensify its efforts to overcome this very real and apparently growing problem.*

*The Council, recognizing that the Administering Authority has legislation outlawing racial discrimination in the Territory, calls upon it to continue its efforts to stamp out any discriminatory practices which may still exist.*

#### LABOUR

214. Approximately 13 per cent of the adult male population is estimated to be wage-earners. At 31 March 1965, there were 62,519 indigenous persons in paid

employment, compared with 55,122 the previous year. Private industry employed 44,304, of whom 27,771 were general plantation workers. The administration and the Commonwealth Government employed 18,215. Of the total number employed, approximately 19,144 were engaged in skilled and semi-skilled occupations.

215. Ten workers' associations, eight in the Territory and two covering both Papua and New Guinea, had a membership of 10,723 at 31 March 1965, compared with 6,489 members of such associations in March 1964.

216. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that, during 1965-1966, there were fourteen workers' associations in the Territory, with a total membership of 12,154. During the period 1 April 1965 to 31 March 1966, association membership altered considerably; membership of the Lae Workers' Association especially has suffered with a reduction in number of 1,467.

217. In June 1965, the President of the Rabaul Workers' Association was included as an adviser in the Australian Government delegation to the forty-ninth session of the International Labour Organisation Conference held in Geneva, and the President of the Papua and New Guinea Workers' Association, who is also serving as Chairman of the Steering Committee established to inquire into the formulation of a federation of workers' associations, was nominated by the Australian Government to attend the ILO's 1965 internship course held in Geneva in June and July 1965.

218. As of 31 March 1966 the Department of Labour had a field strength of ten employment officers, twenty labour inspectors and twenty-seven local officers, five of whom were being trained as employment officers.

219. At its thirty-second session the Trusteeship Council noted that the recently organized workers' associations in the larger towns had been able to negotiate new and higher minimum wage rates in these towns. It noted with satisfaction that a Board of Enquiry had been set up to investigate rural wages and emoluments. It hoped that, as a result of the establishment of the workers' associations and the Board of Enquiry, there would be an improvement in industrial relations and that wage rates would be raised to relate to the full capacity of industry and agriculture to pay. It also noted that administration labour inspectors were required to inspect all establishments employing indigenous labour. In this connexion, it expected that the administering Power would ensure that there were sufficient inspectors to carry out these functions regularly and thoroughly.

220. In its report, the Administering Authority stated that the proposed federation of workers' associations was expected to be established during 1966. Workers' associations continued to negotiate on wages and conditions of employment and had presented evidence to the Board of Enquiry on rural wages. The recommendations of the Board were expected to be available early in 1966.

221. It noted that labour inspectors carried out regular and thorough inspections of establishments employing indigenous labour and that offences were brought to the attention of the appropriate authorities.

222. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that in April 1965 the Public Service Association of Papua and New Guinea lodged

a memorial under the (Public Service) Ordinance to have the salary of local officers varied. The case opened before the Public Service Arbitrator on 26 October 1965 and evidence was taken during December 1965 and February-March 1966. The hearings were still proceeding.

#### PUBLIC HEALTH

223. There are sixty-nine administration hospitals in the Territory. Admission to hospitals is free to indigenous persons except in the case of two paying hospitals at centres where free hospitals are also established. In addition, there are twenty-five health centres, 484 village clinics and 1,075 aid posts throughout the Territory. Missions also maintain hospitals, clinics and aid posts. They are assisted by the administration through a system of grants-in-aid and by the supply of drugs, dressings and equipment. There are no private hospitals other than those conducted by missions, but five medical practitioners are in private practice in the Territory.

224. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that many hospitals and health centres were entirely in the care of qualified local staff. Two posts of District Medical Officers and one of Regional Medical Officer were held by local employees.

225. Formerly, indigenous students were trained at the Central Medical and Dental Schools at Suva, Fiji, and one student was still attending the medical school in 1965. In future, students will be trained at the Papuan Medical College at Port Moresby, which provides a five-year course of training for assistant medical officers. Fifteen indigenous students from the Territory are now enrolled at the college, and two graduated from it in 1965. Medical assistants are also trained at the college. At present, nineteen students from the Territory are undertaking the course. Nurses, technicians and other health personnel are trained at hospitals and other training centres in the Territory.

226. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that during 1965-1966 six medical officers, including one woman, graduated from the Papuan Medical College, thus bringing the total number of graduates to eight. Two other medical officers, one pharmacist and four dental officers graduated from the Central Medical School in Fiji. Other graduates included medical, dental and maternal and child health assistants and 134 territorial nurses. As of June 1966, there were 57 medical practitioners, 7 dental officers and 430 nurses in training in the Territory.

227. During the year 1964-1965, expenditure on health services increased from £2,248,371 to £2,539,678. In addition, expenditure on works and services of a capital nature and on the improvement and maintenance of hospital buildings and equipment amounted to £242,900. Estimated expenditures by missions from their funds on medical services amounted to £220,909, and local government councils reported an expenditure of £35,896.

228. At its thirty-second session, the Trusteeship Council commended the Administering Authority on the continued progress in the field of public health. It noted measures to combat dietary deficiencies, and the enrolment of indigenous students at the medical college in Port Moresby, and expressed the hope that oppor-



tunities would be provided for students to study medicine at the university level.

229. In its report, the Administering Authority stated that, in an attempt to overcome the widespread problem of protein deficiency, the administration was educating the people in the principles of nutrition and introducing and encouraging the growing of protein-rich foods. The state of child nutrition was kept under observation by child welfare clinics which issue high protein foods where necessary. Following the development of a process for extracting protein from plant leaves, an experimental extraction plant was being established at Lae, and methods of making this ready source of protein an acceptable food were being investigated by the administration. Concerning medical education, it stated that the Interim Council of the University of Papua and New Guinea was currently reviewing the future of medical training in the Territory, and it was expected that a faculty of medicine would be established at the University at an early stage of its development.

230. At its thirty-third session, the Council adopted the following conclusions and recommendations:

*The Council commends the Administering Authority on the continued progress in raising the standard of public health. It welcomes the fact that the Administering Authority has provided it with the occasion to become more conversant with this subject by including among its advisers to the thirty-third session of the Council the Under-Secretary for Health of Papua and New Guinea.*

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

##### **GENERAL**

231. The representative of Liberia quoted from the periodical *New Guinea* an article by the Reverend Ian Stuart which said that people were dissatisfied and fed up with what the Australians in the Territory were doing—especially in the field of race and social relations. Among other things, nothing had been done to improve the living quarters of the senior public servants and in certain hotels in the Territory one would see that the master-servant relationship, a real colonial attitude, still existed. The removal of this pathetic situation was the Council's responsibility and the representative of Liberia urged it to call on the Administering Authority to make immediate amends.

232. The representative of the USSR stated that, contrary to the statements of the Australian representatives that racial discrimination was prohibited in Papua and New Guinea, in practice racial discrimination flourished. As was known, general discontent in New Guinea had been brought about by the Law on Government Employees dated 10 September 1964, and the discriminatory attitude towards the indigenous population still occurred to the present day.

233. The representative of the Administering Authority stated that not only had racial discrimination been outlawed, but the whole body of legislation relevant not only to the Trust Territory but also to the Australian Territory of Papua had been combed to eliminate from it every vestige of discrimination. He did not deny that individual acts of discrimination occur, just as they occurred in many other countries of the world. What was important was the policy of the Government. What was important was the action which the Government had taken to put that policy into effect.

What was important was the companionship and the co-operation seen in all fields of endeavour between the Australian people in New Guinea and the indigenous people there. For example, there was the Highland Farmers and Settlers Association. There one saw the coffee planters of the Highlands, both Australian and indigenous, joined together in one association, sharing offices equally, working together for common purposes and towards common ends. There were many such examples throughout the Territory. There were many clubs in Papua and New Guinea where there were both indigenous and Australian members.

##### **PUBLIC HEALTH**

234. The representative of the United Kingdom recalling that the 1965 Visiting Mission had referred to the value and success of the health services which were everywhere apparent in the Trust Territory, pointed out that the targets set by the 1962 Mission were either very near to being achieved, or even in some cases surpassed. On behalf of his delegation he congratulated Mr. Dirona Abe, the Under-Secretary for Health, and his colleagues, both indigenous and expatriate, for their very considerable achievements.

235. The representative of China stated that the progress made in the field of public health had been remarkable. The rapid growth of well-equipped hospitals was phenomenal.

236. The representative of Liberia freely and heartily congratulated the Australian Government for its outstanding achievements in the Territory in the field of public health. He suggested for consideration by the Administration that, during the tour of the next Visiting Mission to the Territory, perhaps an expert from WHO could be invited to accompany the Mission in order to look into the problems of protein deficiency.

237. The representative of the USSR felt that there had still been very serious deficiencies in public health in the Territory, and it seemed to him that the Administering Authority also realized this. If there were any doubts on this point, he could refer to the opinion of the Chairman of the Medical Advisory Investigating Committee in Papua and New Guinea, Dr. Macfarlane Burnet, who had stated at the end of last year that, medically speaking, the Territory had most of the features of any other under-developed tropical country. The important causes of death were infections, particularly those occurring in infancy and often associated with faulty nutrition over the critical phase of weaning. Malaria was still an important problem; tuberculosis and respiratory infections were common and there were many insect-borne infections, probably including some still unstudied.

#### **V. EDUCATIONAL ADVANCEMENT**

##### **Outline of conditions and recommendations adopted by the Trusteeship Council**

238. During 1964-1965, the number of administration schools increased from 316 to 326 and the number of pupils enrolled from 37,932 to 46,208, while the recognized mission schools decreased from 1,068 to 1,036 and enrolments increased from 86,974 to 91,380. During the same period exempt schools conducted by missions decreased from 1,489 to 1,198. The number of pupils enrolled in the administration schools increased to 48,112 during 1966.

239. A recognized mission school is one in which the standard of the school is satisfactory and in which

at least one registered teacher is employed; schools not coming within this category may be granted an exemption of such conditions and for such period of time as the Director of Education thinks appropriate. The purpose of this classification is to enable many schools at present below the level required for recognition under the Education Ordinance to continue operations and thus make some contribution towards the education of the indigenous population until better schools can be provided. The agency in charge of an exempt school is under an obligation to raise the standard of the school as soon as possible in order to obtain recognition.

240. Expenditure by the administration on educational services (excluding the maintenance of buildings) rose from £3,717,000 to £4,399,000. Financial aid provided for mission schools increased from £355,000 to £466,000, and expenditure by missions from their own funds rose from approximately £730,000 to £1,039,000.

241. The commission appointed by the Australian Government in 1963 to report on higher education had recommended the establishment at an early date of a university and an institute of higher technical education. A number of appointments have been made to the University of Papua and New Guinea and the Institute of Higher Technical Education. Dr. J. T. Gunther, M.H.A., Assistant Administrator (Services) was appointed Vice-Chancellor of the University. The first degree courses in arts and law will commence at the University in 1967. A preliminary year of studies for students of the University began in February 1966 with 58 students. The course is being conducted by the Administrative College on behalf of the University. Courses at the Institute of Higher Technical Education will begin at Idubada, Port Moresby, in 1967. The initial courses will be in civil engineering (1967) and mechanical engineering (1968).

242. The Administering Authority states that emphasis continues to be placed on recruiting and training indigenous teachers. Special courses are held at appropriate times to introduce new teaching methods and techniques and to improve practice in particular areas. The opportunities available to senior indigenous officers selected for training as supervisory teachers, headmasters of major primary schools and assistant district inspectors were increased in 1964-1965. For the first time a number of travelling scholarships were awarded to enable the holders to observe educational practice in countries such as Fiji and New Zealand. In 1966 two indigenous teachers are attending with a group of African teachers a training course in the work of school supervision conducted in the Western Australian Department of Education. Two others took up duties in Fiji under a teacher exchange scheme, and two teachers and one librarian are attending courses at the East-West Center, University of Hawaii. Two indigenous teachers' college lecturers accompanied the Director of Education to the World Conference on Illiteracy at Teheran in 1965.

243. At its thirty-second session the Trusteeship Council noted with satisfaction the developments in secondary education and the decision of the Administering Authority to establish a university in the Territory of Papua and New Guinea. It recommended that it should continue to provide further facilities for secondary and higher education and to encourage New Guineans to study both in the Territory and abroad in order to provide as soon as possible the qualified personnel necessary for further political advancement.

It hoped that the plans for vocational guidance in the Currie Report would be implemented. Noting that more and more teachers will be required in the Territory, it recommended that the administering Power invite assistance from the United Nations Educational, Scientific and Cultural Organization in this respect.

244. The Administering Authority informed the thirty-third session of the Council that the current emphasis in planning remains on growth of the secondary and technical education sections and all overseas recruitment of teachers is now for secondary and technical schools. The Administration as well as the missions have now established secondary schools, called high schools, in each district of the Territory. At 30 May 1966, there were thirteen administration high schools and twenty-four mission high schools. On 28 February 1966 there were 1,068 New Guineans enrolled at the Territory's twenty-three junior technical schools and 664 enrolled at the three technical schools. Middle level certificate courses in building construction, automotive engineering and commerce were being offered. The facilities of the Idubada Technical School at Port Moresby will be used for the Institute of Higher Technical Education pending the construction of permanent buildings at June Valley near Port Moresby.

245. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that a new teachers' college is nearing completion at Goroka in the Eastern Highlands. The College will cater for 400 advanced students and will offer courses for secondary as well as primary teachers. Proposals that staffing assistance for the college will be provided by UNESCO are currently being discussed. It is envisaged that this institution may one day become the College of Education of the University. He also informed the Council that UNICEF has approved a project for the promotion of general science teaching in primary and secondary schools in Papua and New Guinea.

246. In its report, the Administering Authority stated that the staff of the Guidance Section of the Department of Education had been increased from four to six officers. This section is responsible for all administrative aspects of the Australian scholarships scheme, including selecting indigenous scholarship holders and visiting them in Australia at least once each year.

247. At its thirty-third session, the Council adopted the following conclusions and recommendations:

*The Trusteeship Council notes with gratification that the institutions of higher education recommended by the Commission on Higher Education and the World Bank mission have now been established. It welcomes the fact that four members of the House of Assembly have been included on the University Council and three members on the Council of the Institute of Higher Technical Education. The Council expresses the hope that courses offered by both the University and the Institute will be geared to meet the needs of New Guinea at this stage in its development. The Council assumes that with the setting up of these institutions of tertiary education, priority will now be accorded, in line with the recommendations of the Commission on Higher Education, to the expansion of the secondary school system.*

*The Council commends the Administering Authority for the extension work it is carrying out at the village level in the areas of adult education, social welfare, public health and agriculture.*

## DISSEMINATION OF INFORMATION ON THE UNITED NATIONS

248. At its thirty-second session the Trusteeship Council, noting that the adult population of New Guinea continued to be inadequately informed about the United Nations, urged the Administering Authority to give special attention to this question, particularly the objectives of the Charter of the United Nations, the Trusteeship Agreement and the Declaration on the Granting of Independence to Colonial Countries and Peoples, and it recommended that the United Nations Information Centre at Port Moresby should review its activities with a view to making them more effective. In its report, the Administering Authority stated that these objectives were known and information on them was constantly available to members of the House of Assembly in the library of the House and other libraries. There had been a wide distribution of the text of these documents, as well as other appropriate publications, to local government councils, schools and teachers' colleges, and seminars on these subjects had also taken place. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that the Administration continues to use every available means of communication for the dissemination of information on all topics including up-to-the-minute information concerning the United Nations and its activities. The principal means used are the five administration broadcasting stations, the several weekly, fortnightly and monthly news publications edited and distributed by the various administration departments and through the efficient organization of the United Nations Information Centre in Port Moresby. The Centre is expanding its activities each year and is subsidized by the Australian Government to the extent of \$US11,500.

249. At its thirty-third session, the Council adopted the following conclusions and recommendations:

*The Council notes with satisfaction that considerable and detailed information on the work of the United Nations is being made available to the people of the Territory both by the United Nations Information Centre in Port Moresby and by the Administration. It welcomes the information that such key documents as the Charter of the United Nations, the Trusteeship Agreement and General Assembly resolutions 1514 (XV) of 14 December 1960, 1541 (XV) of 15 December 1961 and 2112 (XX) of 21 December 1965 have been translated into the major languages in use in the Territory and widely distributed.*

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

#### GENERAL

250. In the field of education, the representative of France stated that, together with what was being done for primary, secondary and technical education, he should express his appreciation at the extension of the Administrative College and the creation of a University and an institute of higher technical learning. He also stated that it was indeed important to meet the requirements of the development of the country. This should enable the training of the necessary cadres with the appropriate competence, which did not exclude the sending of scholarship and fellowship holders to Australian and other universities.

251. The representative of the United States stated that the future of New Guinea would be determined to

a large measure by the level of education which its people possessed. Thus, through the emphasis on adult education, as well as the education of the youth of New Guinea, the Administering Authority was making every effort to ensure that the people would have the necessary educational and vocational tools to carry on their responsibilities. The establishment of the university would mark an important step towards higher education in the Territory.

252. The representative of Liberia stated that in its education programme, apart from the racial separation of students in A and T schools, the Administration had a record to be proud of.

253. The representative of the USSR stated that the Council should note that the percentage of illiterates among the indigenous inhabitants of the Trust Territory was still considerably high. The number of teachers was completely inadequate to the needs for expanding education.

254. The representative of the Administering Authority stated that although there were some mission schools that were certainly of a low standard, they were the best that certain missions could do in certain areas, which were not yet recognized by the Administration and had not yet been brought within the purview of the relevant provisions of the Papua and New Guinea Education Act. The pupils at these schools were not included in the total of more than 200,000 children in schools.

#### PRIMARY AND SECONDARY EDUCATION

255. The representative of the United Kingdom recalled that the 1965 Visiting Mission had noted with satisfaction the achievements which had been made in the Trust Territory in the field of education, notably in primary education. At the same time the Visiting Mission had hoped that further progress could be made in expanding secondary school facilities so that sufficient candidates could go on to university education, both at home and abroad. He stated that progress had indeed been made along the lines hoped for by the Visiting Mission.

#### HIGHER EDUCATION

256. The representative of the United Kingdom stated that the progress being made to increase the facilities for higher education was encouraging in that appointments were already being made to the staffs of the University of Papua and New Guinea and the Institute of Higher Technical Education. In the important field of adult education the Department of Information and Extension Services appeared to be tackling its problems with great imagination.

257. The representative of China noted with satisfaction that a University and an Institute of Higher Technical Education have been established in the Territory and councils for these two institutions had been appointed. The completion of a new teachers' college at Goroka was also a noteworthy event in the field of educational development. What the Administering Authority had now pursued with vigour in the field of education was probably the best part of the whole investment in Papua and New Guinea.

## DISSEMINATION OF INFORMATION ON THE UNITED NATIONS

258. The representative of the USSR stated that the United Nations Visiting Mission in 1965 had discovered that the situation, as far as the dissemination of information was concerned, as compared to 1962,

had not changed at all. The Visiting Mission had noted that whereas schoolchildren in the higher age groups had differing degrees of knowledge about the United Nations and its activities, among the adults knowledge about the United Nations and an understanding of its functions and its duties were extremely limited. The Administering Authority was not doing anything to put an end to that limited knowledge, he concluded.

259. The representative of the Administering Authority stated that the Special Representative of the Administering Authority had patiently explained the efforts which were being made in the dissemination of information on the United Nations. His delegation had not provided the Council with an exhaustive list of documents or with copies of documents which had been issued only because there were too many of them. He showed a set of documents which had been issued by the United Nations Information Centre in Port Moresby, of which initially 5,000 copies of each were printed and disseminated throughout the Territory, and additional copies were printed if required. Not only were these news media from the Information Centre issued, circulated and studied in their own right, but they became the basis for the future dissemination of information with regard to the United Nations throughout the whole of the Territory.

## **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**

260. At its thirty-second session, the Trusteeship Council, noting the advances which had been made in the political development of the Territory, and in particular the increasing importance of the role of the House of Assembly, and further noting that the House of Assembly had set up a Select Committee on a constitution, urged the Administering Authority to continue with a proper sense of urgency and in consultation with the representatives of the people to implement the Charter, the Trusteeship Agreement and General Assembly resolution 1514 (XV) of 14 December 1960, bearing in mind also General Assembly resolution 1541 (XV) of 15 December 1960.

261. It considered that the measures it had suggested concerning the central government organs were of prime importance as a first step in the management of the territorial government by the indigenous people. While accepting the report of the 1965 Visiting Mission in regard to the declarations made by the majority of the people who spoke to it, including members of the House of Assembly, that the Territory was not yet ready for self-government or independence and that the people would decide for themselves and would not be dictated to by others and would clearly and unequivocally state when they are ready, it nevertheless considered that the Administering Authority and the elected representatives of the Territory in promoting the economic, cultural, social and political enlightenment of the population, should keep them aware of the decisions they were to make in regard to their future.

262. It urged the Administering Authority to take the necessary steps for the progressive transfer of all administrative functions and not to remain content with advances already made.

263. It recommended that, in fulfilment of its obligations, the Administering Authority should associate

New Guineans more closely in the exercise of responsibility and authority and should seek to broaden the horizons of New Guineans by encouraging them to travel and learn more of the outside world.

264. It noted with satisfaction that the Administering Authority was administering the Territories of Papua and New Guinea as an entity and was confident that, despite the present different international status of Papua on the one hand and New Guinea on the other, it was the intention of all concerned that the two Territories should eventually reach self-government or independence as an entity. In this connexion, it recommended that the Administering Authority should reiterate its intentions in this respect so that there should be no misunderstanding by the people of Papua and New Guinea, and further recommended the adoption of a flag and national anthem for the Territory as a whole.

265. In its report, the Administering Authority stated that in promoting the economic, social, cultural and political enlightenment of the people of the Territory it intended to keep them aware of the decisions they would have to make regarding their future. It would not remain content with advances already made and would await with interest the report of the Select Committee of the House of Assembly on constitutional development. The recommendation concerning the association of New Guineans more closely in the exercise of responsibility and authority was in accord with the policy it had been following and would continue to follow. It noted, concerning the proposal for a flag and national anthem for the Territory as a whole, that the Select Committee had already sought the views of the people of the Territory on these questions.

266. The General Assembly in its resolution 2112 (XX) of 21 December 1965, *inter alia*, reaffirmed the inalienable rights of the people of New Guinea and Papua to freedom and independence, called upon the Administering Authority to implement fully resolution 1514 (XV) and, to this end, to fix an early date for independence in accordance with the freely expressed wishes of the people, and requested the Administering Authority to report to the Trusteeship Council at its thirty-third session and to the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples on the implementation of this resolution.

267. The Special Representative of the Administering Authority informed the thirty-third session of the Trusteeship Council that the Australian Minister of State for Territories, in a statement on 7 July 1966, had again confirmed the Australian Government's undeniable intention to honour fully its obligations under the terms of the Trusteeship Agreement and the United Nations Charter. He stated that if they wished to do so, the people of the Territory were free to terminate their present status and take independent status. On the other hand, they were free to remain an Australian Territory for as long as they wished. If, when they chose to exercise the right of self-determination, they wished to remain in association with Australia, the form of that association would require the agreement of the Australian Government of the day.

268. At its thirty-third session, the Council adopted the following conclusions and recommendations:

*The Trusteeship Council welcomes the active consideration being given by the House of Assembly to all*

aspects of the future of the people of the Trust Territory and, in particular, its initiative in setting up a Select Committee on Constitutional Development to consider the possibilities before the people. The Council is of the opinion that, drawing its membership from the House of Assembly and basing its conclusions on the opinions of the people expressed in interviews and meetings throughout the Territory, the Select Committee is playing a key role in the move toward self-determination. The Council notes from the interim report of the Committee that it intends drawing up a list of possible alternatives for the future, is considering how the alternatives may best be placed before the people and is concerned that the people be able to make an informed choice. The Council awaits with keen interest the findings of the Select Committee and the reaction of the House of Assembly, and trusts that the Administering Authority will give earnest and prompt consideration to the recommendations of the Committee and the House, guided by the provisions of the Charter and the Trusteeship Agreement and bearing in mind General Assembly resolutions 1514 (XV) of 14 December 1960, 1541 (XV) of 15 December 1960 and 2112 (XX) of 21 December 1965.

The Council has taken note in this regard both of the statement made before the Council by a member of the House of Assembly, Mr. Tei Abal, that the people of Papua and New Guinea were not ready for self-government at this stage nor did they wish to be hurried, and of the reaffirmation by the Australian Minister of State for Territories that his Government's basic policy for Papua and New Guinea is self-determination and that the people are free to terminate their present status and assume independence if they so wish.

The Council draws to the attention of the Administering Authority the need to keep constantly before the people the choices for the future, including independence, open to them.

Aware that the Select Committee is considering measures designed to ensure further participation in the executive by members of the House of Assembly, in particular through the passing of certain responsibilities of a ministerial character to elected members and through changes in the constitution and functions of the Administrator's Council, the Council recalls the recommendation of its 1965 Visiting Mission that the working of these two institutions be reviewed and welcomes the affirmation by the Administering Authority that it stands ready to implement suggestions in this field.

The Council also takes note with approval of the Australian Government's statement that the differences in citizenship between Papuans and New Guineans would not lead to either having a preferred position over the other at the time of self-determination.

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

269. The representative of the United Kingdom stated that the Administering Authority had made it clear that, provided it was the wish of the people of the Trust Territory, it stood ready to consider changes directed towards the implementation of the recommendations of the Council. At the same time the Administering Authority had made it equally clear that the future of the Territory of Papua-New Guinea was for the people of those Territories themselves to decide,

and his delegation respected the wishes of the Papua and New Guinean people and the position of the Australian Government in this matter.

270. The representative of New Zealand stated that the United Nations was faced in New Guinea with an interesting phenomenon—a dependent people which appeared genuinely opposed to the exercising of its right to self-determination at this time or in the immediate future. The facts of the situation appeared to run counter to the standardized formula adopted by the United Nations of calling for the immediate granting of independence. In applications to Visiting Missions of the Council, in resolutions adopted virtually unanimously in the House of Assembly, and now to a Select Committee of that Parliament which had been sounding out the people's views in the towns and villages, the New Guineans have spoken with virtually one voice: for the moment at least they did not seek to throw off their ties with Australia. The unanimity of this view was striking: the dissenters were few and seemed to have little popular following. Far from being suppressed, the subject of self-determination and the future was being actively considered and weighed by the New Guineans.

271. The Administering Authority had made its position clear. In his statement of 21 April 1966, the Australian Minister for Territories had reaffirmed that his Government's basic policy for Papua and New Guinea was self-determination and that it was up to the people to assume independence if they wanted to do so.

272. There was a good case for arguing, the representative of New Zealand stated, that the pressure emanating from the United Nations for an early act of self-determination, with the emphasis upon independence, had had the opposite result from that which many had presumably intended. Coming at a stage where the New Guineans were conscious of their lack of national unity and their economic dependence, this pressure might have increased their natural nervousness about an independent future.

273. How might the Trusteeship Council react to the clear indication of the attitude of most New Guineans at their present stage of development? Some guidance might be found in the Charter and in the Declaration on colonialism. There was no doubt that the Administering Authority was discharging faithfully the injunction of the Charter to "develop self-government, to take due account of the political aspirations of the peoples and to assist them in the progressive development of their free political institutions". As to the more explicit language of General Assembly resolution 1514 (XV), it made clear that it was the freely expressed will and desire of the colonial people which counted in the last analysis. The will and desire of the people of the Trust Territory of New Guinea were clear at this time: they did not seek the immediate transfer of all powers to them.

274. As for General Assembly resolution 2112 (XX), it too qualified its phraseology with the reservation "in accordance with the freely expressed will of the people". New Zealand, however, was not prepared to support resolution 2112 (XX) on Papua and New Guinea. In the form in which it was finally adopted the resolution contained too great an element of pre-judgment both on the end result and the timing of self-determination, a doctrinaire pre-judgment unjustified by the views of the people of the Territories as far as they were known.

275. The representative of New Zealand stated that there were potential dangers in a premature carrying-out of the final act of self-determination just as there were in delaying it too long. In the meantime the process of self-determination had been set under way with the collection by the Select Committee of evidence about the people's views on their future.

276. He added that in the past the Trusteeship Council had made specific suggestions on the steps which might have been taken toward granting greater autonomy to the people. It might be less appropriate for the Council to do so in detail now that the Select Committee, drawing its findings from the population itself, was drawing up recommendations. It was up to the Select Committee to weigh the priorities involved.

277. The representative of the United States stated that regarding the future constitutional development of the Territory her delegation noted that the Select Committee for Constitutional Development established by the House of Assembly was still conducting its inquiries on that very important subject. It was indeed essential that all the people of the Territory be consulted on their future constitutional arrangements. It was the people that the Trusteeship Council was most concerned about and it was certainly proper to seek their views first, before the Council or the Administering Authority made any final decisions concerning their political future.

278. She believed that the progress they were witnessing in New Guinea was by no means over. There was still much to be done by the Administering Authority and by the people to develop that area for self-determination, but the steps which had already been taken were important ones, and she had no doubt that the Administering Authority would utilize every possibility in bringing the people closer to that day when they themselves would be able to exercise freely their inalienable right to self-determination.

279. The representative of China stated that neither the Trusteeship Council nor the Administering Authority had the right to impose its will or decision upon the people of any Trust Territory against their own interest.

280. The representative of Liberia stated that the delegation of Australia had shown no intention of complying with General Assembly resolution 2112 (XX) and had even flouted it to the extent of not making a report on its implementation to the Council, as was requested by the Assembly. In answer to a question put to his delegation concerning resolution 2112 (XX) and its implementation, the representative of the Administering Authority had recited a portion of the resolution passed by the House of Assembly in Port Moresby. Were the people in control of their affairs, perhaps this reply would have sufficed; but the House of Assembly was extremely limited in its functions and has as its major preoccupation what might be called the rubber-stamping of Administration policies. Secondly, the composition of the House created a doubt whether it was truly representative of the people.

281. He continued that when it came to an articulate indigenous voice in New Guinea, it was Mr. Guise who was most often listened to, and he had openly stated that the Australian Government had led the Select Committee in circles on matters relating to their future.

282. Seriously, he wanted to know what the true intentions of the Australian Government towards the political future of the Territory were, since the Australian Minister of State for Territories had so cate-

gorically stated that his Government had no desire to press constitutional changes.

283. Article 73 b of the United Nations Charter specifically stated what the role of the Administering Authority would be. It seemed therefore apparent from the Charter's provision that the Minister for Territories and his Government had no choice in the circumstances but to press constitutional changes and progressively to develop political institutions in the Territory.

284. It seemed to the representative of Liberia that Australia had now adopted an attitude of secrecy towards the political future of the Territory, hoping, in the meantime, that the storm of political independence would pass over. His delegation refused to join in this conspiracy and would continue to press for the political, economic and social emancipation of the peoples of the Territory which they were rightfully entitled to.

285. It was said that especially for matters of defence, Australia would find it most inconvenient to turn over the reins of government to the people of Papua and New Guinea.

286. This session, he concluded, must take a decision for the people of Papua and New Guinea, who were no longer a forgotten people.

287. The representative of the USSR stated that the Trusteeship Council was considering an extremely important question, namely, conditions in New Guinea and the results of the implementation by the Administering Authority of General Assembly resolution 2112 (XX). He wished to stress that the resolution called upon the Administering Authority "to fix an early date for independence in accordance with the freely expressed wishes of the people" of New Guinea and Papua. The report of the Administering Authority and the answers to the questions put by members of the Trusteeship Council had shown that far too little had been done so far with regard to the implementation of the provisions of resolutions 2112 (XX) and 1514 (XV). In a number of instances the interests of the indigenous inhabitants had been totally ignored and their vital rights had been downtrodden.

288. He stated further that the Administering Authority, in a number of instances, encountered difficulties in concealing its intentions to convert the Trust Territory into the seventh State.

289. He stated that the entire policy of the Administering Authority was still designed to ensure its control over these remnants of colonialism and to create conditions not directed towards the achievements of independence and self-government by the people of Papua and New Guinea but rather towards the utilization of the Territory for political, economic and military purposes directly opposed to the interests of the Territory's people. The Administering Authority was still failing to carry out the terms of the numerous General Assembly resolutions relating to the Territory.

290. Not at all convincing, the representative of the USSR continued, were the allegations every year to the effect that it was not yet possible to set specific dates for the granting of independence. He cited several examples which demonstrated to him that it was quite possible today to set an early date for the independence of the people of Papua and New Guinea. The theory of the immaturity of the peoples of Trust Territories was something in which the colonialists had cloaked their activities for many, many years, but that theory had now been completely unmasked and discredited. Furthermore, the Australian colonialists had introduced

their own rather novel element into this colonial theory which consisted in referring, year after year, to the very special and peculiar conditions obtaining in that part of the Pacific Ocean, and asserting that the experience gained in other Trust Territories was not applicable in that part of the world, so that the special conditions there called for special decisions, etc. All these allegations, however, that the Trust Territory was not ready to assume its independence constituted a direct challenge to the very principles and the spirit of the United Nations in this matter.

291. The representative of the USSR stated that the Council should energetically condemn the fact that the Government of Australia had failed to implement the recommendations on Papua and New Guinea, which were agreed upon by the Special Committee of twenty-four in 1964. At the same time, the implementation of these recommendations would have made it possible to attain self-determination and independence at an early date.

292. The Trusteeship System, and its application by Australian colonialism had not brought the Territory to progress, so that there was a dire and urgent need for the speedy implementation, in the Trust Territory, of the Declaration on the Granting of Independence to Colonial Countries and Peoples, and for the application of measures aimed at the transfer of all authority in the country to the representatives of the indigenous inhabitants in accordance with the recommendations of the General Assembly of the United Nations.

293. In conclusion, he expressed the hope that at the present session of the Trusteeship Council the Administering Authority would set a definite date for the granting of independence to the Trust Territory and would spell out concrete measures for the transfer of all authority from the Administering Authority to the Trust Territory.

294. The representative of the Administering Authority quoted from the statement made in the Australian Parliament on 21 April 1966, by the Minister for Territories on the subject of New Guinea and the matters raised by the Committee on Constitutional Development in its discussion with the Australian Government. The Minister had stated that the Government had reaffirmed that its basic policy for Papua and New Guinea was self-determination, and that it was the prerogative of the Territory's people to terminate the present territory status and take independent status if they wished to do so in due time. Should the people wish to remain in association with Australia after self-determination, that would require the agreement of the Australian Government of the day.

295. The representative of the Administering Authority quoted also from a statement made on 7 July 1966 by the Minister for Territories saying that the Government's basic policy for Papua and New Guinea was self-determination. The Minister had stated that the Government considered it would be inappropriate to seek to make any decision at the present on the types of association which would be acceptable at some indeterminate time in the future if the people of the Territory were to seek continuing association with Australia.

296. The Special Representative of the Administering Authority stated that the Select Committee appointed by the House of Assembly was currently seeking opinions from people in all parts of the Territory on the question of constitutional development prior to submitting a report to the House of Assembly, probably some time in August 1966. It was unlikely that even members of the Committee at this stage of their deliberations were aware of the final form their recommendations were likely to take.

297. He stated that the Australian Government, in inviting the members of the Select Committee to Canberra for exploratory discussions, had done so solely to enable members of the Committee to clarify their thinking on the range of special relationships that could be envisaged in any future relationship between Papua and New Guinea and Australia. It was inevitable that this should form one of the particular considerations of the Committee and it was for the people, through the Select Committee to advise the House of Assembly, the form they wished that relationship to take.

298. The Special Representative stated that in view of the doubts expressed by one or two representatives as to the Australian Government's intentions towards the people of New Guinea, he would like to refer to the statement made on 7 July 1966 by the Australian Minister of State for Territories. The Minister had stated that the Government's basic policy for Papua and New Guinea was self-determination. This meant that if they wished to do so the people of the Territory were free to terminate their present Territory status and take independent status. On the other hand, they were free to remain an Australian Territory for as long as they wished. If, when they chose to exercise the right of self-determination, they wished to remain in association with Australia, the form of that association would require the agreement of the Australian Government of the day. The Minister had stated that there was not as yet any formed opinion common to the whole Territory, and it was necessary that any political development should be soundly based on the wishes of the people themselves. The constitutional course of the Territory was set in the direction of internal self-government. The Australian Government believed that each move forward should be in step with the real wishes of the people of the Territory at the time when the step was taken. It was important for the people of the Territory to have confidence in Australia. Australia would not walk out on them. The Minister had said that the Administration would continue to encourage progress towards internal self-government but the pact of political development should not disregard the views of the people.

299. The Special Representative stated that by this statement the Minister for Territories had again confirmed the Australian Government's undeniable intention to fully honour its obligations under the terms of the Trusteeship Agreement and the United Nations Charter. He added that while much had been achieved in New Guinea there was still a great deal to be done and he could assure the members of the Council that the Australian Government had no intention of slackening its effort but would push on using all the resources it could muster to reach its goal as speedily as it might consider prudent.

## Chapter II

### NAURU

#### I. GENERAL

#### Outline of conditions and recommendations adopted by the Trusteeship Council

##### LAND AND PEOPLE

300. The Trust Territory of Nauru is a small island situated in the Central Pacific, in latitude 0° 32' south, and longitude 166° 55' east. It comprises an area of 5,263 acres, of which roughly two thirds, i.e., 3,658 acres, are classified as phosphate-bearing and a further 585 acres classed as rocky land. The total population of Nauru at 30 June 1965 was 5,561, comprising 2,734 Nauruans, 1,481 other Pacific Islanders, 900 Chinese and 446 Europeans.

301. At its thirty-third session, the Council adopted the following conclusions:

*The Council notes that relations between the Administering Authority and the representatives of the Nauruan people continue to evolve favourably and that advancement in the Territory has been rapid and commendable. It further notes that the inhabitants of Nauru are fortunate in that their average income per annum is high, illiteracy is nil, health conditions on the island are good and their representatives demonstrate talent and ability.*

##### FUTURE OF THE NAURUANS

302. At its thirty-second session, the Trusteeship Council reaffirmed that the provisions of the Charter of the United Nations, the Trusteeship Agreement, the Declaration on the Granting of Independence to Colonial Countries and Peoples and General Assembly resolution 1541 (XV) of 15 December 1960 were fully applicable to the Trust Territory of Nauru.

303. The Council noted that, although the consultations held in July 1964 between the Australian Government and the Nauru Local Government Council with regard to the future of the Territory were in themselves inconclusive, they nevertheless led to the Conference held in Canberra in June 1965. It further noted that at the latter Conference agreement was reached on certain basic issues, namely: the establishment on 31 January 1966 of a Legislative Council and an Executive Council; the determination of new royalty rates for 1964-1965 and 1965-1966 and of the rate of extraction for the latter year, and the setting up of an independent technical committee of experts to examine the question of rehabilitating the worked-out mining land on Nauru. The discussions in Canberra also identified areas of disagreement and made specific provision for further discussions to seek solution of these differences, namely further political progress, including independence; and rights over the phosphates and operation of the industry.

304. The Council noted that, as the Administering Authority was unable to satisfy fully the Nauruans' conditions that they be able to resettle as an independent

people and that they should have territorial sovereignty in their new place of residence, and as the offer of Australian citizenship was unacceptable, the Nauruans had decided not to proceed with the proposal for resettlement on Curtis Island and the Australian Government had discontinued action on this proposal.

305. The Council further noted that at the 1965 Canberra Conference the representatives of the Nauruan people and of the Australian Government had agreed that the Administering Authority, in co-operation with Nauruan representatives, would actively pursue any proposals that might give promise of enabling the Nauruan people to resettle on a basis acceptable to them and one which would preserve their national identity.

306. The Council endorsed the view of the 1965 Visiting Mission to Nauru that the question of the future of the Nauruan people had been closely bound up with their search for an alternative homeland and that the idea of resettlement should not be abandoned, but that a further effort to find a basis for agreement would be desirable.

307. The Council noted that at the Canberra Conference the representatives of the Nauruan people had proposed that a target date of 31 January 1968 should be established for independence without further delay and that the Australian delegation to the meeting had indicated that the Administering Authority did not consider it appropriate to establish, ahead of any practical experience of the operation of the Legislative Council, any specific target dates for independence or complete self-government. The Administering Authority did, however, propose that after two or three years' experience of the working of the Legislative Council and the Executive Council, further discussions should take place regarding further political progress.

308. The Council reaffirmed the right of the people of Nauru to self-government or independence. The Council urged the Administering Authority to accede to the desire of the Nauruan representatives that further discussions on the question of independence be held in 1967 and hoped that at these discussions a solution satisfying to the Nauruans would be found.

309. The General Assembly, in its resolution 2111 (XX) of 21 December 1965, reaffirmed the inalienable right of the people of Nauru to self-government and independence, requested the Administering Authority to fix the earliest possible date, but not later than 31 January 1968, for the independence of the Nauruan people, in accordance with their wishes, and called upon the Administering Authority to report to the Trusteeship Council at its thirty-third session on the implementation of that resolution.

310. In its report for 1964-1965, the Administering Authority stated that in 1965 it complied with the requests of the Nauruans:

(a) Not to proceed with the proposal to acquire Curtis Island for a future home; and



(b) To establish an independent technical committee to examine what would be involved in and the practicability of the rehabilitation of the worked-out phosphate lands (see also para. 396 below).

311. At its thirty-third session the Trusteeship Council was informed by the Special Representative that at the resumed first meeting of the Legislative Council which started to meet in May 1966, Cr. Hammer De Roburt moved for the appointment of a Select Committee consisting of two official and four elected members of the Council to inquire into a report upon the most suitable means by which the people of Nauru can achieve complete independence by January 1968.

312. The motion was passed by the Council but the official members thought it would be inappropriate, if not improper, for them to accept appointment to the Select Committee. Accordingly, at its second meeting which was held in May the Legislative Council appointed to the Select Committee five elected members, namely Messrs H. De Roburt, O.B.E., A. Bernicke, J. A. Bop, J. D. Audoa and B. Detudamo.

313. The Administering Authority also informed the Council at its thirty-third session that the near future promised a resumption of friendly discussions now under way between the joint delegation representing the administering Governments and the delegation representing the Nauruan people, on the future arrangements for the control of the phosphate industry and on the report of the Expert Committee on the possibility of rehabilitating the worked-out lands.

314. The Administering Authority considered that in the events of the past twelve months substantial developments and advance in the political and economic fields could be seen. The establishment of the Legislative Council on 31 January and of the Executive Council not only met the request of the Nauruan people but also created the opportunities they had sought to widen their experience in the processes of government and in the day-to-day administration of the island. These developments and widening experience would provide an appropriate and valuable approach to the later discussions on the possibility of further movement towards greater Nauruan executive responsibility which the Administering Authority proposed should be held two or three years after the establishment of the Legislative and Executive Councils.

315. At its thirty-third session, Councillor Hammer De Roburt, member of the Australian delegation and elected Head Chief of the Nauruan people, informed the Trusteeship Council that there was a very strong and earnest desire on the part of the Nauruan people to remain the people of a distinct small nation, which in a sense they were. No matter how small they were and how unimportant they may be to others, they wanted to be free to perpetuate their homogeneity and to preserve themselves as a distinct people and nation. They wanted to shape their own destiny. They were firmly convinced that these desires and aspirations could be achieved only if they were granted sovereign independence. They wanted to achieve independence by 31 January 1968. Any delaying of independence would not be acceptable to them. Their considered judgement was that it would be better for the Nauruans to have independence sooner than later. The integration or assimilation into a bigger country would mean the complete disintegration and extinction of the Nauruans as a people.

316. Councillor Hammer de Roburt, member of the Australian delegation and elected Head Chief of the

Nauruan people, further informed the Trusteeship Council that the major essential ingredients which the Nauruans could clearly see were: firstly, a homeland on which they could survive as an independent community and live permanently; and secondly, an economy which should be as viable as the Nauruans could possibly make it.

317. With regard to the permanent homeland, upon failure of the Australian Government and the Nauruan people to reach an agreement on resettlement, there was no other alternative left for the Nauruan people than to decide to remain on their own island of Nauru. In order to remain on Nauru, the Nauruan people would require the island to be fully rehabilitated. The responsibility for rehabilitating the island remained with the Administering Authority. If Nauru attained its independence in January 1968, from then on the Nauruans would be responsible for the rehabilitation.

318. At its thirty-third 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 (General Assembly resolution 1514 (XV)) and General Assembly resolution 1541 (XV) are fully applicable to the Trust Territory of Nauru.*

*The Council also reaffirms the right of the people of Nauru to self-government and/or independence.*

*The Council recalls that Article 76 b of the Charter provides that one of the basic objectives of the International Trusteeship System is to promote the political, economic, social and educational advancement of the inhabitants of the Trust Territories and their progressive development towards self-government or independence as may be appropriate to the particular circumstances of each territory and its peoples, and the freely expressed wishes of the peoples concerned. The Council further recalls that the people of Nauru, through their elected representatives, have freely expressed their wish to achieve independence by 31 January 1968 and that the General Assembly by its resolution 2111 (XX) requested the Administering Authority to fix the earliest possible date, but not later than 31 January 1968, for the independence of the Nauruan people in accordance with their wishes.*

*The Council notes that the Legislative Council, with a majority of indigenous elected members, and an Executive Council, with an equality of official and indigenous elected members, were established in 1966, and welcomes this development as an important step in the direction of self-government. The Council also notes that the Legislative Council has set up a Select Committee charged with the preparation of a report on the means by which independence may be achieved by 31 January 1968.*

*The Council, considering that the Administering Authority expressed the view that talks on further political progress should be held within two or three years after the establishment of the Legislative and Executive Councils, and that the Nauruan representatives have requested that these talks be held in 1967, notes the expectation of the Head Chief that there will be no difficulty in arranging the talks in 1967. The Council recommends to the Administering Authority that it give serious consideration to the wishes of the Nauruan people, freely expressed through their elected representatives, to receive independence not later than by 31 January 1968.*

*The Council notes the statement of the Administering Authority that it concurs with the unanimous view of the 1965 Visiting Mission that the idea of resettlement should not be abandoned and notes that the Administering Authority agreed to pursue, in co-operation with representatives of the Nauruan people, any proposals that might give promise of enabling the Nauruan people to resettle on a basis acceptable to them and one which would preserve their national identity.*

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

319. The representative of the United States stated that Nauru was a small island and relatively remote from the rest of the world; except for its phosphate it had little or no natural resources. There were few, if any, areas available for the growing of crops or for the raising of livestock and, consequently, the island had to rely primarily on the importation of foodstuffs and other necessary items. Despite obstacles, the Administering Authority had not neglected furthering the island's development. On the contrary, in virtually every field, advancement had been rapid and on the whole, excellent. In the social field, for example, much had been done, and by and large the Administering Authority had acquitted itself commendably in discharging its responsibilities for providing a good educational system as well as good health services for the Nauruan people.

320. The representative of France reaffirmed the position taken by France at the thirty-second session in considering the aspirations of the Nauruan population with the greatest of sympathy; he hoped that their freely expressed wishes might be fully met as a result of renewed negotiations with the Administering Authority.

321. He noted that the relations between the Administering Authority and the representatives of the Nauruan people continued to evolve favourably and that talks between them were continuing.

322. He also noted that significant progress had been made towards internal self-government following the establishment of the Legislative Council and the Executive Council and that the Nauruans were devoted to two essential attributes of independence, namely, a homeland and a viable economy.

323. The representative of China stated that Nauru was unique not because of its smallness in land and population but because the island offered little in terms of economic assets to its inhabitants other than the phosphate resources which themselves had a limited life expectancy of some forty years at the present rate of extraction. The island had no other industry. It did not hold much promise for suitable agricultural development owing to shortage of arable land and lack of permanent source of water. The only economic expectation lay in the marine resources in the sea around Nauru. Nevertheless, the phosphate industry had brought prosperity to the Nauruan people.

#### **FUTURE OF THE NAURUANS**

324. The representative of Liberia recalled that according to Article 76 b of the United Nations Charter, it was not for the Council nor the Administering Authority, but for the peoples of the Trust Territories, and they alone, to decide as to their future. She stressed that the Nauruan people through their representatives

had stated and informed both the Administering Authority and the Trusteeship Council that they had chosen independence, and that they desired this independence to become effective as of 31 January 1968. She recalled that operative paragraph 3 of General Assembly resolution 2111 (XX) requested the Administering Authority to fix the earliest possible date, but not later than 31 January 1968, for the independence of the Nauruan people in accordance with their wishes.

325. The representative of Liberia did not share the view of the Administering Authority that first the new-born statutory bodies should have time to show how they worked.

326. She recommended that the Council should invite the Administering Authority to implement operative paragraph 3 of General Assembly resolution 2111 (XX).

327. The representative of the United States of America was pleased to learn that the Legislative Council had created a Select Committee to study the most suitable means by which the people of Nauru could achieve their independence. She expressed the hope that the Committee would consult fully with all the people of Nauru.

328. She noted that the people of Nauru had just taken the first steps in self-government through the creation of the Legislative and Executive Councils. She recalled that the representatives of the people of Nauru had expressed a wish to become independent and that the Administering Authority had not opposed this, but had stated that the people of Nauru should study all the alternatives available to them in passing through this process of self-determination. She could well understand the desire of the Nauruans to maintain their own identity, but for the present she hoped that, depending on the outcome of the FAO report, the Nauruans would maintain an open mind regarding the possibility of relocation as a means of escaping what might be a serious economic dilemma.

329. The representative of the United States felt that the Trusteeship Council should welcome all the forward steps that had taken place in the last year with respect to the progressive development of self-government and with respect to measures to resolve outstanding problems concerning the island's economic future. In view of the pending resumption of the talks between the Administering Authority and the Nauruan representatives, the Trusteeship Council should note that concrete plans are being made to settle the various questions which remained and should not at this time attempt to prejudge the outcome of the talks.

330. The representative of France noted the decision of the Nauruan population that they intended to stay on the island and that at least for the time being, they had abandoned the idea of leaving it. In this connexion, he noted that the population was increasing constantly and that the population density of Nauru would increase from its present 135 inhabitants per square kilometre to 450 per square kilometre in 1990.

331. The representative of France expressed his appreciation to the Administering Authority for the manner in which it had accomplished its mission. It had developed remarkably in the political, economic and social fields in Nauru and had been able to maintain confident relations with the Nauruan people. It had acted with a special understanding of the problems of the Nauruan community for which the Nauruans, in turn, could not but show most lasting and deep grati-

tude. The Administering Authority had thus brought the Nauruan people to the threshold of independence.

332. The Administering Authority had stated that independence could not come until it was assured of the proper functioning of the institutions of internal self-government, which had only been in existence for a few months. This concern was most legitimate. However, he believed that the results of the forthcoming talks bearing on the key problem, i.e., that of phosphate, should make it possible for the Administering Authority and the Council at its next session to determine the aptitude of the Nauruan people to take its own destiny in hand and to exercise its right of self-determination. Thus, the concern felt by the Administering Authority and the wishes of the Nauruan representative could be reconciled.

333. The representative of the United Kingdom said that it was not clear from the Head Chief's statements whether the idea of resettlement had been abandoned by the Nauruan people. His delegation regretted the breakdown of the Curtis Island talks, and hoped that some agreement on resettlement might in due course be reached between the Nauruan people and the Administering Authority. With this in mind his delegation welcomed the statement of the Special Representative that the Administering Authority were ready to consider any promising proposal for resettlement which might be put to them.

334. With regard to the future, the representative of the United Kingdom associated his delegation with the remarks of the Special Representative of the Administering Authority concerning the Head Chief's desire for independence by 31 January 1968, when he had stated that the Administering Authority was more cautious and suggested waiting until the Legislative and Executive Councils had had time to establish themselves and gain experience, and when he had reminded the Council that the Head Chief himself, in looking forward to discussions in 1967, had said that he expected no problem in this regard.

335. The representative of China stated that to consider the future of Nauru, the imperatives of the future should guide the search for a solution in accordance with the wishes and interests of the Nauruan people. While noting that the statement of the Head Chief, Hammer De Roburt, before the Trusteeship Council at the 1285th meeting had removed any doubt about the intention and wishes of the Nauruan people regarding their future, he recalled the earlier Chinese view on the evolvement of the Nauruan community to become completely self-governing and to be willingly associated with a larger independent neighbouring community of their own choice.

336. The representative of China noted that the substantial developments and advances in the past twelve months had no doubt helped the Nauruan people to gain such legislative and executive experience as was needed in their preparation for Nauru's imminent assumption of responsibility for full self-government.

337. He noted the frank statement of the Head Chief, Hammer De Roburt, and saw no reason that would justify unnecessary delay in acceding to the wishes of the Nauruan people. He also could not see any reason for the Council to urge the Nauruans to set up a target-date not of their own choice. He noted that the Head Chief had advised the Trusteeship Council that it was now up to the Nauruans and the Administering Authority to discuss and decide when Nauru should be granted independence. He considered

that the Council should assure the Head Chief and his associates that the Trusteeship Council had no intention, nor the right, to interfere with the affairs of Nauru against the wishes and interests of its people.

338. The representative of China also noted that the Head Chief had frankly admitted that he already envisaged that Nauru would encounter difficulties after independence. To maintain a fairly high standard of living and to ensure smooth operation of Government machinery was not an easy task.

339. The representative of the Union of Soviet Socialist Republics stated that the only correct approach to a solution of the problem of Nauru was to take into account the fundamental interests of the population and to grant to the Territory true political and economic independence as quickly as possible. The Administering Authority, having prevented the development of political institutions generally in the Trust Territory, had argued and still argued that the indigenous population was illiterate and unprepared for independence. The Administering Authority found a spurious reason for not granting independence, alleging that the Nauruan people had not yet mastered the art of self-government and still lacked the necessary maturity for managing a highly developed system of administration. However, the people of Nauru had attained a very high percentage of literacy and were adequately prepared to exercise the functions of self-government.

340. The representative of the Union of Soviet Socialist Republics stated that if very urgent measures were not taken, colonialism would not of its own accord release its victim, and colonialism would be able to inflict still greater suffering on the people of the Trust Territory of Nauru. To carry out those measures, strict control should be maintained by the United Nations. The United Nations should demand the cancellation of all agreements aimed at restricting the sovereignty of Nauru. It was essential to abrogate immediately those governmental decrees, and any possible governmental decrees, concerning the annexation of a non-self-governing Trust Territory to the Administering Authority. Such plans were being prepared by the Administering Authority.

341. Recalling operative paragraph 3 of General Assembly resolution 1514 (XV), the representative of the Union of Soviet Socialist Republics stated that there were no peoples in Trust Territories who were not ready for independence, but that there were Administering Authorities which opposed the elimination of colonialism. Colonialism, in all its forms and manifestations, including the form of a trusteeship system, was a shameful manifestation of the twentieth century.

342. The delegation of the Union of Soviet Socialist Republics confirmed its support for the demands of the people of Nauru with respect to granting its people independence at a time to be decided by their representatives.

343. The representative of New Zealand stated that the year under review was an important one in Nauru's political development. He stressed that the creation of a legislature in which all the people of the country were directly represented had been recognized as a development of the greatest significance for political advance in colonial territories.

344. The creation of a legislature with wide powers and of an executive organ could not, therefore be lightly dismissed. Conceived as a step towards self-determination, the establishment of the two Councils took place in response to the Nauruans' own request for

such action and was in conformity with the 1965 report of the Trusteeship Council and with operative paragraph 2 of General Assembly resolution 2111 (XX).

345. In a development of significance for the Trusteeship Council, the new Legislative Council had set up a Select Committee charged with preparing a report on the means to achieve the goal, mentioned by the Head Chief, of independence by 31 January 1968.

346. The representative of New Zealand reaffirmed that it was neither the intent nor the purpose of the New Zealand Government to deny self-determination to the Nauruans. He noted that heavy decisions on the future faced the Nauruan leaders. The Head Chief had said that a permanent homeland and an economy viable in the long term were the essential ingredients of a secure future. Perhaps a final decision on the question of the permanent homeland would have to be made fairly soon. He thought that the cost of either rehabilitation or resettlement might prove to be so high as virtually to make it financially impossible to reverse whatever decision was taken. The problem of ensuring the long-term economic viability of a small, remote island with one wasting asset had also to be faced. Negotiations on the questions on which the future hung were proceeding and the Council might express the hope that these would conclude with an agreement satisfactory to all concerned.

347. The Special Representative of the Administering Authority stated that the establishment of the Legislative and Executive Councils on the date nominated by the Nauruan representatives, the direction taken by the talks between the Administering Authority and the Nauruans and the results they have produced may suggest to the Council that political and economic development are proceeding hand in hand, in harmony with the Head Chief concept of "essential ingredients", and in such a way as to create a firm prospect of stability and nourishment for any further change in the political system which may be agreed upon.

348. The Special Representative of the Administering Authority recalling that some members of the Trusteeship Council had expressed or implied the hope that an alternative homeland for the Nauruan people might still be sought and found, stated that the Administering Authority looked at this aspect of the question in the light of its obligations under the Trusteeship Agreement in which it has undertaken, *inter alia*, to promote, as may be appropriate to the circumstances of the Territory, the economic, social, educational and cultural advancement of the inhabitants of Nauru. The Administering Authority concurred with the unanimous view of the 1965 Visiting Mission that the idea of resettlement should not be abandoned and expressed its readiness to pursue actively any proposal which the Nauruan representatives may wish to make in this respect.

349. The representative of Liberia drew attention to the following draft conclusions and recommendations which she, as a member of the Drafting Committee on Nauru, had proposed:

"The Council, considering that the Administering Authority expressed the view that talks on further political progress should be held within two or three years after the establishment of the Legislative and Executive Councils, and that the Nauruan representatives have requested that these talks be held in 1967, notes the expectation of the Head Chief that

there will be no difficulty in arranging the talks in 1967. The Council recommends to the Administering Authority that the talks be held during that year.

"The Trusteeship Council, in accordance with the expressed wishes of the Nauruans, urges the Administering Authority to grant independence to Nauru at the earliest possible date, but not later than on 31 January 1968."<sup>7</sup>

350. Explaining his vote on the last sentence of the first paragraph, the representative of New Zealand stated that his abstention was not to be regarded as a commitment by the New Zealand Government on the substance of the issue upon which the Council had voted.

351. Explaining his vote on the second paragraph, the representative of New Zealand stated that his vote should not be interpreted as in any way opposing the exercise of self-determination by the Nauruans. He considered that at this stage the whole future remained a matter for discussion and by supporting this paragraph New Zealand would have pre-determined this particular aspect of the future. He emphasized that the Council was aware that the Nauruan leaders had not finally closed the door on resettlement. It was not inconceivable that, were a suitable site to be found, the Nauruan people might be prepared, as they were in the past, to see some arrangement arrived at that in some way fell short of independence—if they were thereby, for example, to have the benefits of a larger future in proximity to a metropolitan country.

352. The representative of the Administering Authority reiterated the view of his delegation that further political progress and the speed of that progress were dependent in substantial part on developments and experience with regard to the existing political organs. Furthermore, the idea of resettlement still remained an issue even though in a somewhat different form from that which it had previously assumed, and was still a thought in the minds of the Nauruan people. He believed that this idea could not be divorced from the question of independence for Nauru. He also recalled that the essential ingredients of independence were presently under discussion between the metropolitan Governments concerned and the Nauruan people. The discussions were being carried out with the full knowledge that the Nauruan Council had asked for independence not later than 31 January 1968. He assured the Council that the Administering Authority would continue faithfully to report on the progress of these discussions.

353. The representative of the Union of Soviet Socialist Republics stated that the proposal of the representative of Liberia was based on the resolutions of the General Assembly, particularly resolution 2111 (XX) which was adopted by an overwhelming majority of the General Assembly.

<sup>7</sup> The sentence in the first paragraph reading "The Council recommends to the Administering Authority that the talks be held during that year" was not adopted in view of a tie vote. The voting, which was by roll-call, was 3 in favour, 3 against, with 2 abstentions (in favour: China, Liberia, the Union of Soviet Socialist Republics; against: Australia, the United Kingdom and the United States; abstentions: France and New Zealand).

The second paragraph was rejected by a roll-call vote of 4 to 3, with one abstention (in favour: China, Liberia, the Union of Soviet Socialist Republics; against: Australia, New Zealand, the United Kingdom and the United States; abstention: France).

## 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

354. At its thirty-second session, the Trusteeship Council, recalling the conclusion of the 1965 Visiting Mission that the Nauruan leaders were now capable of conducting their own internal affairs, welcomed and considered as a major step in the political development of Nauru the decision to establish by 31 January 1966 a Legislative Council and an Executive Council. The Council noted with satisfaction that the form and powers of these two Councils were agreed upon in accordance with the expressed wishes of the representatives of the Nauruan people. The Council also noted that at the Canberra Conference it was decided to set up a working committee which would make recommendations to the Nauru Local Government Council and the Australian Government regarding the details of the constitution and operation of the two Councils.

355. The General Assembly, in its resolution 2111 (XX), called upon the Administering Authority to take immediate steps to implement the proposal of the representatives of the Nauruan people regarding the establishment of a Legislative Council by 31 January 1966 and to report to the Trusteeship Council at its thirty-third session on the implementation of that resolution.

356. At its thirty-third session, the Trusteeship Council was informed by the Special Representative that a formal agreement had been made by the three administering Governments to give effect to the proposal to establish by 31 January 1966 a Legislative Council and an Executive Council to enable the Nauruan people to participate more fully in the Government of the Territory. For this purpose, the three Governments had agreed to modify the existing agreement among them. Following this agreement, a Bill for the enabling statute, to be called the Nauru Act, was submitted to and passed by the Australian Parliament towards the end of 1965. It was assented to on 18 December 1965.

357. Among other things, the Act provided for the establishment of a Legislative Council consisting of the Administrator, nine members elected by the Nauruan community and five official members to be appointed by the Governor-General of Australia on the nomination of the Administrator. The Nauru Act empowers the Administrator to direct at any time the holding of a general election and requires a general election to be held at the time and in such manner as may be provided for by ordinance. The Administrator is President of the Council and presides at each meeting. Although the Administrator may be counted as a member to constitute a quorum, he has no voting power, except for a casting vote to decide a question which has attracted equal numbers of votes for and against.

358. The Legislative Council is to have a general legislative power, except with respect to defence, external affairs and matters associated with the phosphate industry. Responsibility for the defence of the Territory and for conduct of its external affairs remains with the Administering Authority. Matters associated with the phosphate industry have been excluded from the powers of the Legislative Council with the agreement of the Nauruan representatives. Ordinances passed

by the Legislative Council are subject to assent and disallowance in accordance with provisions set out in the Nauru Act. The Administrator has power to assent or withhold assent or to reserve ordinances for the Governor-General's consideration except that he must reserve ordinances on several specified subjects. If an ordinance is assented to by the Administrator, the Governor-General has power to disallow it within six months. The Governor-General may recommend amendments arising out of his consideration of ordinances passed by the Legislative Council.

359. In respect of defence, internal security and the maintenance of peace and order, external affairs and matters associated with the phosphate industry, the Governor-General has power to pass ordinances. If an ordinance made by the Governor-General is inconsistent with an ordinance made by the Legislative Council the ordinance made by the Governor-General prevails.

360. Ordinances made by the Governor-General are to be tabled in each House of the Australian Parliament and are subject to disallowance by resolution of either House. In the event that assent to an ordinance made by the Legislative Council is withheld or such an ordinance is disallowed, the Minister is required to lay before each House of the Parliament a statement of reasons for that action.

361. According to the Nauru Act, the Executive Council consists of the Administrator, two elected members of the Legislative Council and two official members of the Legislative Council. The members are appointed by the Governor-General, the elected members on the nomination of a majority of the elected members of the Legislative Council and the official members on the nomination of the Administrator.

362. The Executive Council exercises such functions as are conferred on it by ordinance and advises the Administrator on any matter referred by him to the Executive Council. The Administrator presides at meetings of the Executive Council; decisions are made by a majority of votes; where the numbers are equal, the Administrator has a deliberative vote and a casting vote as well.

363. On 24 December 1965, the Administrator made the Electoral Ordinance, 1965, which provides for the adopting of certain electoral districts for Legislative Council elections, for the maintenance of electoral rolls, writs for elections, and the nomination and election of candidates in accordance with the provisions of the Nauru Act.

364. Elections were held on 22 January 1966; twenty-six candidates sought election to membership of the Legislative Council. The elections resulted in the election to the Legislative Council of all the members of the Nauru Local Government Council. The five official members appointed to the Council were the Official Secretary, the Administrative Officer, the Director of Education, the Director of Police and an official representing the Departments of Health and Works.

365. The inaugural meeting of the Legislative Council was held on 31 January 1966 in the presence of the Minister for Territories, the Speaker of the House of Representatives in the Australian Parliament, the Opposition Whip in the Senate in the Australian Parliament, the New Zealand High Commissioner in Australia and a representative of the Government of the United Kingdom.

366. After the ceremonial opening and the provisional adoption of standing orders, the Legislative Council adjourned and resumed the following week, when the Executive Council Ordinance, 1966, was passed. It amended twenty-seven ordinances by transferring authority previously exercised under them by the Administrator to the Administrator-in-Council, i.e., the Executive Council. By these amendments the power previously exercised by the Administrator under these twenty-seven ordinances may in future be exercised by the Administrator acting in accordance with the advice of the Executive Council but not otherwise.

367. The Executive Council held its first meeting on 28 February 1966 and has met once fortnightly since.

#### **PUBLIC SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONNEL FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION**

368. At its thirty-second session, the Council noted the high degree of "Nauruanization" of the Public Service and recommended to the Administering Authority that it continue to make available all positions in the public service to Nauruans where they possess the appropriate qualifications. The Council urged the Administering Authority to continue to increase special training facilities in order to enable Nauruans to obtain these qualifications.

369. In its report for 1964-1965, the Administering Authority informed the Council that the Administration had continued to arrange suitable training programmes both locally and overseas, for Nauruans to afford them the opportunity to qualify at accepted standards.

#### **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**

370. The representative of the United States stated that she was pleased to see that the Administering Authority had implemented the 1965 Visiting Mission's recommendation to establish a Legislative Council and an Executive Council. The creation of those bodies was a welcome step and should provide the people with the necessary institutions with which to learn and practice more effectively the complex techniques of governing themselves.

371. The representative of the United Kingdom noted that the Legislative Council had held its first meeting on 31 January 1966 and that the Executive Council had met one month later and fortnightly since then. He considered that in this way the Nauruan people, with the full support of the Administering Authority, had taken a firm and positive step along the road to self-government.

372. The representative of New Zealand noted that a new legislature had been created in Nauru. The Legislative Council, elected on the basis of adult suffrage, had met in several sessions already. The choice before voters had been a real one and all evidence confirmed that the election was conducted fairly and free from outside pressures. The powers of the Legislative Council were not absolute. If they had been absolute, the Territory would have been independent. The reservation of powers in respect of external affairs and

defence at this stage was entirely normal, while matters relating to the phosphate industry were excluded from the Council's powers at the request of the representatives of the Nauruan people. Those matters aside, the Council had wide legislative powers. An Executive Council, a new forum for the Nauruans to further their already fairly extensive experience in running the affairs of their homeland, had also been operating for four months.

373. The Special Representative of the Administering Authority stated that the decision to establish a Legislative Council with a majority of indigenous elected members and an Executive Council with an equality of official and indigenous elected members was now an accomplished fact. Further discussions on political development were by common consent to be held. Although the date of these discussions had yet to be fixed, the Head Chief had expressed the hope that they would be held in 1967 and he expected no difficulty in this regard.

#### **PUBLIC SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONNEL FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION**

374. The representative of China understood that the Administering Authority would continue to make available all positions in the Public Service to qualified Nauruans, and to increase such special training facilities as required to accelerate the progress of Nauruanization of the Public Service.

### **III. ECONOMIC ADVANCEMENT**

#### **Outline of conditions and recommendations adopted by the Trusteeship Council**

375. Phosphate is the sole export of the Territory. The British Phosphate Commissioners are responsible for the direction and management of the phosphate industry, including the extraction and export of phosphate.

376. In its report for 1964-1965, the Administering Authority stated that the tonnage of phosphate delivered for the year ended 30 June 1965 amounted to 1,688,998 tons, compared with 1,653,090 tons in 1963-1964; its value for the year ending 30 June 1965 amounted to £4,771,419, compared with £4,422,016 in 1963-1964. The report also stated that it is expected that at a rate of extraction of about 2 million tons per year the life of the deposits will be approximately thirty years.

377. All the phosphate from Nauru, with the exception of 3,775 tons which were used locally, were exported and shipped to Australia, New Zealand and the United Kingdom of Great Britain and Northern Ireland. The British Phosphate Commissioners also exported 348,953 tons of phosphate from Ocean Island. It therefore exported a total of 2,037,951 tons for the year ended 30 June 1965. Of this total, 1,225,326 tons were shipped to Australia, 607,625 tons to New Zealand and 205,000 tons to the United Kingdom.

378. The total imports, chiefly from Australia, amounted to £2,297,899 in 1964-1965 compared with £5,604,100 in 1963-1964 and £2,318,822 in 1962-1963.

379. Public revenue for the year 1964-1965 totalled £650,444, of which the British Phosphate Commissioners provided £607,594. The total expenditure was £770,095.

380. The Nauru Local Government Council received income amounting to £82,627, of which the Nauru

Royalty Trust Fund provided £57,861. Expenditure for the year totalled £120,454.

381. The Nauru Co-operative Society substantially increased its turnover during the year 1964-1965. Some Nauruans have entered private enterprise on their own account and are now dealing in such fields as general trading and garage services.

382. A drilling team on Nauru began extensive investigations of the island's water resources. The Administration has begun technical investigations into the construction of a radio broadcasting station on Nauru.

383. Six of the twenty Type III houses being erected under joint Administration-Nauru control, were completed and handed over to the Nauru Local Government Council.

384. The electricity ring surrounding the island has been completed and twelve of the fourteen districts have been connected.

385. At its thirty-second session, the Trusteeship Council noted that at the Canberra Conference it was agreed to increase the phosphate royalty rates for 1964-1965 to 13s. 6d. and for 1965-1966 to 17s. 6d.; to fix for 1965-1966 an extraction rate of 2 million tons of phosphate; to establish at the earliest practicable date an independent technical committee of experts to examine the question of rehabilitating the worked-out mining land on Nauru; and to discuss the future arrangements for the operation of the mining industry which would include some form of joint enterprise.

386. The Council, noting the recommendation of the 1965 Visiting Mission that account should be taken of the Nauruans' desire for more favourable terms in the apportionment of profit from the exploitation of phosphates, welcomed the notable increase in royalty rates.

387. Noting the agreement on a slightly higher extraction rate for 1965-1966, without prejudice to the Nauruan position in any subsequent negotiation, the Council urged that agreement should be reached between the representatives of the Nauruan people and the Administering Authority on an extraction rate for future years on a basis that would safeguard the future interests of the Nauruan people.

388. With regard to the future arrangements for the operation of the mining industry, the Council hoped that this problem would also be resolved to the full satisfaction of the Nauruan people.

389. The Council looked forward to the report of the expert committee on the question of the rehabilitation of the worked-out mining land; it requested the Food and Agriculture Organization to consider favourably the invitation to make available a representative to serve on this committee.

390. The Council noted that in relation to the ownership of phosphates, the representatives of the Nauruans maintained their position that the British Phosphate Commissioners could not validly work the phosphate on Nauru without the agreement of the Nauruan people, while the Australian delegation restated the view of the partner Governments that the rights were legally vested in the British Phosphate Commissioners. The Council hoped that the forthcoming negotiations between the representatives of the Nauruan people and the Administering Authority would resolve this problem. The Council believed that every effort would be made to adopt a solution in conformity with the interests of the Nauruan people.

391. The General Assembly, in its resolution 2111 (XX), requested that immediate steps be taken by the

Administering Authority towards restoring the island of Nauru for habitation by the Nauruan people as a sovereign nation and called upon the Administering Authority to report to the Trusteeship Council at its thirty-third session on the implementation of that resolution.

392. In its report for 1964-1965 the Administering Authority informed the Trusteeship Council that it had taken note of the resolution of the Council with respect to the operations of the mining industry and that it was able to report that the Nauruans and the Administering Authority had agreed to discuss future arrangements for the operation of the mining industry in the first half of 1966.

393. At its thirty-third session, the Special Representative informed the Trusteeship Council that in relation to the partnership arrangements, further discussions began in Canberra in June 1966. After an exchange of views the Conference adjourned to enable the Nauruan delegates to attend the meeting of the Trusteeship Council in order that additional information could be gathered for later consideration by the Conference. The delegates agreed to resume discussions in Canberra in October or November 1966.

394. During the same session of the Council, Councillor Hammer De Roburt, member of the Australian delegation and elected Head Chief of the Nauruan people, stated that the Nauruans were seeking ownership of the industry and could not accept a fifty-fifty share in a partnership arrangement on the rest of the life of the phosphate industry on Nauru. They considered that the British Phosphate Commissioners should remain as managing agents on the island and that they would pay them a fair fee. The Nauruans were prepared to buy the equipment the British Phosphate Commissioners have on Nauru and they would compensate them for it. These questions would be discussed in more detail at a conference in Canberra.

395. With regard to the ownership of phosphates, Councillor Hammer de Roburt informed the Council that the Nauruan people disputed the point of view of the Administering Authority that the deposits were owned by the British Phosphate Commissioners, and insisted that they were the owners of the phosphates and did not recognize the right of the British Phosphate Commissioners.

396. With regard to the Council's observations on the appointment of an expert committee on the question of the rehabilitation of worked-out mining lands, the Administering Authority stated in its report that it had constituted a committee with the following membership: Mr. G. I. Davey, consulting engineer, of Sydney, Chairman; Professor J. Lewis, Professor of Agricultural Economics of the University of New England, and Mr. W. F. van Beers, a soil expert nominated by FAO. The Nauruans had concurred with these appointments and the Committee had commenced its work.

397. At its thirty-third session, the Trusteeship Council was informed by the Special Representative that the Committee convened in Sydney on 26 January 1966 and on 3 February 1966 the Chairman and members had discussions with officers of the Department of Territories in Canberra, and on 4 February with officers of the British Phosphate Commissioners in Melbourne. Members of the Committee then went to Nauru where they remained for ten days. After their return to Australia the Committee had further discussions with the British Phosphate Commissioners in Melbourne

and the Secretary of the Department of Territories in Canberra. The Committee submitted its report to the Minister for Territories on 8 June 1966 and posted it to the Legislative Council at Nauru on the same date.

398. The Australian Government in consultation with the partner Governments was examining the conclusions reached by the Committee and it was presumed that the Legislative Council would consider the report at its next meeting.

399. In its report for 1964-1965, the Administering Authority also informed the Council that the rate of royalties actually paid during the year was at the old rate of 3s. 8d. per ton.

400. The adjusted payments at the new rate of 13s. 6d. per ton will be made during the financial year 1965-1966 with retrospective effect from 1 July 1964. For the year ended 30 June 1965, the royalties amounted to £310,342 as compared with £304,930 for 1963-1964.

401. Following discussions held in 1965 between representatives of the Nauruan people and the Australian Government, royalty payments were agreed upon and amounted to 13s. 6d. per ton commencing from 1 July 1964 and 17s. 6d. per ton commencing 1 July 1965.

402. At its thirty-third session, the Trusteeship Council was informed by the Special Representative that at the request of the Nauru Local Government Council the royalty of 17s. 6d. per ton was allocated as follows:

For payment direct to the landowner.....	3s. 6d.
For payment to the Landowner's Investment Trust....	4s.
For payment to the Nauruan Royalty Trust Fund....	1s. 6d.
For payment to the Nauruan Long-Term Community Fund .....	8s. 6d.

403. On 1 April 1966, an amount of \$A310,342 was paid direct to landowners and on 29 March \$A465,512 was paid to the Landowners Trust Fund.

404. The allocation of amounts to the landowners and to the various trust funds is to be the subject of discussion and agreement between the Nauru Local Government Council and the Administration.

405. At its thirty-third session, the Trusteeship Council was informed by the Special Representative that the Legislative Council on 9 May 1966 passed the Superannuation Ordinance by which a Superannuation Fund was established in order principally to make provision for Nauruan officers of the Public Service to be entitled, upon retirement at the age of sixty years or because of invalidity, pensions at a level of 60 per cent of their salary.

406. At its thirty-third session, Councillor Hammer De Roburt, member of the Australian delegation and elected Head Chief of the Nauruan people, also informed the Trusteeship Council that on 16 May 1966 the Nauru Local Government Council agreed to establish a Development Planning Board or Committee to initiate research and planning of necessary developmental projects for Nauru. It also agreed to create a new fund, to be called the Nauru Development Fund, with which it was intended to finance approved projects as recommended by the Development Planning Committee. Preparations were also being made for the introduction of appropriate legislation in Nauru to provide for the formation of a Board of Trustees which would handle all investments of funds in the best interests of the Nauruan community. The Nauru Local Government

Council was also consulting the Administration and the Department of Territories in regard to the proposed establishment of a Nauru Office in Melbourne, which was to be a sort of base from where general Nauruan interests and public relations in Australia would be pursued and handled.

407. The Nauruans were also trying to foster trading between Nauru and the United States Trust Territory.

408. At its thirty-third session, the Council adopted the following conclusions and recommendations:

*The Council recalls that the General Assembly, by its resolution 2111 (XX), requested that immediate steps be taken by the Administering Authority towards restoring the island of Nauru for habitation by the Nauruan people as a sovereign nation and notes that an investigation into the feasibility of restoring the worked-out land has been carried out by a Committee of Experts, including a representative of FAO, appointed by the Administering Authority.*

*The Council notes the statement of the representative of the people of Nauru that "the responsibility for rehabilitating the island, in so far as it is the Administering Authority's, remains with the Administering Authority. If it should turn out that Nauru gets its own independence in January 1968, from then on the responsibility will be ours. A rough assessment of the portions of responsibility for this rehabilitation exercise then is this: one third is the responsibility of the Administering Authority and two thirds is the responsibility of the Nauruan people."*

*The Council recalls that at its thirty-second session the Special Representative gave the Council some details which outlined the magnitude and cost of replenishment of the worked-out phosphate land. It also noted that the 1962 Visiting Mission remarked that no one who had seen the wasteland pinnacles could believe that cultivable land could be established thereon, except at prohibitive expense.*

*The Council requests the Administering Authority to make the report of the Committee of Experts on the rehabilitation of the worked-out mining land available to its members as soon as possible and recommends that it be studied as soon as possible during the course of conversations between the Administering Authority and the delegates of the people of Nauru.*

*The Council recalls resolution 1803 (XVII) concerning permanent sovereignty over natural resources and invites the attention of the Administering Authority to its provisions.*

*The Council notes the statement of the Administering Authority that the discussions between the joint delegation and the Nauruan delegation in Canberra will continue to be infused by what the Head Chief called "a spirit of understanding" and a "positive, most heartening, and most encouraging" response and attitude.*

*The Council further notes that the joint discussions to be held in Canberra will also deal with the future operation of the phosphate industry.*

*The Council hopes that these discussions will resolve both problems. It believes that every effort will be made to adopt a solution in conformity with the rights and interests of the Nauruan people.*

*The Council notes with approval that the Nauru Local Government Council agreed to establish a development planning board to initiate research and planning of necessary development projects for Nauru, as well as to create a new fund, the Nauru Development Fund, with which it is intended to finance*



*approved projects, as recommended by the development planning board.*

*The Council hopes that the new development planning board will seek, in consultation with the Administering Authority, to promote the welfare of the people and that it will contribute to the future economic viability of Nauru so as to help prepare the people of Nauru for self-government and/or independence.*

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

409. The representative of Liberia recalled paragraph 4 of resolution 2111 (XX) by which the General Assembly requested the Administering Authority to take immediate steps towards restoring the island of Nauru for habitation by the Nauruan people as a sovereign nation, and the fact that the Nauruans had decided that it was in their best interests to remain on the land of their birth.

410. She did not think that the difficulties involved in having the Nauruans continue to inhabit the island of their birth were insurmountable. She stressed the desire of the Nauruans to do so.

411. The representative of Liberia believed that, rehabilitation of worked-out phosphate land was feasible and that it would become practicable to restore it. The Nauruans had proposed to undertake two-thirds of the cost involved with one-third paid by the Administering Authority. She trusted that this gesture would have some impact on the situation and would speed up the decision to undertake the project, and that at the next sitting of the Council, the Administering Authority would be in the position to report that restoration of the worked-out phosphate land was well on its way. The question of the restoration of the worked-out phosphate land could not delay the granting of independence. Neither the question of ownership nor the question of restoration of the worked-out phosphate land were contingent one upon the other.

412. The representative of the United States noted that the Committee on the question of the rehabilitation of worked-out mining land had submitted its report to the Administering Authority and to the Legislative Council of Nauru. She expressed the hope that it would be available to the Trusteeship Council as soon as possible. She did not want to prejudge at this juncture the report's contents and expressed the hope that the Nauruan people, in consultation with their leaders and with the Administering Authority, would give the report serious consideration whatever its findings, before they made any final decision with respect to the future.

413. The representative of France noted that the conclusions of the Committee of Experts were not yet known and therefore thought that the Council should be informed of the conclusions of that report as early as possible.

414. He wondered, however, whether agriculture could be developed to meet the needs of a growing population in view of the smallness of the island and the lack of water resources. Therefore he thought that agriculture might not be the means of maintaining the present standard of living of the inhabitants when these became more numerous and when the phosphates were exhausted.

415. He thought that it seemed necessary now to contemplate in what other way the economy of the

island could remain viable on a long-term basis. The problem had already been the subject of consideration by the elected representatives of the Nauruans, who intended to set up as early as possible a planning committee to study a development programme for the island with a new fund, the Nauru Development Fund. If the Nauruans abandoned the idea of expatriation to work elsewhere and wished to remain on their island, they must be employed in a productive economic activity.

416. Since tourism did not offer a very favourable prospect, industries derived from fishing, such as fish canning plants could be envisaged. Also, industries such as certain electronic industries which required a small amount of raw materials, but which required very specialized manpower, and whose products were low in number but high in price and easily transported by air without excessive costs, should also be envisaged.

417. With regard to rehabilitation, the representative of the United Kingdom stated that his delegation had not yet had time to study the report of the Committee of Experts and that the matter was in any case still under discussion in the Canberra talks. He wished however to make some general remarks with regard to rehabilitation in terms of food production. He emphasized that there was no tradition of agriculture among the Nauruan people, and that these skills would have to be learned under what might well turn out to be difficult conditions. He stressed that the rainfall was particularly uncertain and unfavourable on the island and that rehabilitation was not just a matter of replacing what had been taken away. To some extent at least it would be a task of creating what had never been there before. He also emphasized that the Nauruan people had been blessed with a good standard of living in recent years and that they no longer subsisted on the staple foods of their island.

418. The representative of China suggested that the report of the Committee of Experts should be made available to members of the Trusteeship Council as soon as possible. He considered as generous the offer made by the Head Chief that, should the work of rehabilitation take place after Nauru had become independent, the people of Nauru would bear the responsibility for the two-thirds share of such expenditure.

419. The representative of China noted that the Nauruan leaders had taken steps in the right direction by establishing a Select Committee and a Development Planning Committee to initiate research and planning of economic projects and a Nauru Development Fund.

420. He stated that since the Nauruan people wished to remain on their island, serious thought should be given to their economic problems. He suggested that some international agency like the International Bank for Reconstruction and Development should be asked to undertake a general review of the economic situation in Nauru and make practical recommendations for assisting Nauru in planning a development programme designed to stimulate the Territory's economy. Such an economic review should include agriculture, fisheries, tourism, communications and transport, water supply and soil. He believed that, with education and training, the Nauruans could be motivated to take an active part and an expanding role in the Island's economy and that they were capable of doing so. The physical and human resources had not yet been developed. The best prospects for the economic growth lay in the contribution fisheries could make to development. With technical assistance, the production of a subsistence marine

fishing could be increased. Research work on fisheries, with emphasis on development of commercial fishing potentials, should be undertaken without delay. Tourism could be promoted, but the first most important step to this end would be the introduction of the international air service to provide direct connexions with the outside world. And the whole transportation programme, including the cost and benefit, had to be studied. Even though the future economic development of Nauru would be greatly limited by the lack of essential natural resources, certain export industry could still be developed. This would largely depend upon the training of the Nauruans in appropriate skill. With education and training, they should be able to fill more and more managerial, professional and administrative positions in time. Many youngsters thirteen or fourteen years of age could be taken into the training programme and absorbed into the economy as skilled and partly skilled tradesmen.

421. It was of great importance that the fullest and most economical use be made, for several years to come, of the small number of relatively educated and skilled human resources; and to deal with this all-important manpower problem, the Local Government Council might find it advisable to establish as soon as possible a small committee to investigate the requirements and the related problem of special training.

422. The representative of the Union of Soviet Socialist Republics supported the demand of the people of Nauru with respect to the rehabilitation of the worked-out soil of the island of Nauru at the expense of the Administering Authority.

423. The New Zealand Representative observed that the Nauruan people faced a difficult decision on the question of a permanent homeland. If they resettled on an island like Curtis Island, they would secure the economic future of their people and provide them with the opportunities for a full life. The alternative was to rehabilitate, that is, to resoil the denuded areas of Nauru itself. Assuming that such a rehabilitation of worked-out phosphate land was both scientifically and financially feasible, he wondered whether there would be enough producing land to provide food for the people of Nauru in the future, bearing in mind that within thirty years or so the present population would probably be three times higher than it was now. He stressed that they would need not only food, but also jobs, living and playing space and the intellectual and cultural stimulation which only the proximity of a large metropolitan country might provide.

424. He did not share the optimism of the Head Chief with regard to the difficulties confronting the Nauruans in the long-term economic future, and thought that the physical circumstances of even a resoiled Nauru and its position in relation to the trade routes, raw materials and markets of the Pacific were factors which could not be disregarded.

425. The Special Representative of the Administering Authority stated that the report of the FAO with regard to the rehabilitation of the worked-out phosphate land would be made available to the Council as early as possible.

426. The representative of Liberia drew attention to the following draft conclusions and recommendations which, she, as a member of the Drafting Committee on Nauru had proposed:

"In case the Committee of Experts considers in its report that the rehabilitation of the worked-out mining land is feasible, the Council recommends that

the Administering Authority should take immediate steps towards restoring the land on Nauru for habitation by the Nauruan people as a sovereign nation."<sup>8</sup>

427. The representative of China explained that he had abstained in the voting because of the word "feasible". He could not know what it really meant until the recommendations and findings of the Committee were made known.

428. The representative of the Administering Authority shared the view of the representative of China on the use of the word "feasible". He added that this word prejudged the conclusions which might or might not be contained in the report of the Committee. He did not believe that the question of resettlement had been finally disposed of and he felt that any recommendations the Committee might make must be considered in the light of this possibility.

429. The representative of France stressed that the Council was not aware what was contained in the report of the Committee. It might include different suggestions on the re-habilitation of the land and it was not possible to prejudge something of which the Council had no knowledge. On the other hand certain suggestions contained in the report might not be acceptable to the people of Nauru.

430. The representative of the United States stressed that the recommendations suggested might prejudice the result of the report of the Committee.

431. The representative of Liberia stated that the phosphate deposits on the Island of Nauru belonged to the Nauruan people.

432. She recalled that General Assembly resolution 1803 (XVII) stipulated that "the free and beneficial exercise of the sovereignty of peoples and nations over their natural resources must be furthered by the mutual respect of States based on their sovereign equality" and that "violation of the right of peoples and nations to sovereignty over natural wealth and resources is contrary to the spirit and principles of the Charter of the United Nations and hinders the development of international co-operation and the maintenance of peace".

433. She stated that assuming that the Mandatory Powers had the right to make proper arrangements to implement the provisions of Article 22 of the Covenant of the League of Nations, this right could not be termed as a right derived from the German Agreement of 1905. Operating the Mandate under the League of Nations Covenant, they were bound by Article 22, which states that to these Territories must be applied the principle that the well-being and development of peoples not yet able to stand alone form a sacred trust of civilization. And certainly this provision could not be interpreted to mean that under it the Nauruans were dispossessed of their legal right to the island and its phosphate deposits. She stressed that international public opinion recognized the right of a cohesive unit of people identified with a particular Territory, to seek and achieve sole control of their own territorial area, and that it was the provisions of the Trusteeship Agreement which must serve as a basis of determination of the question of ownership of the phosphate deposits on the island of Nauru.

<sup>8</sup> This recommendation was rejected by a roll-call vote of 5 to 2, with one abstention (in favour: Liberia, the Union of Soviet Socialist Republics; against: Australia, France, New Zealand, the United Kingdom and the United States of America; abstention: China.)

434. The logical conclusion to be drawn from the fact that year after year the British Phosphate Commissioners negotiated with the Local Government Council as to the royalty rates to be paid to the Nauruan people for extraction of the phosphate deposits from the island was that the real owners of the phosphate were the Nauruans. Otherwise, they would not have been in the position to legally require such phosphate royalties to be paid to them.

435. She expressed the hope that agreements entered into regarding the phosphate operation after independence would not impose restrictions upon the sovereign rights of the Nauruan people over their natural resources. The Nauruans and the Administering Authority would decide under what conditions the British Phosphate Commissioners would continue the operations in the Territory after independence.

436. The representative of France stated that the property rights of the powers which exploited the phosphates were challenged by the Nauruan representatives. He considered this dispute not as a legal, but as a political one and thought that the solution of this political dispute could only be found in compromise at the cost of mutual concessions after having taken into account both the circumstances of our times and the present conceptions of the international community, as well as the aspirations of those concerned, without being shackled by strictly legal arguments.

437. In this connexion, he was happy to learn that the forthcoming talks between the Administering Authority and the Nauruan representatives would bear specifically on the question of phosphates.

438. He noted the statement of the Head Chief, Mr. De Roburt, that the Nauruans would buy the equipment and then take over responsibility for the exploitation, transport and the sale of phosphates, as well as the related activities of the British Phosphate Commissioners, but wondered whether a solution more in accord with the interests of all concerned might not be found in close participation with the Nauruans at the various levels of the undertaking, particularly in its management and exploitation so that they may be fully associated with the policies of the undertaking and participate in the major decisions such as those related to the rate of extraction and the sale price of the phosphates. The conclusion of talks on the phosphates seemed to be an indispensable prerequisite for later talks on the question of independence.

439. He considered that the Council should encourage these over-all talks and stressed the need to hasten them and to carry on with these talks in a realistic spirit and to accept the necessary reciprocal concessions.

440. The representative of China stated that it would be in conflict with the basic objectives of the Trusteeship System and the Trusteeship Agreement if the people of Nauru should be in any way denied those resources which their own island bore or the benefits deriving therefrom. He thought that the proposed working arrangements for the operation of the phosphate industry, as outlined by the Head Chief in his statement, sounded practical and reasonable; it should serve as a basis for full discussions towards an equitable settlement.

441. He noted the statement of the Head Chief that, should the question of the phosphate ownership not be resolved before the proposed date of independence, the Nauru Local Government Council would take the whole matter into consideration.

442. The Special Representative of the Administering Authority stated that he was unable to agree that there was any room for doubt as to the sound legal basis for the rights exercised by the Phosphate Commissioners. He recalled that the statement of the Solicitor-General of the Commonwealth of Australia was prepared not to emphasize the legal basis for the Commissioners' operations, but in response to a request from the Nauruan representatives that the legal position of the Commissioners be explained in writing so that they could study it. The Administering Authority, in its negotiations and relations with the Nauruan people, had never relied merely on the legal rights of the Commissioners. It had, on the contrary, consulted them throughout the years on such questions as the rate of royalty, rate of production, the order in which the phosphate lands should be mined and many other similar questions of mutual interest. The discussion between the joint delegation and the Nauruan delegation in Canberra would continue to be infused by what the Head Chief called a "spirit of understanding" and a "positive, most heartening, and most encouraging" response and attitude.

443. The representative of Liberia drew attention to the following draft conclusions and recommendations which she, as a member of the Drafting Committee on Nauru, had proposed:

"The Council considers that ownership of the island of Nauru and the phosphate deposits thereof is vested in the Nauruan people."<sup>0</sup>

444. The representative of the Administering Authority emphasized that the Administering Authority's view on the question of the ownership of the phosphates was based not only on the history of the island and its resources stretching back to 1886 but also on the Trusteeship Agreement ratified by the United Nations. Apart from the conflict of legal views, the Trusteeship Council was not competent to make a judgement on a legal issue on a matter which had already been the subject, through the Trusteeship Agreement, of a judgement by the whole of the United Nations, that is, by the General Assembly.

445. The representative of France wondered whether his delegation was competent to pass judgement on the question of law. He thought that it was not for the Trusteeship Council to pass such a judgement but rather for the courts.

446. The representative of the Union of Soviet Socialist Republics expressed his delegation's support for the inclusion of the recommendation proposed by the representative of Liberia. He stressed that the Nauruan people considered the phosphates as their own national property and that therefore they were deeply concerned over the ownership of these deposits in the future. The Nauruan people demanded that the phosphate resources be turned over to them, a demand which was fully justified and which was derived from General Assembly resolution 1803 (XVII) on sovereignty over natural resources.

447. The representative of China stressed that at the time when the United Nations had approved the Trusteeship Agreement no member of the United Nations had in mind the view expressed by the repre-

<sup>0</sup> This paragraph was not adopted in view of a tie vote. The voting, which was by roll-call, was 3 in favour, 3 against, with 2 abstentions (in favour: China, Liberia, the Union of Soviet Socialist Republics; against: Australia, the United Kingdom and the United States of America; abstentions: France and New Zealand.)

sentative of the Administering Authority on the question of the phosphate. He also stressed the fact that the island of Nauru belonged to the Nauruan people.

448. The representative of the Union of Soviet Socialist Republics considered that the Trust Territory was regarded by the Administering Authority as a most profitable area for capital investment. The fact that the Trust Territory was one of the more backward areas was evidenced by the efforts of the Administering Authority to exploit and plunder its natural resources. One example of this policy was the plan of the British Phosphate Commissioners to increase the rate of extraction of the phosphates on the island to 2.5 million tons per annum. The Administering Authority was employing every possible means to hold onto its position in the Trust Territory, to maintain the conditions necessary for exploitation and to perpetuate the economic system it had established in Nauru.

449. The representative of the Union of Soviet Socialist Republics stated that the people of Nauru were confronted with the task of overcoming economic backwardness. The population of the island sought the development of its productive potentialities and wished to mobilize all possibilities for the creation of an expanded system of production in its Territory. It was not a matter of indifference to the people of Nauru in what field, at what cost and under what conditions the Administering Authority would set up such a system of production. It was by no means a matter of indifference to the people of Nauru whether all areas of their economy would be developed, whether they would receive assistance in promoting the rapid development of their national economy or whether there would be a diversion of material and human resources to the interests of foreign capital. The people of Nauru were not interested in obtaining assistance under conditions which, directly or indirectly, would serve only to permit the leakage of greater resources out of the island.

450. The representative of the Union of Soviet Socialist Republics stated that the British Phosphate Commissioners, in which all powers still remained, were plundering the natural resources of the island shamelessly and were dooming its population to poverty in the very near future. The British Phosphate Commissioners were obtaining tremendous profits, and were very carefully concealing the volume of those profits. More than 30 million tons of phosphate were shipped out of the island, and this enabled those countries which used this product to make tremendous savings as compared with the prices that they would have had to pay to purchase phosphates from other parts of the world.

451. For the period from 1957-1965 alone, 12 million tons of phosphate had been exported from Nauru valued at more than £30 million. The over-all value of the phosphate, calculated for the whole period, amounted to the sum of approximately £100 million.

452. The representative of the Union of Soviet Socialist Republics stated that the documents furnished by the Australian Government in 1965 had shown that the value of the phosphate which was extracted, simply amounted to a subsidy granted by Nauru to outside foreign firms. The people of Nauru were quite right in considering that this represented colonial plundering of the island of Nauru.

453. The representative of the Union of Soviet Socialist Republics stated that the British Phosphate Commissioners which had transformed the island of Nauru into a desert should be liquidated and its powers and assets should be transferred to the people of Nauru.

The sums which would be attained on the liquidation of this company would enable the people of Nauru to expedite the training of technical personnel from among the indigenous population, and this would serve to ensure an independent future for the Nauruan community.

454. The representative of the Union of Soviet Socialist Republics stated that the time had come for the Administering Authority to restore to the population of the Trust Territory all the profits it had obtained as a result of its extraction and exportation of phosphate. This money would make it possible for the people of Nauru to rehabilitate the worked-out phosphate mines and to carry out the development of agriculture on the island and would also create new industrial sectors.

455. The representative of the Union of Soviet Socialist Republics stated that statistics show the unswerving continuous increase in the extraction of phosphates from 105,000 tons in 1916 to nearly 2 million tons in 1965. If the continuing exportation of phosphates from Nauru was not stopped at the volume that obtained at present and that was planned for the near future, the island of Nauru would be facing a very difficult future.

456. Therefore he considered that the rate of phosphate extraction on the island should be slowed down.

457. The representative of the United States of America expressed the hope, with regard to the operation of the phosphate industry, that it would be possible for the Administering Authority and for the representatives of the Nauruan people to arrive at a solution agreeable to both parties in the spirit of cooperation that had always characterized their relationship.

458. The representative of China thought that no matter how the question of the phosphate industry, now under negotiation, was to be resolved, the obligation rested with the Governments of the countries which had benefitted from the low price, high quality phosphate over the many years of operation of the British Phosphate Commissioners to provide generously what was necessary towards the Economic Development Fund when it was established.

459. He noted with satisfaction the assurances from the Head Chief that the Nauruan people would see to it that the phosphate industry was properly and efficiently managed under Nauruan ownership.

460. In connexion with the 1965 Visiting Mission's recommendations, the representative of the United Kingdom noted the increased royalty rates granted to the Nauruans for the years 1964 to 1966 and the retrospective payments made to them. He was glad to note that a high proportion of this money was being paid into funds for the long-term benefit of the Nauruan people. Talks on a joint arrangement based on a sharing of the benefits of the phosphate operation began in Canberra in June 1966 and were to continue in the near future.

461. Given flexibility on both sides, his delegation looked forward to a successful conclusion of the phosphate negotiations on which so much else depended.

462. The Special Representative of the Administering Authority stated that the association between the Australian and Nauruan people had made significant contributions to the strength of the agricultural economies of the administering Governments. It had also raised the Nauruan standard of living and general conditions of life in Nauru. A continuance of this asso-

ciation held out the promise of significant and mutual benefits. The countries comprising the Administering Authority would for their part continue to receive an assured supply of phosphate at a fair price while the Nauruan people would continue to receive the benefits of an efficient, experienced and skilled organization and assured a stable market for their only export.

#### **IV. SOCIAL AND EDUCATIONAL ADVANCEMENT**

##### **Outline of conditions and recommendations adopted by the Trusteeship Council**

463. According to the report of the Administering Authority for 1964-1965, the district women's clubs have increased their field of activities. The Administration poultry run is now under lease to one of the clubs.

464. The educational level continued to rise and was very apparent in the improved progress of primary school students. The new Location School was completed.

465. At its thirty-third session, the Trusteeship Council was informed by the Special Representative that a new two-storey Apprentices School is now nearly complete. This school would provide facilities for the practical and theoretical training of Nauruan, Gilbert and Ellice Island apprentices. It was already in use and thirty-nine apprentices were under instruction. The trainees included twenty-four Nauruans.

466. At its thirty-second session, the Council noted with satisfaction the findings of the 1965 Visiting Mission that standards of living in Nauru were high and that social, medical and educational conditions were excellent.

467. The Council noted the statement of the Administering Authority that the British Phosphate Commissioners had commenced the installation of two electrostatic precipitator chambers in their phosphate drying plant and that these chambers would reduce the

escape of phosphate dust from the drying plant to negligible proportions. The Council further noted the statement of the Administering Authority that a second pair of precipitators was scheduled for installation by September 1965, and a third pair by January 1966. The Council looked forward to a report from the Administering Authority on the degree of success obtained by the installation of the precipitators in order to ensure the reduction of the phosphate dust nuisance to negligible proportions.

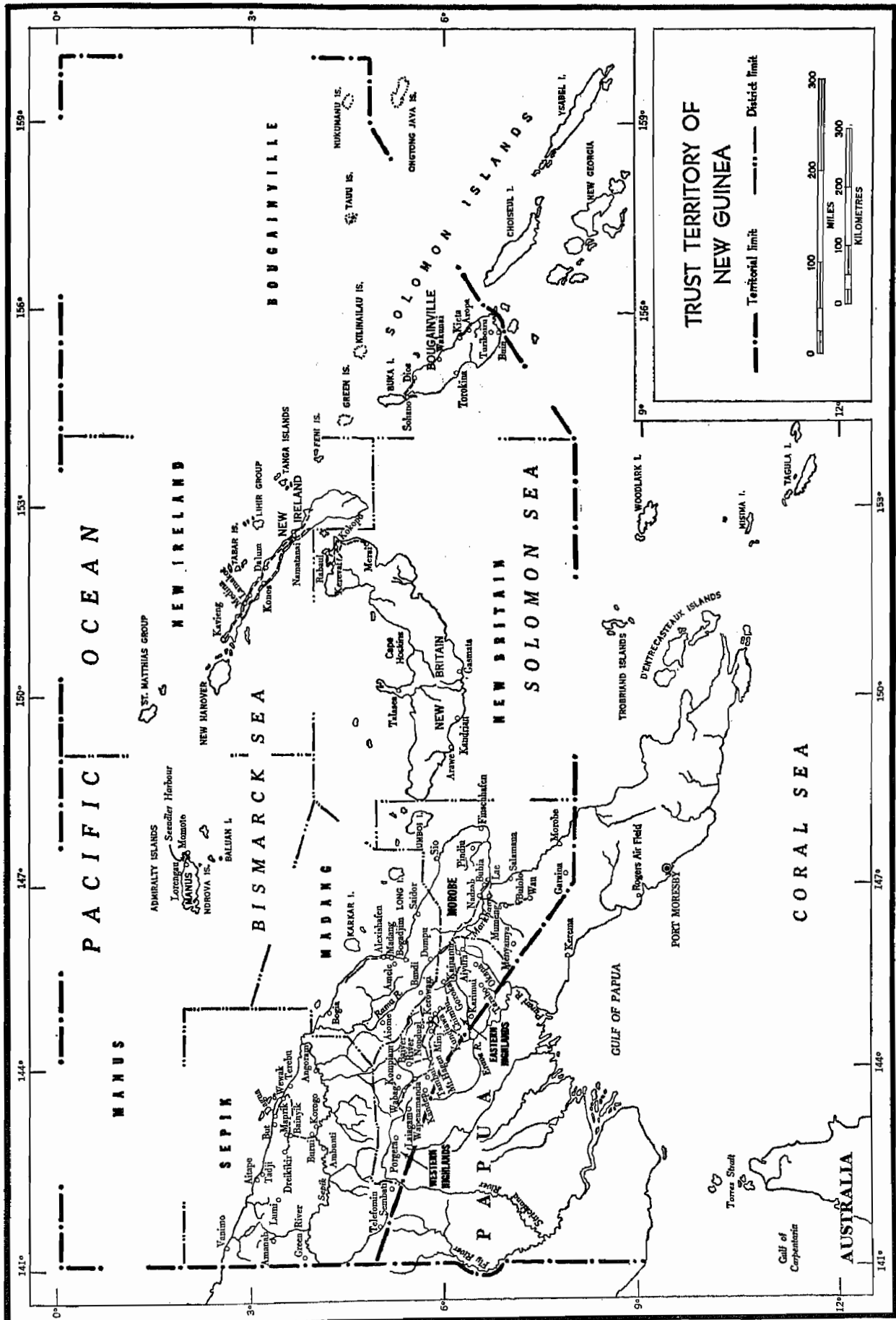
468. In its report for 1964-1965 the Administering Authority informed the Council that the first pair of electrostatic precipitators would be commissioned in November 1965. The second pair was expected to be in operation in April 1966 and the third pair in November 1966. The Administering Authority was aware of the Council's concern to see an effective solution to the problems resulting from the phosphate dust at the drying plant and was hopeful that with the completion of installation of all three precipitator units next year, the dust nuisance will have been reduced to negligible proportions.

469. At its thirty-third session, the Trusteeship Council was informed by the Special Representative that during the first two months of 1966 a survey was made of the eye health of the Nauruan people.

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




470. The representative of the United Kingdom recorded an acknowledgement of the achievements of the Administering Authority in matters of schooling, vocational training, employment and the health of the people.

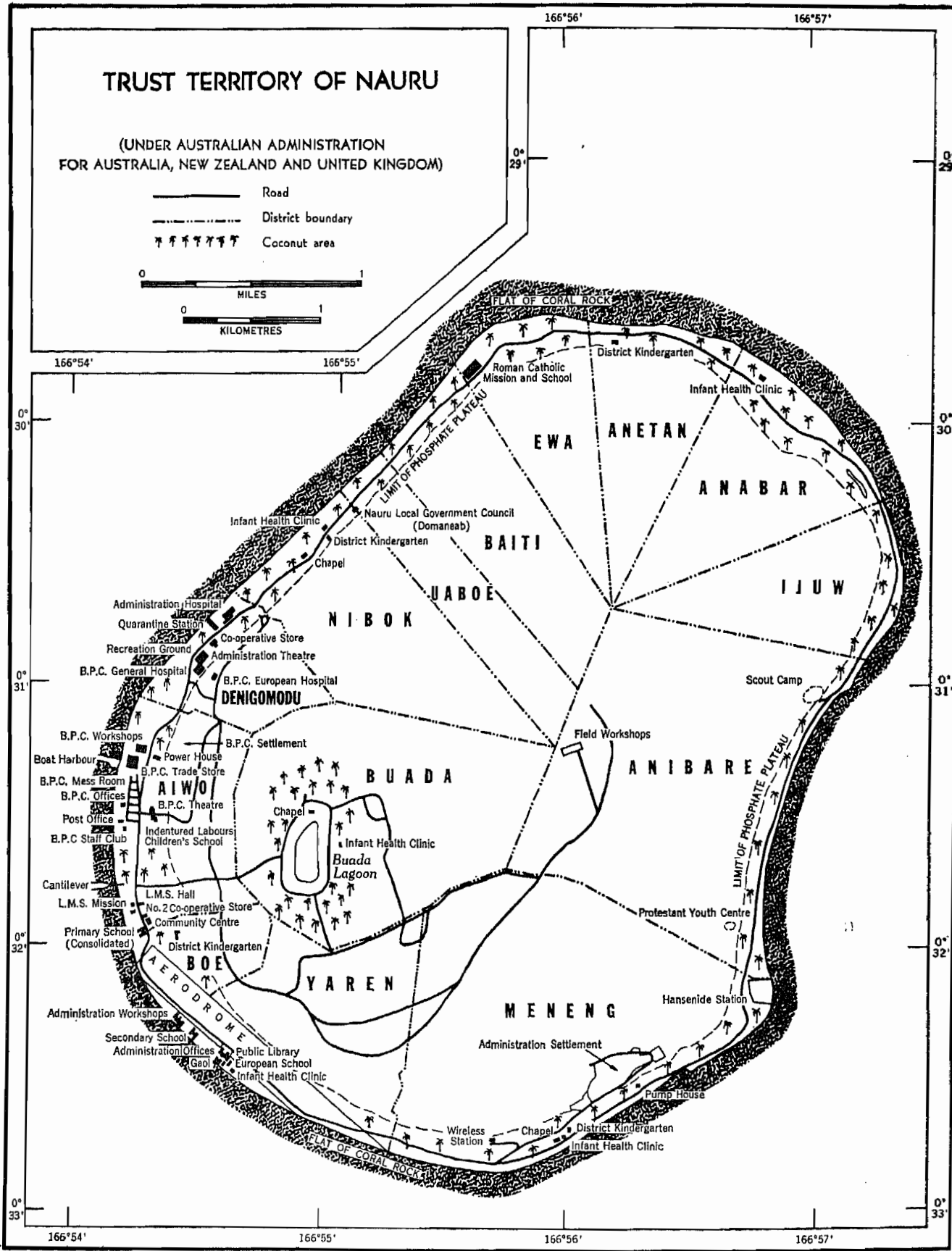
471. The representative of China noted with satisfaction the further improvement in the social, medical and educational conditions in the Territory. He considered that advances in these fields were essential for the future growth and well-being of the Nauruan people.



# TRUST TERRITORY OF NAURU

(UNDER AUSTRALIAN ADMINISTRATION  
FOR AUSTRALIA, NEW ZEALAND AND UNITED KINGDOM)

-  Road
-  District boundary
-  Coconut area



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