



REPORT OF THE TRUSTEESHIP COUNCIL

27 July 1966—30 June 1967

**GENERAL ASSEMBLY
OFFICIAL RECORDS : TWENTY-SECOND SESSION
SUPPLEMENT No. 4 (A/6704)**

UNITED NATIONS

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UNITED NATIONS
New York, 1967

NOTE

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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 1967 was as follows:

Members administering Trust Territories

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

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

China
France
Union of Soviet Socialist Republics

Members elected by the General Assembly

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

B. Officers

2. Miss Angie Brooks (Liberia) and Mrs. Eugenie M. Anderson (United States) were elected President and Vice-President respectively, at the beginning of the thirty-fourth session on 29 May 1967.

C. Sessions and meetings

3. The Council held the following meetings during the period covered by this report: thirty-fourth session (1297th to 1322nd meetings), 29 May to 30 June 1967.

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.¹

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.

¹ Official Records of the Security Council, Twenty-second Year, Special Supplement No. 1 (S/8020).

Chapter II

EXAMINATION OF ANNUAL REPORTS

8. 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 of the Secretary-General transmitting the report</i>
Nauru	Australia	Year ended 30 June 1966	9 May 1967	T/1659
New Guinea	Australia	Year ended 30 June 1966	9 and 16 May 1967	T/1660 and Add.1
Trust Territory of the Pacific Islands	United States of America	Year ended 30 June 1966	10 May 1967	T/1661

9. 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. C. E. Reseigh Head Chief Hammer de Roburt (Adviser) Councillor James Ategan Bop (Adviser)	1313th-1317th, 1320th
New Guinea	Mr. H. W. West Mr. Zure Zurecnuoc (Adviser) Mr. Edric Eupu (Adviser)	1298th-1304th 1306th, 1318th, 1319th

Chapter III

EXAMINATION OF PETITIONS

A. Examination of petitions

10. At its thirty-fourth session, the Trusteeship Council examined six petitions circulated under rule 85, paragraph 1, of its rules of procedure and five 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 (S/8020).

B. Petitions concerning Nauru

11. Three separate petitions from Head Chief Hammer de Roburt were circulated under rule 85, paragraph 1, concerning the situation regarding talks between the Head Chief and the three Administering Authorities on phosphate deposits in the Trust Territory of Nauru (T/PET.9/29 and Add.1 and 2). Observations of the Government of Australia as Administering Authority were circulated in document T/OBS.9/5. At the 1313th and 1317th meetings of the Trusteeship Council, Head Chief de Roburt, speaking as an adviser to the Special Representative, stated that since talks whose resumption had been the main objective of these petitions had taken place, he proposed that the petitions should be withdrawn.

C. Petitions concerning New Guinea

12. Two petitions were circulated under rule 85, paragraph 2, concerning New Guinea and dealing with matters of a general nature. One from the Tolai people of New Britain (T/PET.8/L.10) requested help from the Secretary-General in the hope of changing the present conditions in the Territory. They complained of distrust and dissatisfaction and wanted to make it clear that they did not think themselves ready for self-government or able to do without European assistance. They wanted to be treated as human beings and encouraged to learn to help themselves. They added that several native people had written letters about minor complaints and injustices to the Australian Government or territorial Administration and had lost their jobs. They also requested to speak to representatives of the United Nations who might visit New Britain. Subjects they suggested for consideration included native wages, land, plantations, local councils, introduced labour, training in order to look after their own country, native-owned businesses, insurance and investments, foreign businesses, use of public money, returned servicemen, nationality, tax increases, the dismissal of Europeans for assisting Natives, schools, the Administration, the House of Assembly and the United Nations.

13. The other petition of a general nature (T/PET.8/L.11) was written by Father Bernard Jakubco,

M.S.C., of the Catholic Mission at Kavieng, who felt that the United Nations did not appreciate the efforts which Australia had made in New Guinea. He described his work in New Hanover Island, New Ireland District and the problem of the Johnson cult there. In his view the whole social structure of organization and authority had broken down. Independence was not yet an issue. He believed that Australia had over-accelerated the pace of development. He felt that the goals set would be obtained in time. He hoped that the Australians would remain to keep the country going.

14. One petition (T/PET.8/22) from the Papua and New Guinea Native Ex-Service Association in Rabaul complained that in spite of having fought side by side with Australians and Americans in the Second World War, the members of the Association had not received equal treatment especially in obtaining loans to start their own businesses. The Association also expressed a desire to see Members of the United Nations who might go to Rabaul in the future in order that the latter might hear some of their grievances. The observations of the Government of Australia as Administering Authority regarding this petition were circulated in document T/OBS.8/12. The Administering Authority undertook to submit written observations on this petition at the next session of the Council as the petition had been received too late for the complaint to be investigated.

15. At the 1304th meeting of the Council the representative of Liberia expressed concern about the facts mentioned in petition T/PET.8/22 from the New Britain ex-servicemen, particularly since one of the advisers to the Special Representative had acknowledged in the Council that ex-servicemen received much smaller plots than Australian ex-servicemen and that the loans granted to them were also smaller. That was a clear case of discrimination.

16. The representative of the Union of Soviet Socialist Republics said at the same meeting that the facts mentioned in petitions T/PET.8/22 and T/PET.8/L.10 made it doubtful that New Guinea and Papua were experiencing the happiness and prosperity described by the representative of Australia. The situation was far from ideal in those Territories and the satisfaction expressed by the Australian representatives was misplaced. The concern of the representative of Liberia about the facts mentioned in this petition was justified. Petition T/PET.8/L.10 merely accentuated it. He drew attention to the contents of the petition and noted, in particular, that none of the five New Britain representatives in the House of Assembly was a New Britain native, a circumstance which had led the petitioners to ask: "if this is so how are we ever to learn to govern ourselves?"

17. At the same meeting the representative of the Administering Authority, in addition to the written

observation, stated that it was the responsibility of the elected representatives of the people of New Guinea to decide on the Territory's future and it was not for others to do so in their stead. The representative of the USSR had insinuated, he continued, that the House of Assembly was controlled by aliens. This was totally false. He pointed out that, in fact, its members were freely elected by universal adult franchise and that there was an indigenous majority.

18. The Council decided, without objection, to draw the attention of the petitioners to the observations of the Administering Authority (T/OBS.8/13) and to the statements made by its representative as well as to the statements made by other representatives at the 1304th meetings.

19. Another petition came from Mr. Dale C. Otto, an American Christian missionary living in Australia, who requested the Council's help to obtain permission to go to New Guinea to help the people of the Sepik River District in the Territory. He had received a letter from the Australian Department of Territories stating that it would not grant such a permit.

20. In its written observations (T/OBS.8/12), the Administering Authority stated that Mr. Otto had arrived in the Trust Territory on 27 October 1965 as a volunteer attached to a Lutheran Mission. After a

few days he decided to leave the Mission to preach independently. In the view of the Administering Authority, he endangered the health and welfare of the indigenous people by advocating a bread and fish diet and total abstinence from medicines. Subsequently, the petitioner was hospitalized with a fever. The Administering Authority stated that by his behaviour in the hospital, he caused the staff unnecessary work and was unable to pay his hospital expenses. He departed from the Trust Territory on 15 April 1966 at his own volition. His application to re-enter the Territory was rejected because it was considered that his teachings were dangerous, because of the trouble caused to the authorities, including the hospital staff, and the fact that he is not attached to any mission. The representative of the Administering Authority replied at the Council's 1304th meeting that if the Administering Authority was not allowing Mr. Otto to return to New Guinea, it was not for reasons of religion. It did not doubt the sincerity of his religious beliefs, but it felt that his activities might endanger the welfare of the people.

21. The Council decided, without objection, to draw the attention of the petitioner to the observations of the Administering Authority (T/OBS.8/12) and to the statements made by its representative as well as to the statements made by other representatives at the 1034th meeting.

Chapter IV

VISITS TO TRUST TERRITORIES

A. United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1967

22. At its thirty-third session, the Council adopted resolution 2145 (XXIII) of 20 July 1965, by which it decided to dispatch a periodic visiting mission to the Trust Territory of the Pacific Islands. The Mission was composed of Miss Angie Brooks (Liberia) Chairman; Mr. Kenneth Rogers (Australia), Mr. Pierre Basdevant (France) and Mr. Richard Posnett (United Kingdom). The resolution set forth the terms of reference of the Visiting Mission.

23. Before its departure for the Trust Territory, the Mission visited Washington, D.C., on 30 and 31 January 1967, for preliminary discussions with representatives of the Department of State and of the Interior and also of the Peace Corps on recent development in the Trust Territory and, in particular, to obtain an indication of the views of the Administering Authority as to the future of the Territory. The Mission was received by the Secretaries of State and of the Interior. The Mission toured the Territory from 12 February until 17 March 1967 and then returned to New York to draft its report.

24. The report of the Mission² was examined by the Council in conjunction with the annual report of the Administering Authority. The principal observations and recommendations of the Visiting Mission on conditions in the Trust Territory, as well as the text of resolution 2147 (XXXIV) adopted by the Council on 29 June 1967, are to be found in the Council's report to the Security Council (S/8020).

B. United Nations Visiting Mission to the Trust Territories of Nauru and New Guinea, 1968

25. At the 1321st meeting of the Council, the Governments of France, Liberia, New Zealand and the United States of America were invited to submit nominations for membership of the United Nations

Visiting Mission to the Trust Territories of Nauru and New Guinea in 1968.

26. At the same meeting, on 29 June 1967, the Council adopted resolution 2148 (XXXIV) setting forth the terms of reference of the Visiting Mission. In this resolution, the Council directed the Visiting Mission (1) to investigate and report as fully as possible on the steps taken in the Trust Territories of Nauru and New Guinea towards the realization of the objectives set forth in Article 76 b of the Charter of the United Nations, and to pay special attention to the question of the future of the two Territories, including the wishes of the Nauruan community regarding its future, in the light of the relevant sections of the Charter and the Trusteeship Agreements, bearing in mind the provisions of relevant Trusteeship Council and General Assembly resolutions, including General Assembly resolutions 1514 (XV) of 14 December 1960 and 1541 (XV) of 15 December 1960; (2) to give attention, as may be appropriate in the light of discussions in the Trusteeship Council and of resolutions adopted by it, to issues raised in connexion with the annual reports on the administration of the Trust Territories, in the petitions received by the Council concerning Nauru and New Guinea, in the reports of previous visiting missions and the Administering Authority's observations on those reports; (3) to receive petitions, without prejudice to its acting in accordance with the rules of procedure of the Council, and to investigate on the spot such of the petitions received as, in its opinion, warrant special investigation. Finally, the Council requested the Visiting Mission to submit to the Council as soon as practicable separate reports on the Trust Territories of Nauru and New Guinea containing its findings, with such observations, conclusions and recommendations as it may wish to make.

27. At the same meeting, the Council decided that the nomination of members would be automatically approved when received and that the members of the Visiting Mission would elect their own chairman.

² *Official Records of the Trusteeship Council, Thirty-fourth Session, Supplement No. 2 (T/1668).*

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

28. At its 1312th meeting, the Trusteeship Council considered the question of the attainment by Trust Territories of the objectives of self-government or independence. Throughout its examination during its thirty-fourth 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.

29. At the 1297th meeting, the representative of the Union of Soviet Socialist Republics said that the work of the Council's thirty-fourth session was proceeding at a time when the peoples still under the colonial yoke were waging a particularly bitter struggle, supported by all the peace-loving and freedom-loving nations and by the United Nations.

30. Following the adoption of the historic Declaration on the Granting of Independence to Colonial Countries and Peoples, the national liberation movement of the enslaved peoples had made substantial progress and many new independent countries had appeared on the map. It was obvious that the increasingly rapid collapse of the colonial system was primarily the result of the struggle waged by the peoples themselves, but it was also undeniable that the United Nations had made its contribution. Yet, because of the activities of the colonial Powers in the Trusteeship Council, the Organization's efforts to bring about the liberation of the peoples were hampered by the Council, despite the fact that, under the Charter, the Council was called upon to promote the economic and social advancement of the Trust Territories and progress towards self-government and independence. The colonialists seemed to feel quite at home in the Trusteeship Council and the decisions adopted in the Council were in flagrant contradiction with the spirit of the times and of the Organization's many decisions concerning decolonization.

31. The Council's activities did not reflect the radical changes which had taken place in the world

over the past twenty years. As the Secretary-General had stated at the opening of the session of the Special Committee of Twenty-Four, the failure of the Organization to resolve a number of colonial problems had been due, not to a lack of concern on its part, but to the non-compliance of certain administering Powers with the Declaration on the Granting of Independence to Colonial Countries and Peoples. Those Powers resorted to manoeuvres of all kinds and stopped at nothing in their efforts to prolong their colonial rule in the Trust Territories and so protect their economic and strategic interests.

32. The Council had been transformed into a body for recording the colonial Powers' proposals for making the dependent Territories economic appendages of the metropolitan countries and converting them into military bases which would enable those Powers to defend more efficiently the interests of the United States, United Kingdom, Australian and other monopolies in those Territories and in the Pacific Ocean and the Far East generally. Having converted most of the Trust Territories into military bases, the United States and its partners in aggression in South-East Asia were using those Territories and such Non-Self-Governing Territories as Guam in their sordid war against the people of Viet-Nam and the other peoples struggling for freedom and independence. It was too much to hope that decisions consistent with the interests of the peoples of the Trust Territories would be taken at the present session of the Council. But it was the duty of members to demand that the Council should begin to consider the items on its agenda, not now on the basis of the Administering Authorities' reports, which distorted the facts, but by inquiring how the Powers concerned were applying the resolutions of the General Assembly's twenty-first session relating in particular to the Trust Territories of New Guinea and Nauru. General Assembly resolutions 2226 (XXI) of 20 December 1966, 2227 (XXI) and 2189 (XXI) called on the Administering Authorities to implement a whole series of measures for overcoming the remaining obstacles to the elimination of the colonial régime. That method would enable members to learn the true situation in the Territories on the Council's agenda; it would also save time, since the Council would not examine on the basis of the Administering Authorities' reports, whose sole purpose was to distract its attention from the real problem, which was to learn how the Powers concerned were applying the Declaration and the decisions of the last session of the General Assembly.

33. The representative of the Union of Soviet Socialist Republics reminded the Council at its 1312th meeting that in his earlier statement on the organiza-

tion of its work, he had proposed that in dealing with each Trust Territory it should consider how the Administering Authority was implementing the relevant General Assembly resolutions. That proposal had seemed to find favour with the Council and the implementation of resolution 1514 (XV) in particular had been a constant subject of debate. His delegation had given examples to show that the United States and Australia were not implementing that resolution, but were denying self-determination to the peoples in their charge and encouraging their exploitation by monopolies and the militarization of the Territories.

B. 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

34. 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-fourth 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. She also expressed her willingness to discuss with the Chairman of the Special Committee any further assistance which the Special Committee might require from the Trusteeship Council.

C. General Assembly resolutions on the question of the Trust Territory of Nauru

35. 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.

36. General Assembly resolution 2226 (XXI) reaffirmed the inalienable right of the people of Nauru to self-government and independence; recommended that the Administering Authority should 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; recommended further that the Administering Authority should

transfer control over the operation of the phosphate industry to the Nauruan people and take immediate steps, irrespective of the cost involved, towards restoring the island of Nauru for habitation by the Nauruan people as a sovereign nation.

37. The Council considered the two above-mentioned resolutions with its examination of the annual report of the Administering Authority for the period under review.

38. At the 1320th meeting of the Council, the representative of Liberia introduced two draft resolutions concerning the future of the Trust Territory of Nauru. By the first (T/L.1131)³ the Trusteeship Council would recommend that the future of Nauru be inscribed as a separate item on the provisional agenda of the twenty-second session of the General Assembly. By the second (T/L.1132)⁴ the Council would: recommend that the Administering Authority should 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; recommend that Nauru become an independent Republic by 31 January 1968; decide that the conclusion of a Treaty of Friendship by which the responsibility for defence and external affairs would be devolved upon Australia, could not be a pre-condition to granting independence to Nauru; recommend that the Administering Authority should take immediate steps towards restoring the island of Nauru for habitation by the Nauruan people as a sovereign nation; consider that it was the responsibility of the Administering Authority to restore at its cost the worked-out land on the island until the time when the Nauruans received the full economic benefit from the phosphates.

39. At the same meeting, when the two draft resolutions were put to the vote, the representative of Liberia requested a roll-call vote on the second of the drafts. The first (T/L.1131) was rejected by 4 votes to 2, with 2 abstentions. The second (T/L.1132) 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.

40. At the same meeting, the Council decided to draw the General Assembly's attention to the action which it had taken in connexion with General Assembly resolution 2111 (XX) and 2226 (XXI) in this chapter of its report. The observations of members of the Council concerning these two Assembly resolutions are given below.

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

41. The representative of the Union of Soviet Socialist Republics considered that the Nauruans had the right to demand a just compensation for the export of their natural resources; they had the right to ownership over the phosphate found on their island. He emphasized that this lawful right of the Nauruan people was reaffirmed by General Assembly resolution 2226

³ *Ibid.* Annexes, agenda item 4a.

⁴ *Ibid.*

(XXI) which recommended that the Administering Authority transfer control over the operation of the phosphate industry to the Nauruan people. He believed that the Administering Authority, in accordance with resolution 2226 (XXI), must undertake the necessary measures to restore the worked-out mining land at their own expense in order to create conditions permitting the people of Nauru to exist as a sovereign nation.

42. At the 1320th meeting, when explaining his vote on a Liberian amendment to the draft recommendations and conclusions contained in the report of the drafting committee concerning the date for independence of the Nauruan people, the representative of the United Kingdom stated that his delegation had voted against General Assembly resolution 2226 (XXI). He had therefore voted against the Liberian amendment. With regard to the future of Nauru, the views of his delegation had been made clear in the debate in the Council. It would be inadvisable to insert the Liberian amendment in the Council's report at a time when important discussions were still only in the exploratory phase.

43. The representative of the United States, at the same meeting, explaining his vote on the same amendment, stated that his delegation had expressed support for the Nauruan people's exercising their right of self-determination at the earliest possible date and had welcomed the progress reported by the Administering Authority. However, his delegation had voted against the Liberian amendment, as it felt that the Trusteeship Council should not prejudge the question of the Territory's future.

44. Commenting on the Liberian draft resolutions, the representative of the Administering Authority stated at the 1320th meeting that he could see no point in the draft resolution contained in document T/L.1131 since the question of the future of Nauru would in any case be included on the agenda of the General Assembly's twenty-second session when the report of the Trusteeship Council was considered. With regard to the second draft resolution (T/L.1132), he was surprised that the Liberian delegation had seen fit to submit a text which failed to take into account the vital information on conditions in Nauru that had already been submitted to the Council. With regard to the word "restore" appearing in operative paragraphs 4 and 5 of that draft, it should be remembered, as the Special Representative had repeatedly pointed out, that the use of that word was rather paradoxical in the case of Nauru. Did it mean that Nauruan land must be restored to its pristine state? If so, it should be pointed out that the greater part of the island had consisted of phosphate-bearing rock. The land, which had been covered by a thin layer of unproductive soil, had never been used for agriculture or even for habitation. A committee of experts had studied the problem, but the Nauruan people had rejected the general conclusions it had reached in its report,⁵ for reasons which were well known to the Council. The Nauruans felt that the land in question should be covered by a layer of topsoil four feet thick, an operation which would cost \$100 million. He wondered why an area should be covered by a four-foot layer of topsoil—a figure, which seemed quite arbitrary—when it might later be used for an airport or might perhaps be abandoned if the

inhabitants decided to settle elsewhere. Those were practical problems to which the Australian Government had given serious consideration. Any expenditure that might be proposed for the rehabilitation of the worked-out land should be considered in the light of the land's possible future use. At present, no one could say with any certainty how the land would ultimately be used. The Nauruans wanted the sum of \$100 million to be used immediately for restoring the land, but were not concerned with the planning required for its future use, a question which they themselves must decide. Moreover, the proposal for restoring the land in the manner desired by the Nauruans would be a hindrance to any proposals designed to ensure that what was done with the land would appreciably and permanently increase the island's supply of water. In his view, even if the Nauruans had the sum of \$100 million at their disposal, they should not use it immediately for such a purpose.

45. The Trusteeship Council had before it a document giving the heads of agreement on the Nauruan phosphates. That agreement provided that, on the expiry of an interim period of three years, the phosphate deposits would become the property of the Nauruans, who would be responsible for both the management and the supervision of the phosphate industry in the island. During the negotiations it had been decided by the two parties that the Nauruans would receive \$A 12 per ton of phosphate. In reaching that figure, the Partner Governments had taken account of two principles: first, the Nauruan people should receive a sufficient income from the phosphate industry to cover their present and future needs, and second, they themselves must take all decisions concerning the restoration of the worked-out land. Out of the total of \$A 12 per ton, it had been calculated that the Nauruan people would receive a net income of \$A 8, which represented an annual income of \$A 30,000 for each Nauruan family in the present population. That sum of \$A 8 could be broken down as follows: \$1 would go to a fund for restoring the land, \$1 would go for administration, \$3 would go to a long-term investment fund and \$3 would go to the owners of the land worked. Under that formula, by the time the phosphates deposits were exhausted, an investment fund of \$US 400 million would have been built up, yielding the Nauruan people an annual income of the order of \$US 24 million.

46. It was true that the Head Chief had told the Council that the Nauruans had given up the idea of resettling elsewhere, but if they were to change their minds, there would obviously be a close relationship between that decision and any decision concerning the restoration of the worked-out land.

47. Operative paragraphs 1, 2 and 3 were not only pointless but might even be harmful in the present circumstances. The parties concerned had already reached a large measure of agreement during negotiations which had been characterized by their cordiality and now that the negotiations were on the point of re-opening, it would be regrettable if their success were jeopardized by the adoption of such a draft resolution.

48. Australia fully realized that, whatever the course of Nauru's constitutional development, the island's population would continue to face many and varied problems. The representative of the Administering Authority had no doubt that Australia, aware of its responsibilities to the Nauruan people, would, as in the past, always provide any assistance that might be asked of it.

⁵ T/1662.

49. The representative of New Zealand explained that his delegation voted against the first draft resolution submitted by Liberia (T/L.1131) because the question of Nauru was to be considered by the General Assembly and against the second draft resolution (T/L.1132) because it could see no point at the moment in obliging the parties concerned to enter into difficult negotiations on complicated questions on which there was as yet no agreement. However, New Zealand subscribed to the principles contained in that draft and hoped that an agreement would be reached in subsequent talks.

50. The representative of France stated that his vote on the draft resolution contained in document T/L.1132 should be interpreted in the light of the observations he had made at the time of the vote on the Drafting Committee's report. At that time he had felt that no essential part of the provisions relating to the future of the Territory adopted at the previous session of the Council had been omitted by the Drafting Committee. Where the right of the Nauruan people was concerned, the reference to Article 76 b of the Charter was sufficient. Furthermore, he felt that if the relevant resolutions were mentioned, there was no need to quote their provisions. The wishes of the Nauruans had been taken into consideration, since they were expressly mentioned in the Committee's report. He was not opposed to the date for the independence of Nauru being set at 31 January 1968, but he considered that the date should be established by agreement between the interested parties. It was not for the Council to take the decision; it could only make a recommendation. He was not opposed to giving consideration to the Nauruan people's interests, but he felt that it was impossible not to take account of the Administering Authority's responsibilities.

51. The representative of the United Kingdom had been unable to support the second of the Liberian draft resolutions (T/L.1132), the first three operative paragraphs of which prejudged the outcome of negotiations which were still only in their preliminary stages. With regard to operative paragraphs 4 and 5, he fully supported the views expressed by the representative of Australia. The agreement on the Nauruan phosphates, which had been freely accepted by all the parties concerned, was a comprehensive and final settlement. It made generous and far-sighted provision and disposed of all outstanding financial issues, including the cost of any future proposals for restoring the worked-out land.

52. The representative of the United States voted against the first draft resolution (T/L.1131) because he could see no point in the recommendation made. The General Assembly would take up the question of the future of Nauru at its next session. With regard to the second (T/L.1132), the questions at issue in operative paragraphs 1, 2 and 3 were better handled in the report which the Trusteeship Council had adopted. He could not accept the implication contained in operative paragraph 3 that the Administering Authority had made the conclusion of a Treaty of Friendship a pre-condition to the granting of independence. As to operative paragraphs 4 and 5, he preferred the wording used in the report.

D. General Assembly resolutions 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 Power to report to the Trusteeship Council at its thirty-fourth session.

54. General Assembly resolution 2227 (XXI) reaffirmed the inalienable right of the people of Papua and New Guinea to self-determination and independence in accordance with General Assembly resolution 1514 (XV); deplored the failure of the administering Power to implement General Assembly resolution 2112 (XX); called upon the administering Power to implement fully resolution 1514 (XV) and to inform the Trusteeship Council at its thirty-fourth session and the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples of the action taken in this regard; called upon the administering Power to implement the following measures: (a) removal of all discriminatory electoral qualifications; (b) abolition of all discriminatory practices in the economic, social, health and educational fields; (c) holding of elections on the basis of universal adult suffrage with a view to transferring power to the people of the Territories; (d) fixing of an early date for independence; (e) further called upon the administering Power to refrain from utilizing the Territories for military activities incompatible with the Charter of the United Nations; and (f) requested the Secretary-General to transmit the present resolution to the administering Power.

55. The Council considered these two resolutions with its examination of the annual report of the Administering Authority for the period under review.

56. At the 1318th meeting, on 26 June 1967, the representative of the Union of Soviet Socialist Republics submitted a draft resolution (T/L.1127)^a which, he stated, unlike the report of the Drafting Committee was in accordance with General Assembly resolution 1514 (XV) and subsequent decisions of the United Nations. The Council according to the draft resolution would (1) reaffirm the inalienable right of the people of Papua and New Guinea to self-determination and independence in accordance with General Assembly resolution 1514 (XV); (2) condemn the Administering Authority for its refusal to implement General Assembly resolution 2112 (XX) of 21 December 1965 and 2227 (XXI) of 20 December 1966; (3) urge the Administering Authority to take all necessary steps for the immediate and full implementation of the recommendations contained in General Assembly resolutions 2112 (XX) and 2227 (XXI); (4) request the Secretary-General to transmit this resolution to the Administering Authority.

57. At the 1319th meeting, the representative of Liberia requested a separate vote on operative paragraph 2. Operative paragraph 2 was rejected by 6 votes to 1, with 1 abstention. The remainder of the draft resolution was rejected by 6 votes to 2. The Council then decided, without objection, to include a summary of the observations of individual members on

^a Official Records of the Trusteeship Council, Thirty-fourth Session, Annexes, agenda item 4b.

this subject in this section of the Council's report to the General Assembly.

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

58. The representative of France said that his delegation understood, of course, the caution shown by the representatives of the population themselves, faced with the complexity and the size of the task of administration and government, but his delegation had confidence that the Administering Authority would make them fully aware of their possibilities and responsibilities, on the one hand, by making perfectly clear to them the choice which they would have to make when they exercise their right to self-determination; and, on the other hand, by associating them every day more and more with the management of their own affairs and by making them progressively responsible for certain sections of administration.

59. The representative of the United Kingdom said that the answers given by two visitors from the New Guinea House of Assembly showed convincingly that the generality of people in the Trust Territory were opposed to premature independence and, indeed, had specifically asked not to be rushed. They did not wish to be left on their own until they were fully confident of their abilities to stand on their own feet. Such an attitude, he continued, provided no justification for any relaxation in the strenuous efforts which were being made to bring them advancement as rapidly as possible, but it was not for others to tell the people of New Guinea what they should think or feel. To have set a date for independence in arbitrary disregard of the people's wishes would clearly have been inconsistent with the principle enshrined in General Assembly resolution 1514 (XV) that it is the freely expressed will and desire of the people which must decide their future. The Administering Authority had chosen a course which complied with the Charter principle that the interests of the inhabitants were paramount.

60. The representative of China said that the day was not, and could not be, distant when the people of New Guinea would freely determine their own future and their own destiny. They certainly have the right to do so now, if they wish, and there was no doubt that one day they would exercise that right, he concluded.

61. The representative of New Zealand stated it was abundantly clear that the people of the Trust Territory of New Guinea, while happy enough to move steadily along the road to greater autonomy, were not clamouring at the present time for independence. That was not because they were prevented from expressing their views or unaware of their rights. While free to go their own way, the New Guineans were clearly not yet seeking the transfer of more power to themselves. His delegation accepted the known views of the people, sought to ensure that the later were brought to the stage of self-determination as swiftly as possible and in the most favourable circumstances, and tried to make certain that all options for the future were kept open.

62. The representative of New Zealand pointed out that the Administering Authority did not propose to alter the nature of its financial or other aid to the Territory as long as such aid was needed and requested. To cast doubt on such commitments could only lead to confusion and disharmony in New Guinea, and it must

be made clear to the people that there was no danger that Australia would terminate its assistance. He stated that large-scale dependence on Australian help would not become a permanent feature of the economy and that when self-determination was exercised, the New Guineans would be in a position to make a free choice. He assumed that the people would choose independence, and in the not too distant future, but he did not adhere to the new doctrine that independence was the only option before the people of Trust and Non-Self-Governing Territories and that they had no right to determine the timing of the assumption of sovereignty.

63. The representative of the Union of Soviet Socialist Republics said that the written and oral reports by the administering Power, together with the Australian representative's answers to question by members of the Trusteeship Council, had convinced him that there had been no change in Australia's colonialist policy with regard to Papua and New Guinea. He had tried to discover what practical steps were being taken to enable the peoples of the Territory to exercise its right to freedom and independence in accordance with the United Nations Charter and the Declaration on the Granting of Independence to Colonial Countries and Peoples. However, he continued, the answer was still no independence for the people of Papua and New Guinea.

64. The representative of the Soviet Union said that in recent time, the Australian authorities had repeatedly argued that the future political status of the Territory and the date on which it would attain independence were matters which could be decided only by the people of the Territory itself. If that was the case, he continued, it was difficult to understand why hired agents of the special colonial police department were keeping a constant watch on the local population and were trying to discover which New Guineans were criticizing the colonial Power. It was clear that the police activities of the colonial Administration were designed solely to prevent the indigenous population from thinking or talking about the possibility of creating an independent State. In the circumstances, what value could the Council attach to the administering Power's assertion that the future of the Territory would be decided by the people alone?

65. In the view of the representative of the Soviet Union, these conclusions could be drawn from the Administering Authority's report. First, it had taken no specific steps during the period under review to fulfil its obligations under the Charter and General Assembly resolution 1514 (XV). New Guinea continued to be an Australian colony, and the Administering Authority was endeavouring to perpetuate its domination over the Territory. Second, Australia had used the Territory for its own purposes and those of Australian and other foreign monopolies against the interests of the indigenous population, which continued to live in misery, poverty and illiteracy. Third, further steps had been taken to use the Territory for imperialist ends by turning it into a strategic military staging area, thus increasing tension in the area. The Council's recommendations should be based on those considerations and should contain a demand for the immediate implementation of General Assembly resolution 2227 (XXI).

66. In his opening statement, the Special Representative had stressed that Australia's policy for Papua and New Guinea called for self-determination at such time as the people themselves might select. The rep-

representative of the United States believed that that policy was in accordance with the Charter, the Trusteeship Agreement and the relevant United Nations resolutions. She hoped that the Trusteeship Council, in formulating its conclusions and recommendations concerning New Guinea, would be guided by the aim of fostering the speediest possible development of political understanding while abiding by "the freely expressed wishes of the peoples concerned"; that principle was embodied in Article 76 of the United Nations Charter, in the Trusteeship Agreement and in operative paragraph 5 of General Assembly resolution 1514 (XV).

67. The representative of Liberia stated that the Administering Authority had successfully frustrated the smooth functioning of the Council by refusing to report on constitutional advancement in the Territory and to implement the principal provisions of General Assembly resolutions 2112 (XX) and 2227 (XXI). In the circumstances it was pointless to press those matters, though their importance should not be minimized.

68. He stated further that when questioned about independence for the Territory, the Administration took refuge behind the Charter and declared that the people must decide its own future. However, the House of Assembly, which was responsible for taking that decision, did not represent the people of New Guinea. The Administration silenced the House whenever it took it into its head to discuss the Territory's political future. That was illustrated in particular by the recent action taken with regard to the adoption of a new tax, a detailed account of which had been given by Mr. Zurecnuoc. The Council could be sure that it would be several decades before Australia pressed for political advancement in the Territory. Just a few days ago, one of the advisers to the Australian delegation had said that he would prefer Australia to remain in the Territory for a virtually indefinite period because he felt that a viable economy, an abundance of university graduates and an experienced public service were prerequisites for independence. That was tantamount to saying that the nations of the world had only become independent when those conditions had been fulfilled. It was also possible, he had added, that Australia would sever relations with the Territory if its population decided to put an end to the trusteeship. Those fears had little foundation, since Australia would not abandon its sizable investment in the Territory, the rich markets for its exports and the employment opportunities it provided for its nationals, or the prospect of vast copper and oil deposits. Instead of hearing once again how many hospitals, schools and roads Australia had built during the period under review, it would be good to see the people of Papua and New Guinea assume direct administration of its own affairs. The Council should tell Australia, without any ambiguity, that the time had come for it to take its leave.

69. The representative of Liberia harboured no dislike for the Australian people. It was grateful to Australia for having helped the people of the Territory to advance from a primitive state of existence. It accordingly urged Australia to divest itself with all deliberate haste of the responsibility of deciding another people's future.

70. The Special Representative of the Administering Authority stated that there appeared to be some feeling that the Australian Government was not doing all it could to encourage constitutional development; and it had been suggested that, for the majority of the popula-

tion, self-determination was synonymous with complete Australian withdrawal. Neither of those assumptions was correct. In fact the future of the Territory had been the subject of discussions between the Select Committee on Constitutional Development and senior ministers of the Australian Government in 1966. The important thing, as the Minister of State for Territories had recently declared, was that in Papua and New Guinea the Administration had established the basis of political institutions which, when the time came for independence or self-government, could serve as a foundation for a stable government capable of serving the needs of a people living in a democratic State.

71. The representative of the Administering Authority stated that the Australian Government had given the most careful consideration to General Assembly resolutions 2112 (XX) and 2227 (XXI), as it had to all the other relevant resolutions. In that connexion, his delegation wished to point out that the Australian Government's position was based essentially on the United Nations Charter and the Trusteeship Agreement freely concluded with the United Nations with the approval of all Members of the Organization. If the Soviet delegation thought that the provisions of the Charter should no longer be applied, it should say so frankly. For his own part, he seemed to remember that in various United Nations bodies, particularly the Special Committee of Twenty-Four, the Soviet delegation had stressed the need for all countries to comply with the obligations they had assumed under the Charter. The adoption of the provisions of the Charter relating to dependent Territories had been due, in large part, to the efforts of the Australian delegation. Some delegations at San Francisco in 1945 had been less interested in the fate of dependent peoples. General Assembly resolution 2227 (XXI) did not provide any constructive suggestions for solving the problems of New Guinea, as it was intended to distort the facts and even to represent non-existent "facts" as the truth.

72. Operative paragraph 1 of the resolution reaffirmed the inalienable right of the people of Papua and New Guinea to self-determination and independence. But that right meant above all that the inhabitants themselves were entitled to decide when to express their views on the future of their country. Operative paragraph 2, in which the General Assembly deplored the failure of the administering Power to implement resolution 2112 (XX), completely ignored the efforts and the progress already made towards self-determination for the population. With regard to operative paragraph 3, in which the administering Power was called upon to implement resolution 1514 (XV), he pointed out that the two members of the House of Assembly present in the Council Chamber were representatives of the New Guinean people democratically elected on the basis of a common roll of electors and universal suffrage.

73. In operative paragraph 4 the General Assembly called upon the administering Power to remove all discriminatory electoral qualifications. But there was no discrimination in the Territory in regard to elections. If certain qualifications had been retained in some regions, it was because the population wanted them to be, and the New Guinean Parliament was open to members of all races. Sub-paragraph (b) of the same paragraph contained a reference to discriminatory practices in the economic, social, health and educational fields. It was true that some anomalies did exist in certain areas,

but the Administration and the House of Assembly were doing everything to remove them, so that there would soon be complete equality not only between the Europeans and New Guineans, but also between the latter and members of all other races. With regard to sub-paragraph (c), which called for elections on the basis of universal suffrage, his delegation was surprised that the General Assembly should pretend to ignore the fact that the Territory had a House of Assembly elected by universal suffrage from a common roll of electors and consisting largely of indigenous members of the population, and that the same democratic principles would be observed in future elections. On the question of independence, which was mentioned in sub-paragraph (d), he wished to stress once more that the indigenous people themselves would express their views on the matter when they saw fit to do so, and that they were perfectly well aware of the various options open to them. Finally, with regard to operative paragraph 5 which referred to military activities allegedly incompatible with the United Nations Charter, he said that such activities as existed were consistent with the provisions of the Trusteeship Agreement and were, in fact, modest in scope compared with those undertaken in other countries.

74. Mr. Eupu, Adviser to the Special Representative and member of the House of Assembly, stated that the people of New Guinea did not want independence immediately. It preferred to wait, trying meanwhile to create the best possible conditions for its accession to independence. There would be new elections to the House of Assembly in 1968, following which the representatives of the people would have ample opportunities to determine the further course of the Territory's development.

75. Mr. Zurecnuoc, Adviser to the Special Representative and also member of the House of Assembly, stated he was participating in the Council's work for the first time and wished to thank the Council for contributing so greatly to New Guinea's progress towards self-government and independence. However, the New Guineans wanted to achieve independence on a sound basis, avoiding certain difficulties which too rapid development had created elsewhere.

76. The representative of the Union of Soviet Socialist Republics stated at the 1318th meeting of the Council that the recommendations contained in the report of the Drafting Committee were unacceptable to his delegation since they ignored decisions of the United Nations, particularly General Assembly resolution 2227 (XXI) which called on the administering Power to implement a number of measures directed towards the earliest attainment of independence by Papua and New Guinea. Instead, the report reflected the views of the administering Power, whose policies were aimed at the annexation of the Territory. The report sought to justify the election of a special category of persons to the House of Assembly, thus siding with the administering Power. That recommendation was contrary to General Assembly resolution 2227 (XXI), which called upon the administering Power to remove all discriminatory electoral qualifications. The Drafting Committee approved the administering Power's policy of introducing an educational qualification for candidates to the House of Assembly, which in practice considerably restricted the eligibility of indigenous inhabitants and favoured the election of Australians. The Drafting Committee had also sided with the administering Power

by recommending a reduction of the latter's legislative authority only in a number of secondary spheres and on a very limited scale. The sections of the report devoted to economic development and educational advancement likewise repeated and approved the policies of the colonial Power. There was no mention of the plundering of the Territory's natural and human resources by international imperialist monopolies, the miserly wages paid to the indigenous inhabitants, the absence of social welfare legislation, and discrimination in wages as between indigenous inhabitants and workers from the metropolitan country. Neither did the report condemn the colonial Power's policy in regard to the alienation of land; instead, the Council was invited to recommend that both the Administering Authority and the House of Assembly should continue the exploitation of the Territory's natural resources by private companies. That was intended not only to open the door to ruthless exploitation of the Territory's resources, but to create a "legal" basis for such exploitation. The conclusions and recommendations in the report completely ignored General Assembly resolutions 2105 (XX) and 2189 (XXI), which called on administering Powers to dismantle military bases in colonial Territories, and resolution 2227 (XXI) which called upon the administering Power to refrain from utilizing Papua and New Guinea for military activities incompatible with the United Nations Charter. His delegation therefore considered the report of the Drafting Committee to be wholly unacceptable and would vote against it. His delegation was firmly opposed to the Drafting Committee's recommendation that General Assembly resolution 1541 (XV) should be applied to Papua and New Guinea, since it was irrelevant to questions of decolonization and concerned only the transmission of information on Non-Self Governing Territories. His delegation therefore objected to any reference to that resolution in the Council's report to the General Assembly, the more so as it was used by the colonial Powers as a cover for their annexationist policy in regard to Trust Territories, in flagrant contradiction with the purposes and principles of the United Nations Charter and the Declaration on the Granting of Independence to Colonial Countries and Peoples.

77. At the same meeting the representative of New Zealand regretted that the Soviet representative had felt it necessary to make yet another general statement on the Trust Territory of Papua and New Guinea rather than using the normal machinery for introducing amendments to the draft report, in accordance with the democratic and long-standing practice of the Trusteeship Council. The draft resolution he had put forward as an alternative to the Drafting Committee's report did not even mention the views expressed by the representatives of Papua and New Guinea in the Council, which was symptomatic of the Soviet approach to the whole question. Indeed, his attitude confirmed the good judgement of the Drafting Committee.

78. At the same meeting the representative of the Administering Authority noted that the Soviet representative had employed the familiar tactic of general assertions as a vehicle for propaganda. He had spoken of the "alienation" of land; but the system of land "alienation" in Trust Territory was the most controlled one to be found in the history of any comparable area anywhere in the world. Less than 3 per cent of the land had passed from indigenous ownership, and that only after the closest investigation of the people's needs. There was no land shortage, and much

of the 3 per cent was itself being used for the benefit of the people. The Soviet representative had repeated his familiar attack on the activities of "monopolies". But the fact was that money was needed for development; large sums of money were being made available by the Administering Authority, and by United Nations agencies, but that was no more than a drop in the ocean—a fact recognized by the House of Assembly itself. The Soviet representative claimed that the Administering Authority was acting contrary to the United Nations Charter. He knew that that was not so, and that the basis of all action by the Administering Authority was in fact the United Nations Charter and the Trusteeship Agreement. The Soviet representative's approach to Assembly resolutions was curiously selective. Why did he see virtue in some resolutions but not in others, such as 1541 (XV)?

79. The Council considered the USSR draft resolution (T/L.1127) at its 1319th meeting on 27 June 1967. The representative of the Administering Authority was surprised that the Soviet delegation had seen fit to submit its draft resolution on conditions in the Trust Territory of New Guinea after all the explanations which the Council had been given regarding the Territory. In introducing the draft resolution, the representative of the Soviet Union had said that neither the Administering Authority nor the Special Representative had reported the implementation of the measures referred to in General Assembly resolutions 2112 (XX) and 2227 (XXI). The Australian delegation regarded resolution 2227 (XXI) as a poor resolution because it did not take account of the realities of conditions in New Guinea or of the essential factors in the development of the Territory and implicitly depicted those conditions and those factors in a false light. In paragraph 1 of the resolution, the General Assembly reaffirmed the inalienable right of the people of the Territory to self-determination and independence; his delegation has always affirmed that that right would be exercised by the people of the Territory whenever and however they wished. Australia spared no effort to ascertain the wishes of the people and would do all it could to take them fully into account. In paragraph 4 of the same resolution, the General Assembly called upon the Administering Authority to implement a number of measures. So far as the removal of all discriminatory electoral qualifications was concerned, there was no discrimination in electoral matters; while it was true that voters in some areas had to meet certain educational qualifications, the qualifications had been laid down at the request of the indigenous population itself. As to discriminatory practices in the economic, social, health and educational fields, anyone who really wanted to do so could always find cases of discrimination in every country of the world, including the Soviet Union; the fact remained that New Guineans and Australians were equal before the law and the Administration was trying to ensure equality, not only between New Guineans and Europeans, but also between New Guineans themselves. As for elections, they had been, were being and always would be held on the basis of universal adult suffrage, and it was outrageous to continue to accuse the Administering Authority, as the representative of the Soviet Union was doing, against all the evidence, of paying no heed to the interests of the indigenous population. Finally, on the question of the fixing of an early date for independence, called for in paragraph 4 of General Assembly resolution 2227 (XXI), he reiterated that the people of the Territory

were aware, and the United Nations was also aware, that they could request independence. Despite all the Administering Authority's statements, explanations and clarifications, the representative of the Soviet Union, the sponsor of the draft resolution, would have the Trusteeship Council "condemn" Australia for its refusal to implement General Assembly resolutions, and in the second place, the use of the word "condemns" was, in the circumstances, nothing less than a cynical prostitution of the terminology and principles of the Charter. He had challenged the representative of the Soviet Union to deny the validity of the Charter as the law of the United Nations, but the representative of the Soviet Union had not accepted the challenge. He had also stated that the Australian Government, while giving careful study to the General Assembly resolutions in question, maintained its view that its actions in the Territory were based essentially on the provisions of the Charter and of the Trusteeship Agreement, to which the Soviet Union had been a signatory. It would be interesting to hear from the representative of the Soviet Union that his country was prepared to repudiate the Charter and to replace it by the resolutions of the General Assembly; however, the fact that the representative of the Soviet Union refused to recognize General Assembly resolution 1541 (XV) raised the question why, if one Assembly resolution was good, the others, including those which the Soviet Union had never implemented and never would implement, were not equally good.

80. The representative of Liberia stated that his delegation supported the Soviet draft resolution in general but did not believe, in all fairness, that the time had come to condemn the Administering Authority. He therefore urged the Soviet delegation to delete operative paragraph 2 or to substitute other wording such as: "Notes with deep regret that the Administering Authority has not implemented General Assembly resolutions etc."

81. The representative of the United Kingdom stated that he could not support the Soviet draft resolution, even if the Liberian amendment was accepted. The last preambular paragraph and operative paragraphs 2 and 3 referred to the implementation of General Assembly resolutions which the United Kingdom had voted against, because they had ignored the facts of the situation in the Territory and had not taken into account the principles of the Charter concerning the freely expressed wishes of the people which were reflected in resolution 1514 (XV). His delegation considered that the Administering Authority had, in fact, fully carried out the provisions of General Assembly resolution 2227 (XXI) to such extent as they were capable of being implemented.

82. The representative of the United States voted against the Soviet draft resolution, the adoption of which not only would be pointless but would also nullify the Council's action at the previous meeting.

83. The representative of the Union of Soviet Socialist Republics considered the language used by the representative of Australia to be rather undiplomatic and hardly of the kind that was usually heard in the United Nations. He had tried to avoid the issue by asserting that the Soviet Union repudiated the Charter and replaced it by certain resolutions. The Soviet draft resolution was completely in accordance with the Charter, and particularly with the provisions of Article 76, under which one of the objectives of the Trusteeship

System was to promote the development of the inhabitants of the Trust Territories towards self-government or independence; that cardinal principle was reflected in General Assembly resolution 1514 (XV), which was the basic United Nations document for the purposes of decolonization. The resolutions which the General Assembly had subsequently adopted followed naturally from the Charter and from the Declaration on the Granting of Independence. The assertion that the Soviet Union repudiated the Charter was quite unacceptable. It was Australia that was violating the Charter, because it had no plan—not even a rough one—for granting independence to New Guinea; it claimed to be acting in accordance with the wishes of the people, but the people did not enjoy the right of free expression, since they were subjected to colonial domination. By his statements, the representative of Australia had confirmed the existence in the Territory of discrimination in every field, and he had stated that educational qualifications for voters were retained only at the wish of the people. The Administering Authority had been responsible for the education of the indigenous population for the past fifty years. He categorically protested against the assertion that there was discrimination in the Soviet Union; on the contrary, all Soviet citizens enjoyed equal privileges and equal rights. He regretted that he could not agree to Liberia's request; if the Liberian delegation was unable to vote for operative paragraph 2 of the Soviet draft resolution, it could always request a separate vote.

84. The representative of the Administering Authority replied to the Soviet Union representative that he had not only made his comments in good English but had also tried to speak in such a way that

Mr. Shakov would be able to understand him. The Soviet Union representative had not replied to his observations regarding the distinction which the Soviet Union made, or seemed to make, between the Charter and the resolutions of the General Assembly. He was still ready to hear the Soviet Union representative, if he indeed made such a distinction and was ready to repudiate the Charter and replace it by the resolutions of the General Assembly, confirm that fact. The Soviet Union representative had said that the New Guinean people did not enjoy the right to express their views. That assertion was quite incorrect; elections in the Territory were held on the basis of universal suffrage, the names of voters were entered on a common roll, and the parliament was freely elected. There were no restrictions on freedom of expression and association in the Territory, and if the Soviet Union representative could state that the same was true in the Soviet Union he would be happy to hear it. As he had already said, he did not deny that cases of discrimination could always be found in New Guinea, as in other countries of the world, including the Soviet Union; however, the Administering Authority was doing all it could to ensure equality among all the inhabitants of the Territory.

85. The representative of New Zealand voted against the Soviet draft resolution because it served no purpose after the Council's report on the Territory of New Guinea had been adopted. Moreover, the draft resolution did not take into account the fact that the New Guinean people elected their representatives freely. At the same time he wanted it to be placed on record that the New Zealand vote could in no way be represented as a vote against the principle outlined in operative paragraph 1.

OTHER QUESTIONS CONSIDERED BY THE TRUSTEESHIP COUNCIL

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

86. 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 at least once a year a report containing all appropriate details of the programme.

87. The report of the Secretary-General (T/1664 and Add.1)⁷ submitted to the Council at its thirty-fourth session was the sixteenth annual report and covered the period from 20 May 1966 to 20 May 1967. The report contained detailed information on the actual use made of the scholarships and training facilities offered by twelve States Members of the United Nations. According to information made available to the Secretary-General, during the period under review, one application for a scholarship offered by the Union of Soviet Socialist Republics was received from an inhabitant of the Trust Territory of the Pacific Islands. In accordance with established procedure, this application was forwarded to the offering State concerned. In a note dated 13 June 1967, the Permanent Mission of the Union of Soviet Socialist Republics to the United Nations informed the Secretary-General that Lumumba University of Friendship among Nations had awarded a scholarship to an inhabitant of the Trust Territory of the Pacific Islands and had invited him to pursue his studies there.

88. At the 1311th and 1321st meetings, the Council considered the report on the scholarship programme for inhabitants of Trust Territories.

89. The representative of the Union of Soviet Socialist Republics stated that the problem of education was directly connected with that of the attainment of independence, since the Administering Authority was citing as a pretext for delaying independence the fact that the population was not ready. It was obvious that the Administering Authority was deliberately retarding the intellectual development of the Territory's inhabitants in order to maintain its rule over them, as was also the case in Papua and New Guinea, where only two students had attended universities. It was clear from the report of the Visiting Mission that the Administering Authority was opposing the people's efforts to benefit from the education programme offered by the United Nations.

90. The representative of Australia said that he wished to reply to the criticism directed at Australia by the Soviet representative, who accused his country of not complying with resolutions 557 (VI) and 753

(VIII) on educational advancement in Trust Territories and of preventing the people from benefiting from United Nations assistance. The Soviet representative should be able to find information in the documents submitted to him and in the official documents of the thirty-third session of the Trusteeship Council. He indicated the number of students from Papua and New Guinea who were studying abroad, the subjects they were studying and the countries in which they were studying. He noted that it was mainly through United Nations bodies that the students in question had been able to go abroad.

91. The representative of Liberia said he found it surprising that the offers of certain Member States to admit students from Trust Territories to their universities had drawn no response even though the people of those Territories were largely illiterate. In the Territories under Australian administration, for example, there were only two university graduates, and there were probably not many more in the Territory of the Pacific Islands. His delegation urged Australia to permit students from the Territory of Papua and New Guinea to go abroad for university study.

92. The representative of the United States of America, replying to the Soviet representative's statements concerning scholarships, said that in the past ten years more than forty Micronesian students had studied abroad on United Nations scholarships. As her Government had already stated, its policy was to leave the Micronesians free to decide where they wished to study. It was not surprising that Micronesians did not study in the Soviet Union or the countries of Eastern Europe, where the language barrier was in itself a serious handicap; Micronesians studied English as a second language, and to study in the Soviet Union would force them to learn a third language. Moreover, some scholarships covered only the cost of tuition, while others also provided for travel costs and still others covered housing and food. Thus, there were many factors to be considered in choosing a university, and the student made the choice that was most advantageous for him.

93. The representative of the Union of Soviet Socialist Republics said that he had not distorted the facts, as the Australian and United States representatives accused him of doing. He had referred to the Secretary-General's report on the question, which stated in paragraph 3 that "No scholarships were ever granted to students from the Territories which at present remain under the Trusteeship System: the Trust Territories of Nauru, New Guinea and the Pacific Islands". He would like to know whether the Australian representative could offer an explanation of that sentence.

94. The representative of Australia said that when he accused the Soviet representative of distorting the truth, he meant that the latter took certain sentences out of context in order to draw conclusions which suited him.

⁷ *Ibid.*, agenda item 12.

95. 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

96. The annual report of the Secretary-General (T/1665)⁸ 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-fourth 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.

97. The report, covering the period from 1 June 1966 to 31 May 1967, 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, the Secretary-General's messages for International Day for the Elimination of Racial Discrimination and for the International Tourist Year, and new films. Among the publications widely distributed in the Territory during the year were the *United Nations Declaration on the Granting of Independence to Colonial Countries and Peoples* and the *United Nations and Decolonization*.

98. At the 1304th meeting, the representative of the Union of Soviet Socialist Republics stated that the Administering Authority had not said how it acquainted the people of New Guinea and Papua with United Nations activities. The information centre at Port Moresby might be utilized much more effectively to reach the people; he asked the President to approach the Secretariat with a view to having a report submitted to the Council on the matter.

99. At the same meeting, the representative of Australia stated that the Administering Authority saw to it that the Information Centre at Port Moresby received all United Nations documents and publicized the work of all United Nations bodies.

100. At the 1311th meeting, the representative of

⁸ *Ibid.*, agenda item 13.

Liberia asked whether the documentation concerning United Nations activities with regard to Trust Territories, and in particular the text of General Assembly resolution 2227 (XXI), had been transmitted to the United Nations Information Centre at Port Moresby. He was disturbed to note that, according to the Secretary-General's report, the Centre relied largely on local newspapers such as the *South Pacific Post* to keep the people informed of United Nations activities; it was the Centre itself that should perform that function. His objection to the fact that it had been left to the *South Pacific Post* to keep the people informed of United Nations activities was that he did not have much confidence in that newspaper, which the Australian representative had defended, and that the people of the Territory still did not know about resolution 1514 (XV), which showed that they were badly informed.

101. At the same meeting, the representative of Australia in reply stated that copies of General Assembly resolution 2227 (XXI) had been distributed in the Territory of Papua and New Guinea and informed the Council that the library of the University of Papua and New Guinea which was open to the public, was now the official depository for United Nations documents. Moreover, the Director of the United Nations Information Centre at Port Moresby had visited every district in the Territory, where he had had talks with representatives of the people and had distributed documentation on the United Nations. The Centre had made use of all available resources, including its Director, to publicize United Nations activities relating to Non-Self-Governing Territories. As to the *South Pacific Post*, it was a newspaper that could not be accused of subservience to the Administering Authority, which it frequently criticized. The representative of Australia quoted press releases issued by the Information Centre at Port Moresby which contained the text of General Assembly resolutions 1514 (XV) and 1541 (XV) and noted the Assembly's decision of 6 January 1966 calling upon Australia to fix an early date for the independence of the Territory of Papua and New Guinea. He said that he was not speaking in defence of the *South Pacific Post* but wished to point out that the Soviet delegation often quoted from that newspaper. It should also be noted that the Secretary-General's report did not state that this newspaper was entrusted with the entire task of providing information on the United Nations.

102. The Council took note of the report of the Secretary-General and drew 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

103. The Trust Territory of New Guinea, a total land area covering some 92,160 square miles, includes that part of the island of New Guinea north of the Papuan border and east of the 141st meridian of longitude, the islands of the Bismarck Archipelago and the two northernmost islands of the Solomon Group, namely Buka and Bougainville. The Special Representative of the Administering Authority informed the Trusteeship Council in 1966 that only 820 square miles of restricted territory still remained in the remotest parts of the Sepik and Western Highlands Districts, populated by fewer than 4,000 people. Restricted areas are those not yet brought under full administrative control.

104. The Administering Authority in its report for the period under review stated that as at 1 July 1966 it planned to create three new districts (there were nine) to help give closer attention to development in less developed areas. The new districts were formed by dividing Sepik and New Britain Districts into two districts each, and by excising parts from the Western and Eastern Highlands Districts and combining these with small adjacent areas in Papua to form a third district, Chimbu district.

105. At 30 June 1966, the indigenous population consisted of an enumerated population of 1,591,329 and an estimated one of 9,485. A census of the non-indigenous population, enumerated in urban and rural areas showed that there were 20,265 at 30 June 1966.

106. At its thirty-third session, the Trusteeship Council, recognizing the importance 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, commended the Administering Authority on the present emphasis of programmes in these fields and on the general economic progress which it had promoted while conforming at the same time with the political aspirations of the people of the Territory.

107. The Administering Authority informed the Trusteeship Council at its thirty-fourth session that a joint Australian-Indonesian survey team had in September 1966 completed the first stage in marking

the border between West Irian and the Territory of Papua and New Guinea. Six meridian markers were placed for the northern section of the border. The remaining eight markers along the southern section were to be positioned between May and December of 1967.

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

The Council notes that the declared policy of the Administering Authority towards Papua and New Guinea is self-determination, to be exercised at a time to be decided upon by the people themselves, and that the House of Assembly, particularly through its Select Committee on Constitutional Development, is keeping the question of the pace and direction of political advance under continuing study and review. Nevertheless, while acknowledging that this situation is unexceptionable in principle, the Council considers that experience suggests that at these crucial stages before self-determination there is a need for stimulating more rapid advance in the political field, particularly by handing over more financial powers to the House of Assembly and by accelerating the transfer of policy-making posts and bodies to New Guinean control. The Council is encouraged in this view by evidence of the Territory's increasing degree of self-reliance and growth in the economic field.

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

109. The representative of France noted that the information presented by the Administering Authority, the oral clarifications given by the representative of Australia and the Special Representative and the interesting comments made by the two New Guinean members of Parliament, made it possible for his delegation to have a good idea of the economic, social and political situation prevailing in the Territory. In the light of the information presented, the French delegation, he said, was pleased at the progress that has recently been accomplished in New Guinea in various areas.

110. The representative of the United Kingdom stated that the Territory was not rich in natural resources. Many of its parts were isolated and separated by large tracts of ocean. The people with their many languages and customs, all differing, might find it difficult to adapt to modern conditions as quickly as the Administration would wish, or as some members of the Council would expect. This point seemed to him to bring out vividly the peculiar problems in the

Trust Territory of creating a coherent sense of national unity which must form the foundation for achieving the basic objectives set out in Article 75 of the Charter. He also said that the terrain of the Territory was as difficult as any in the world. The tragic interruption of the war years caused a serious setback. In his delegation's view, against this background, the achievements of the Administration continued to be of a very high order.

111. The representative of China stated that while it was admitted that the objectives of the Trusteeship System were not yet fully realized in the Territory, it must be recognized that great progress had been made in all areas of the administration, particularly in recent years.

112. The representative of the Union of Soviet Socialist Republics stated that increasing concern was being caused by the Administering Authority's plan to turn the Territory into a military staging area and to involve the population in military adventures by transporting troops from the Territory to wage aggressive war in Viet-Nam. He pointed out that the expenditure for such military activities was rising sharply and had reached \$A 20 million for 1965-1966 alone, as compared to \$A 15.57 million for the period 1959-1965. The indigenous population was increasingly concerned that Australian military bases in the Territory would be used to carry on the aggressive war to suppress the national liberation movement of the peoples of South-East Asia.

113. In making his statement, the representative of the USSR also said that the meagre results achieved in political, economic, social and educational advancement showed that the Administering Authority was not fulfilling its obligations under the Charter. Like other colonial Powers, Australia was not acting in the interests of the Territory's population. Its efforts to retain control of Papua and New Guinea at any price were motivated by the desire of imperialist monopolies to continue exploiting the Territory as a source of cheap labour and vast profits and by strategic military considerations in the interests of furthering aggressive imperialist policies in Asia.

114. The representative of the United States said that significant progress was being made, as was shown by such developments as the expansion of educational opportunities, the extension of the road system, increased economic investment and political advances. She stated that there was a danger in the Council's making recommendations without adequate knowledge, and the actual desires of the people should always be the primary consideration. The presence of Mr. Zurecnuoc and Mr. Eupu had been most helpful in that regard. She believed that the closest attention should be paid to the desires of the people as expressed by their elected representatives.

115. The representative of the Administering Authority drew the Council's attention to the fact that peace, order and progress prevailed in the Territory. The military activities allegedly incompatible with the United Nations Charter were consistent with the Trusteeship Agreement and were very modest in scope compared with those undertaken in other countries. There were no political prisoners, and the fundamental freedoms were enjoyed by all. There were, of course, some problems still to be solved. After a visit to the Territory in July 1966, he himself had noted that some new problems calling for constant co-operation

between the races had arisen, and that a number of the old problems had not yet been completely solved. New Guinea had a modern parliament; but, in spite of the encouraging progress made, the 2,000 tribes living in the Territory did not yet have the necessary cohesion. Another encouraging factor was the presence in the Council Chamber of two indigenous members of the House of Assembly who had proved fully conscious of their responsibilities. The main objective of Australian policy was to permit the expression of the people's will. Australia was not imposing its own will or its own political ideas on the indigenous peoples and it had no intention of allowing others to impose their theories and prejudices on the population either.

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

116. 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 Authority. He is assisted by an Administrator's Council which consists of the Administrator, three official members and seven elected members of the House of Assembly, appointed by the Minister of State for External Territories on the nomination of the Administrator. The Parliamentary Under-Secretaries Ordinance, 1963, enables the Administrator to appoint elected members of the House of Assembly to be Parliamentary Under-Secretaries. Eleven indigenous members of the House are Parliamentary Under-Secretaries; five of these have been appointed to the Administrator's Council. At its thirty-fourth session the Trusteeship Council was informed by Mr. Zurecnuoc, Member of the House of Assembly and adviser to the Special Representative of the Administering Authority, that the Administrator's Council now sits together with departmental heads to make policy and take decisions. This was formerly done by the Central Policy Planning Committee which has now been abolished.

117. 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. The House, subject to the assent of the Administrator, or, in certain cases, of the Governor-General, has full legislative power. Of the elective seats, forty-four are open to candidates of all races and ten are special seats reserved to non-indigenous inhabitants. The Administrator must ensure that general elections are held at intervals not exceeding four years. A by-election to fill a vacancy caused by the death of a member was held on 16 July 1966. Another by-election will be held in Henganofi (open) Electorate on 15 July 1967 to fill the vacancy created by the death of Mr. Ugi Biritu.

118. The House of Assembly is a separate department of the Government with responsibility for controlling its own funds and making its own staffing arrangements. The House has established two statutory

committees—one on public works and the other on public accounts—and it has appointed four other committees to follow matters concerned with the conduct of its business.

119. In May 1965, the House of Assembly appointed a Select Committee on Constitutional Development to draft a set of proposals to serve as a guide for future constitutional development in the Territory. The Select Committee was to report to the House of Assembly by August 1966 on the question of changes in the composition of the House. The possibility of changes in the executive government of the Territory would be the subject of a later report from the Committee.

120. At its thirty-third session, the Trusteeship Council awaited with interest the conclusions and recommendations which the Select Committee would make to the House of Assembly. In this connexion, the Council reaffirmed the belief expressed at its previous session that the next step in constitutional development was to bridge the gap between a fully representative parliament and a fully responsible government. Recalling its earlier views 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 recommended that serious consideration be given to the recommendation of the Select Committee on these issues.

121. The Select Committee's report, according to the information supplied by the Special Representative at the thirty-fourth session of the Trusteeship Council, was adopted by the House of Assembly on 31 August 1966. The amendments to the Papua and New Guinea Act to give effect to the recommendations were subsequently made by the Commonwealth Parliament. All recommendations were accepted.

122. The number of open electorates for the House of Assembly has been increased from forty-four to sixty-nine, the ten special electorates have been replaced by fifteen regional electorates, with a modest educational qualification for candidates. The special electoral qualifications instituted on the recommendation of the former Legislative Council in respect to the special electorates do not apply to the regional electorates. The ten official members have been retained in accordance with the expressed wishes of the people.

123. The average total population in open electorates has been reduced from 44,000 to 30,000. New electoral boundaries have been drawn up and will be considered by the House of Assembly in June 1967. The new electorates will come into practical operation with the March 1968 elections.

124. The Select Committee's final report relating to the executive arm of the Government of the Territory and to what changes, if any, should be made to enable greater local participation in the Government would be tabled at the next session of the House of Assembly commencing in the first week of June 1967.

125. The Council took 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 Administrative Authority that the two Territories had been administered as one and continued to be one country.

The Council recognized the importance of a close affinity between the two Territories if they were eventually to reach self-government and independence as an entity rather than as separate countries.

126. Regarding the concern to the people of the ultimate political relationship of the Territories of Papua and New Guinea, the Special Representative also informed the Council that the Administering Authority had assured the people that it saw no difficulties arising from the separate status of the two Territories and that there were no constitutional problems to national unity.

127. The Council noted 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, had been worthwhile. It recalled its previous suggestion that the Select Committee review the present system of parliamentary under-secretaries and noted with interest the statement of the Minister for Territories that it was intended that all possible means of making this system more effective should be taken.

128. The Special Representative informed the thirty-fourth session of the Trusteeship Council, that a review of the Under-Secretary system had been undertaken in 1966. An attempt had been made to define more clearly the duties an Under-Secretary should carry out. The more significant of these were participation in the preparation of the draft departmental budget, policy formation, and framing of bills for the House of Assembly. Under-Secretaries met the Administration regularly as a body for discussions on policy, issues of public interest and forthcoming legislation. On 15 May 1967 an appointment of an Under-Secretary for the Department of Labour brought their number to eleven.

129. At its thirty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, recalling the recommendation of its thirty-third session that serious consideration be given to the views of the House of Assembly's Select Committee on Constitutional Development, takes note of the full implementation of the Select Committee's report of August 1966, including recommendations that the number of open electorates be increased from forty-four to sixty-nine and that electorates previously reserved for non-indigenous candidates be thrown open to all candidates possessing a relatively modest educational qualification. The Council recognizes that an absolute majority of indigenous representatives is virtually assured in the new legislatures and that as before the great majority of the members of the House of Assembly will be elected on a basis of a universal adult franchise and a common roll. It also notes the Select Committee's point of view that a special category of seats was justified in order to ensure that the House of Assembly has members, indigenous or non-indigenous, with wider skills and experience. The Council expresses the opinion, however, that the retention of such special educational qualifications for candidates, as well as the retention of official members in the House, should be regarded as a transitional phase only and that consideration should be given in due course to moving toward a House of Assembly made up completely of members elected from open electorates. The Council feels that the results of the 1964 elections in the open electorates tended to illustrate that the people choose their representatives carefully and wisely without the need to reserve seats for specially qualified candidates.

While appreciating that until the exercise of self-determination and the termination of the Trusteeship Agreement Australia retains final legislative and administrative responsibilities in the Territory, the Council is of the opinion that consideration should be given to the progressive reduction of the number of fields in which the power to disallow legislation may be exercised. It advocates this in the conviction that only by transferring greater legislative powers to the House of Assembly can the members of the House learn to exercise full responsibility in this field.

A general theme of Council members' statements was that the process of involving Papuans and New Guineans in policy-making and executive bodies needed to be significantly accelerated. The Council takes note of the Special Representative's statement that the second section of the report of the Select Committee, to be tabled in June 1967, would be devoted to this question and awaits the Select Committee's findings with considerable interest.

In the interim, the Council notes the Special Representative's statement that as a result of a recent review of the Under-Secretary system, an attempt has been made to define more clearly the duties of an Under-Secretary, including participation in the preparation of draft departmental budgets, departmental policies and the framing of bills. Bearing in mind both the account of practical difficulties met in the course of carrying out their duties given by the two Under-Secretaries attending the Council session and earlier expressions of dissatisfaction over the working of the Under-Secretaryship system, the Council expresses the hope that it will be possible to take significant steps towards the introduction of a responsible ministerial system—particularly through raising the status of the Under-Secretaries and substantially extending their responsibilities and powers.

The Council notes with interest the statement made at its thirty-fourth session by the Under-Secretary for the Treasury of Papua and New Guinea that the Administrator's Council of which he is a member has been operating more effectively and trusts that this improvement will be accelerated by bringing before this body the widest range of policy matters and reinforcing its status as the most important policy-making body in the Territory.

Political parties

130. The Special Representative informed the Trusteeship Council at its thirty-fourth session that earlier attempts to form political parties in New Guinea had failed to gain popular support. A party called the United Christian Democratic Political Party was launched at Wewak (Sepik District) in mid-May. Mr. Otto Kovingre was elected president. Its 2,000 followers were all in the Wewak area. The party platform included the Territory becoming the seventh state of Australia, pidgin as a national language and expansion of primary education.

131. At its thirty-fourth session the Council adopted the following conclusions and recommendations:

In the belief that the emergence of territory-wide political parties would contribute substantially to the growth of both political coherence and a sense of nationhood, the Council expresses the hope that initiatives will be taken within or outside the House of Assembly to form representative political parties to contest the 1968 elections.

Local governments councils

132. Under the Local Government Ordinance, 1963-1965, the Administrator-in-Council may establish by proclamation local government councils which have authority, subject to the laws of the Territory, in defined areas to do the following:

(a) Control, manage and administer the council area, and ensure the welfare of the council area and the persons therein;

(b) Organize, finance or engage in any business or enterprise;

(c) Carry out any works for the benefit of the community; and

(d) Provide, or co-operate in providing, any public or social service.

133. The Administering Authority has stated that its policy concerning local government councils was to extend them throughout the Territory as soon as possible. At 30 June 1966, there were seventy-eight councils covering a population of 1,079,419. Of these, thirty-five had multi-racial electorates. Councils with multi-racial electorates are known as multi-racial councils. The Special Representative informed the thirty-fourth session of the Trusteeship Council that as at 31 March 1967 1,205,000 of the Territory's 1,600,814 people were included in local government council areas. Five new councils had been established since June 1966 and twenty-two extended. Forty-nine of the eighty-two councils were multi-racial.

134. In 1966, provision was made for wider powers and functions for local government councils. The exercise of central government control was invested in a Commissioner for Local Government while council budgets were subject to certification that the expenditure proposed was likely to be met from revenue. Because of the rapid expansion in the number of Councils, the Administering Authority states in its report for the period under review, it was found necessary to appoint three regional local government officers who were also appointed deputy commissioners of local government. An officer based at Madang is responsible for the Sepik, Madang and Morobe Districts; one at Mount Hagen for the Highlands districts and one at Rabaul for island districts. Each region also has two finance officers, who conduct audits and assist with financial problems, and a training officer to conduct courses for councillors, council committees and council officers.

135. The Department of District Administration provides advisory service to councils and assistance is also given by specialist officers of other departments. In its latest annual report, the Administering Authority states that the first group of Australian Overseas Service Bureau volunteers to work for local government councils arrived in the Trust Territory in January 1966. A clerk, a mechanic, an engineer and a librarian are working with the Goroka Council, and a works' supervisor and a mechanic with the Mount Hagen Council. They are to remain in the Territory for two years. The councils pay volunteers a small living allowance. The Bureau is a non-governmental, privately supported community organization, which aims to encourage Australians to give voluntary service in developing countries.

136. At its thirty-third session, the Trusteeship Council welcomed the further increase of local government councils and reiterated its previous recommenda-

tion that the system of local government councils be extended to cover the whole Territory as soon as possible. It noted with interest the establishment of multi-racial councils and trusted that the trends towards giving councils a multi-racial character would spread. The Council recognized that it was 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, trusted that this objective would be pursued with urgency. The Council also urged the Administration to give the most earnest consideration to the recommendations made by annual conferences of local government councils.

137. The Special Representative informed the Trusteeship Council at its thirty-fourth session that the standard of entrance for the Territory's local government training centre at Vunadidir near Rabaul had been raised to a minimum approaching matriculation level and thirty-five trainee clerks (including five girls) commenced the latest one-year course in February 1967. Additionally, a two-year course for council executive officers with entrance at matriculation level had been instituted. Fifteen scholarships were granted to successful applicants (including one girl).

138. The Special Representative also stated that three regional conferences embracing all councils in the Trust Territory were held during the period under review and elected delegates for the proposed Local Government Association expected to be formed in the near future. Several councils now had annual budgets in the vicinity of \$A 100,000 and were assuming increasing responsibility for public utilities and services to the community.

139. At its thirty-fourth session, the Council adopted the following conclusions and recommendations:

The Council is pleased to note that with the establishment of five new local government councils and the extension of twenty-two others since June 1966, local government councils now cover three-quarters of the population. The Council considers that the local government councils play a vital role in developing a sense of self-reliance at the local level, in enabling the indigenous inhabitants to acquire the arts of self-government and in engendering a sense of participation in a community wider than the immediate neighbourhood. In the light of this view and whilst acknowledging the physical and communication difficulties which have to be faced in the remote areas involved, the Council considers that the time has now come to pursue an even more vigorous campaign to bring the balance of the population under the system within the immediate future. The Council notes with approval the change in the composition of many local government councils from wholly indigenous to a multiracial character and assumes that the trend towards extending the powers and scope of activity of the councils will continue.

The Council welcomes the statement of the Administering Authority that regional meetings of local government councils are being held. It recommends to the Administering Authority that conclusions and suggestions formulated at these meetings and similarly recommendations made by the town and district advisory councils receive the most earnest attention by the Administering Authority and the House of Assembly and that participants in meetings of such bodies subsequently be provided with a formal report of action taken upon their proposals.

District and town advisory councils

140. 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. There are eleven town advisory councils in the Territory, ten being in the Trust Territory. Of these eleven, six are concerned only with the areas within their township boundaries while the remaining five are required to consider also matters affecting the more intensely developed areas adjacent to their respective townships. Membership of councils consists 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. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-fourth session that local government councils work in close co-operation with the District Co-ordinating Committee which, under the chairmanship of the District Commissioner, are concerned with policy, planning and management and provide the main co-ordinating link between the District and Central Administration.

141. The Goroka Local Government Council became the first council to include in its area of responsibility a major urban centre. Previously, only the rural areas surrounding the town of Goroka were represented by local government councils. The Administering Authority stated that the efforts would be continued to establish local government in other urban areas.

142. At its thirty-third session, the Trusteeship Council noted with satisfaction the inclusion in the local government system of the town of Goroka and expressed the hope that this first venture in bringing urban centres into the system would encourage a similar development in other urban areas. Recalling its earlier recommendations that district commissioners make fuller use of district advisory councils, the Trusteeship Council also urged that the views of the latter be given positive consideration.

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

143. Provisions for the reconstruction of the Public Service came into operation in September 1964. The structure provides for an integrated Public Service of three divisions—First, Second and Third. The educational qualifications for entry into the Second Division is the New South Wales Intermediate Certificate, or its equivalent. No general minimum educational qualification is required for the Third Division, entry requirements being related more directly to the technical skills or experience needed.

144. Under the reorganization 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 performing the duties required. Under the terms and conditions of service of overseas officers specific provision is made for the engagement of overseas staff as contract officers.

145. Number of staff (classified according to the na-

ture of the appointment) at 30 June 1965, 30 June 1966 and 31 March 1967 were as follows:

	June 1965	June 1966	March 1967
<i>Permanent officers:</i>			
Local	3,042	7,366	7,390
Overseas	2,380	2,181	1,994
<i>Contract officers^a</i>			
Overseas	1,055	1,424	1,784
<i>Temporary employees</i>			
Local	997	2,329	2,906
Overseas	1,803	2,225	2,043
Part-time	46 (two local)	75	88
Mixed races	144	112	99
TOTAL	9,467	15,712	16,304

^a A contract officer is a person who is employed by the Administration for a specific period.

146. Permanent appointments to the Public Service during the year ended 30 June 1966, totalled 4,469, compared with 3,174 such appointments during the previous year.

147. The Public Service Commissioner provides in-service training in the various departments of the administration. The Administrative College established in 1963 to meet the need for more advanced training of New Guinean and Papuan public servants, will, in its new residential and classroom accommodation at Waigani provide facilities for 320 students and 57 teaching and administrative staff. The College has already conducted a number of training programmes such as a seminar on land resettlement, a special course to train men to qualify as local court magistrates, stenographic courses and others.

148. While acknowledging the efforts already made, the Trusteeship Council at its thirty-third session recommended that the Administering Authority intensify its drive to promote qualified indigenous persons to more important positions in the Public Service. The Council commended the Administering Authority for the in-service training programmes it had established and the extension of the Administrative College.

149. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-fourth session that the new Administrative College had been occupied in February 1967. Of seventeen local officers who were enrolled in the first two-year Diploma of Public Administration Course in 1966, thirteen continued into the second year. Eight others enrolled for first year studies in 1967.

150. One of the features of the college is that through it older public servants who have had only limited education have been given an opportunity to study full time and gain better qualifications for promotion in the service. In a one-year course at fifth-year secondary level for adult public servants forty-five were enrolled in 1966 and forty-four in 1967. In April 1967 thirteen men aged 35 and over completed a special one-year course of training to qualify as local Courts Magistrates and have now taken up positions in various parts of the Territory.

151. The Council was informed that Mr. D. O. Hay had succeeded Sir Donald Cleland, as Administrator of the Territory on 9 January 1967.

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

(a) Central government organs

152. The representative of France noted with satisfaction that, as a result of recommendations by the Select Committee on Constitutional Development, a number of seats in the House of Assembly which unconditionally could be occupied by candidates of any origin had been increased from forty-four to sixty-nine. He also noted with interest that the special electoral regions had been replaced by fifteen special regional electoral areas where New Guineans could become candidates if their level of education was satisfactory. Although the number of these potential candidates was very small at the present time, this reform seemed to him to be a good idea in that it tended progressively to modify the composition of the House of Assembly by increasing the number of seats to which indigenous persons could be elected.

153. The representative of France stated that the present situation in New Guinea presented a number of positive aspects which showed that the development of the Territory continued to be pursued successfully. In his view, the progress which had been shown by these important achievements, resulting from the creation of the House of Assembly and the setting up of Parliamentary Under-Secretaries, should be maintained. The circumspection being displayed by the Administering Authority and the progressive nature of the reforms which had taken place should not preclude the continuity of these efforts. Especially with regard to the House of Assembly he believed that its powers should be broadened, while the veto right of the Administrator and the Governor-General should be, if not immediately, at least gradually eliminated. He said that he had in mind particularly what could be done concerning executive powers.

154. The representative of France also considered that it would be necessary to increase the Parliamentary Under-Secretaries' authority to make it possible for them to take an active part in exercising executive power. In this regard the French delegation hoped that the second part of the report of the Select Committee on Constitutional Development would recommend reforms which would make it possible for representatives of the population to exercise power, thus, by developing experience in this field, bringing them closer to the time when they would be able to administer themselves.

155. He recalled that two years ago his delegation expressed the wish in the Trusteeship Council that preparation should be made for setting up a system of ministerial cabinets. He hoped that this wish would soon be realized. He concluded that it is by such measures, by supporting the acts of the Select Committee on Constitutional Development, that the Administering Authority, which had already accomplished a great deal, would be able to discharge the obligation which it had under the Trusteeship Agreement to develop the political capabilities of the population.

156. The representative of the United Kingdom

said that after two years' experience of a system of Under-Secretaries, the Select Committee had been considering new steps, and it would be surprising if the Council did not hear that they had recommended to the House of Assembly some changes in the present Constitution which would give substantially wider opportunities to the elected representatives of the people to participate in the direct management of their own affairs. He pointed out that the present system of Under-Secretaries was clearly a transitory stage only, but even here, and he referred to Mr. Zurecnuoc's statement to this effect, the Under-Secretaries take their own decisions which were not necessarily in accordance with the views of officials of the Administration.

157. The representative of China stated that the creation of a House of Assembly and the establishment of local government councils were the most significant acts in the political history of the Trust Territory so far. Since 1964, when it was created, the House of Assembly had proved itself to be a dedicated and responsible organ. Of special importance was the work of its Select Committee on Constitutional Development. It was expected that the new House, to be elected in 1968, would be a more representative parliament. In his view, considering the seriousness with which the House had performed its duties and functions in the initial period, one was encouraged to expect that the House would gradually and steadily extend its legislative powers and would in due course of time become the supreme law-making body of the Territory.

158. The representative of China also said that his delegation was waiting to learn of the contents of the latest report of the Select Committee on the executive arm of the territorial government. It was hoped that the report would make recommendations which would increase indigenous participation in the executive branch of the government.

159. The fact that the House of Assembly was now asserting itself in the legislative field was clear to the representative of New Zealand from the course of events in the recent debate over royalties for owners of land from which minerals were being extracted. Whereas, under the law previously in force, mineral deposits had been regarded as a national asset, a private New Guinean member of the House of Assembly had recently introduced a bill calling for 5 per cent of royalties to go to the owners of mineral lands. The official members of the House, and some private members concerned over the loss of public revenue and the risk of encouraging secessionist tendencies in mineral-rich areas, had opposed the measure, but they had been outvoted by a grouping of private members. The Administrator and the Australian Government had refrained from exercising their powers of disallowance. The law had thus been passed, and the House of Assembly had taken another step towards shaping New Guinean society to its own distinctive pattern.

160. He also stated that the success achieved in the legislative field pointed up the comparative slowness in transferring executive responsibilities to New Guineans. The power and influence of Under-Secretaries for various departments was insufficient to compensate for the difficulties caused them in the House and the electorate through the extra work involved and the duty they felt to help defend policies which they had not played a major part in making. However, the Administrator's Council, where the Under-Secretaries met with the Administrator and

the department heads, had apparently acquired more power and status in recent months. It was encouraging to hear that Under-Secretaries now participated more actively in the decisions of that body. It might be necessary to press the pace somewhat as far as the move towards a full ministerial system was concerned, and also with regard to the transfer of further financial powers to the Assembly. The fact that the execution of policy would remain substantially in the hands of expatriate staff for some time yet increased the importance of involving New Guineans actively at all levels of policy-making.

161. The representative of the Union of Soviet Socialist Republics said that in the first place, the Australian delegation was constantly trying to represent the establishment of the House of Assembly as a revolutionary step in the Territory's constitutional development. Yet, even the Administering Authority had admitted in its annual report that the House of Assembly had no real powers.⁹ No bill adopted by it could enter into force without the assent of the Administrator, as representative of the colonial Power. Many references had been made to the House's Select Committee on Constitutional Development, which had recommended certain changes in the composition of the House of the electoral system. The number of seats was to be raised from sixty-four to ninety-four. The number of open electorates, in which the indigenous population and the Australians were both entitled to stand for election, was to be increased from forty-four to sixty-nine. The ten special electorates, in which Australians alone were entitled to be elected, were to be abolished. However, those electorates were to be replaced by fifteen so-called regional electorates in which the indigenous population would be at a serious disadvantage, since the right to stand for election was to be restricted to persons with certain educational qualifications. As before, the House was to contain ten "official members"—i.e. senior officials of the colonial administration. In a statement on the Select Committee's recommendations, the Minister of State for Territories, Mr. Barnes, had said that ultimate responsibility would still rest with the Australian Government. In other words, the whole constitutional reform procedure had been designed merely to introduce a few insignificant changes of a formal nature and to retain the essential features of the existing order. The House of Assembly was, in fact, a totally powerless body established by the Australians to create an illusion of popular participation in the government of the Territory. In an article published in the *Pacific Islands Monthly*, it had been stated that candidates for election to the House were unable to promise anything to their constituents in their election campaigns, since the Australian Government controlled the House and called the tune.

162. The representative of the United States stated that the Administering Authority was performing its duty to promote the political advancement of the people. She welcomed the expansion of the House of Assembly and the elimination of the special non-indigenous electorates. The increase in elected members would allow additional capable men and women to gain high-level legislative experience. She said she had been pleased to learn that the duties of the Parliamentary Under-Secretaries had been more clearly defined as the result of an evaluation of the first two years of opera-

⁹ T/1660, p. 23.

tion of the Under-Secretary system. One purpose of the programme was to give New Guineans the necessary experience to make wise decisions.

163. The representative of the United States was also pleased to learn that the recommendations in the latest report of the Select Committee on Constitutional Development had been accepted by the Administering Authority and were now being put into practice. She urged that the most serious consideration should be given to the suggestions in the Committee's final report. She also believed that the House of Assembly should undertake a continuous programme of constitutional review.

164. The representative of Liberia had welcomed the establishment of the House of Assembly, hoping that it would be given all the prerogatives of a true parliament capable of serving as the Territory's mentor and liberator. To his regret, he found the House still dominated by the Administration through its appointed official members. As a result, so-called "elected" Australian nationals represented a people of which they were not a part. The Administering Authority continued to take orders from Canberra and the Governor-General still wielded the veto. The House of Assembly continued to be saddled with overbearing official members and now, to add insult to injury, regional electorates had just been set up that were just as obnoxious as the former special electorates. They should be removed if the Territory was ever to accede to self-government and independence.

165. The Special Representative of the Administering Authority stated that there could be no doubt that significant progress had been made towards self-determination as witnessed by rapid advancement in higher education and economic development, widespread consultation with the people on constitutional matters and the acceptance of all the recommendations made in the second interim report of the House of Assembly's Select Committee in Constitutional Development. A sound foundation had now been laid for self-determination in New Guinea. Australia attached due importance to the constructive recommendations of the United Nations, but insisted that it was for the people of the Territory to determine the rate of political change. The Council had been told that the Administering Authority was using the lengthy reports which it had submitted as a screen for concealing its policies. He did not see how that conclusion could be reached. In any case, the information supplied by the Administering Authority was what had been requested of it, and it was not for the Administering Authority to initiate changes in the system. Certain members of the Council seemed to base their opinions on unauthenticated press reports and on the allegations of isolated individuals who did not reflect general opinion. Thus a statement by Mr. Gaudi Mirau had been quoted as reflecting the position of the House of Assembly, although none of his colleagues had supported him and several had contested his point of view.

166. The Special Representative of the Administering Authority noted the United States representative's comments on participation of indigenous people in the Administration.

(b) Local government councils

167. The representative of France noted with satisfaction that new local government councils had recently been set up.

168. The representative of the United Kingdom said that on the political side it has always been the belief of his Government in conditions such as we find in the Trust Territory that local government must play a vital role as a political training ground and also as a means of bringing to the people a realization of their responsibilities and mutual dependence. In his delegation's view, the establishment of five new local government councils and the extension of twenty-two others during the period under review were therefore further important moves in the direction of fostering an understanding of self-government at the local level.

169. The representative of China said that the Local Government Ordinance, which had been brought into operation in July 1965, has resulted in the establishment of eighty-two local government councils, covering three-fourths of the total population. The home-rule that had been and was being established in town and villages throughout the Trust Territory was, in his opinion, the foundation of good government. He also said that it was not too important at this stage to know how well each local council worked; what was important was the fact that the people in each council were learning and practicing the art of self-government.

170. The representative of New Zealand questioned how the system of local government councils could be made fully comprehensive. He appreciated the advantage of awaiting an initiative from the local population but he wondered whether, at this late stage, it might be expecting too much to wait for spontaneous requests for councils. It might be necessary to go beyond propagating the advantages of such councils and to embark on a vigorous campaign to bring the rest of the population under the system. The operation of the councils was one of the most positive means available for forging a consciousness of membership in a community wider than the immediate neighbourhood.

171. The system of local government councils had been further extended, and the representative of the United States had been impressed by the voluntary change in the compositions of the councils—from wholly indigenous to partly multi-racial.

172. The representative of the United States hoped that the Administering Authority would follow a policy of actively encouraging the local government councils to make increasingly full use of their powers. That would greatly increase the number of people with meaningful governmental and administrative experience.

173. The Special Representative of the Administering Authority stated that the Administrator was very active in promoting the extension of local government, although participation was voluntary. Most of the people not covered by councils were either newly contacted or lived in areas where terrain and population density presented serious obstacles to effective local government.

III. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

174. Primary production is the basis of the Territory's economy. Agriculture is the chief activity. In 1965-1966, agricultural products made up approximately 85 per cent of the total value of the Territory's exports. An important timber industry based on the Territory's extensive forest resources is being developed. Gold

mining, although declining, is still an important activity. In the field of mining, a major low grade copper deposit has been proven in Bougainville. Manufacturing industries are of minor though growing significance. Development of a tourist industry depends largely on improvements in hotel accommodation and air services; nevertheless the 1966 Tourist Board Ordinance provides for the establishment of a Board to publicize and promote the tourist industry. The Board consists of twelve members, two of whom are indigenous, plus an officer of the public service and an executive director. It has already stimulated the formation of Regional Tourist Associations in New Britain, Madang and Highlands Districts. At 31 March 1967, there were 155 co-operative societies engaged in retailing or marketing to individual members with a turnover of \$A 3 million per year.

175. The Papua and New Guinea Development Bank Ordinance, 1965 came into operation on 23 June 1966, and will be formally opened on 6 July 1967. This follows a recommendation of the International Bank for Reconstruction and Development (IBRD) that a special institution should be set up to make development credit readily available. The policy of the development bank is to encourage the rapid expansion of private enterprise and particularly to provide finance for small-scale agriculturists and commercial and industrial undertakings. The Trusteeship Council, at its thirty-third session, welcomed the establishment of a development bank as a means of stimulating development in the private sector of the economy. It expressed the hope that the bank would be provided with sufficient credit on a significant scale to indigenous growers and businessmen.

176. The Special Representative of the Administering Authority informed the thirty-fourth session of the Trusteeship Council that the bank would supplement the important credit functions of the long-established trading bank branches which would continue to provide an essential source of development capital for the Territory. Initial capital of \$A 1 million had been provided by the Government. Eight of the bank's twelve directors reside in the Territory, while the other four are residents in Australia.

177. One of the greatest problems met within the economic advancement of the Territory, according to the Administering Authority, is that of capital formation. A potential source of capital, both public and private, is beginning to develop in the money incomes received by the indigenous people from various forms of economic activity. For some time to come, however, the yield of local public revenue, even if supplemented by a growing volume of loan funds raised in the Territory, will be far below the level required to finance development in the public sector of the economy, let alone provide for annual administrative needs. The Territory continues, therefore, to rely heavily on the annual grants of the Administering Authority. The latter also encourages the investment of outside capital in the Territory subject to suitable safeguards to protect the interests of the New Guinean people and to ensure that their full participation in the economic life and wealth of their country will not be prejudiced.

178. In September 1966 the House of Assembly, recognizing that economic development of the Territory depended upon a steady flow of outside capital, invited and welcomed capital investment for developmental purposes in the Territory. The House guaranteed that

expatriate capital should not be subject to expropriation nor to discriminatory taxation, or discriminatory legislation unless that proposed legislation had the support of a majority of electors of the Territory expressed by a referendum. This resolution is known as the Development Capital Guarantee Declaration.

179. Recalling the view of the IBRD mission concerning the need for increased investment of foreign capital, the Trusteeship Council at its thirty-third session, welcomed this encouragement and trusted that consideration would be given to ensuring that the population of the Territory would be given the opportunity to share directly in the holdings and profits of such investments. The Council also welcomed the acceptance of international assistance and felt that the specialized agencies of the United Nations might be able to play an even greater role in the development of the Territory.

180. It noted with approval that an economic adviser had been appointed and that an Economic Planning Committee had been set up. The Council suggested that under-secretaries might well have an active role to play in such a committee and considered in general that it was 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.

181. The Special Representative of the Administering Authority informed the thirty-fourth session of the Trusteeship Council that another mission of the International Bank (IBRD) visited the Territory in March 1967 to examine current developments there and to discuss with the Administering Authority a number of proposed development projects, some of which might qualify for loans from the Bank or its affiliate, the International Development Association.

182. He also informed the Council that in September 1966, the Administrator set up a Business Advisory Committee, which included four indigenous members, drawn from industry and the public service to study the wide range of problems associated with the development of the Territory's economy and to advise the Administrator.

183. As illustrations of the degree of consultation that is taking place between the Administration and the private sector of the economy, before important decisions are formulated, he pointed to, *inter alia*, the appointments of a Co-ordinator of Transport and a Director of Water Resources during the period under review.

184. At its thirty-fourth session, the Council adopted the following conclusions and recommendations:

The Council commends the people of the Territory and the Administration for their achievements in expanding and diversifying agricultural production at a continued rapid rate. It also notes continued expansion of secondary industries. It believes that the increase in the degree of economic self-reliance which is gradually resulting will contribute towards ensuring that all political options before the people of the Territory are kept open. Bearing the latter factor in mind, the Council considers it essential that increasing indigenous participation not only in primary production but in industrial and commercial enterprises as well should be promoted at an ever more rapid rate. It has already called for significant acceleration of the process of involving Papuans and New Guineans in decision-making bodies and stresses that in no area is this more im-

portant than in the area of economic direction and planning.

As a general observation, the Council suggests that since it is investment in economic development, particularly the commodity-producing sector, which is giving Papuans and New Guineans their most direct and permanent stake in the economy, there may be a need to consider concentrating public expenditure even more heavily than in the past on this field.

While appreciating the lead being given by savings and loan societies, for example, in forming capital from indigenous sources, the Council notes that the potential for developing domestic capital is restricted. Given the need for outside capital, the Council notes with interest the Development Capital Guarantee Declaration adopted by the House of Assembly. The Council recognises at the same time that recent shortfalls in private investment indicate a continuing need for heavy public investment, that is, Australian subventions, in major projects for an indefinite period. It welcomes the entering into operation of the Development Bank, with its authority to extend credit, particularly to indigenous enterprises, and to acquire equity interest and hold it for later disposition as a future government of a self-governing territory might determine. The Council notes the Bank's initial grant of more than \$A 1 million and that the Bank has made eighty loans thus far. It expresses the hope that the Bank will further expand its activities in the forthcoming year, that it will pursue flexible policies and that further capital will be made available.

The Council notes that international sources of assistance are now being called upon to contribute to the Territory's development. It urges the United Nations Development Programme and the specialized agencies to respond as fully as possible to requests for assistance from the Territory, expresses the hope that the International Bank for Reconstruction and Development (IBRD) will find it possible to respond favourably to requests from the Territory and encourages the Administering Authority to seek increasingly assistance of this sort.

The Council is interested to learn that, subject to further investigation, it is expected that the value of the Territory's export production may be doubled in seven years as a result of a new mining venture. It notes the provisions giving the people of the Territory a 20 per cent equity interest in the operation. The Council is of the opinion that it is in the long-term interest of the people that both the Administering Authority and the House of Assembly continue to give the closest scrutiny to contracts with private companies wishing to exploit the natural resources of the Territory, particularly with a view to ensuring that the Papuans and New Guineans are given the widest opportunity to share in the holdings, management and profits of such ventures. The Council suggests to the Administering Authority and to the House of Assembly that further co-ordinated surveys would assist in securing comprehensive geological and geophysical information on the Territory's resources.

PUBLIC FINANCE

185. The revenue of Papua and New Guinea are supplemented by a direct, interest-free and non-repayable grant from the Administering Authority. The grant for 1965-1966 was \$A 61,999,743, and of this

amount \$A 38,179,213 was allocated to the Trust Territory of New Guinea.¹⁰ Revenues raised in the Territory amounted to \$A 18,458,762, derived chiefly from import tariffs and direct taxation. In addition to the direct grant, the Administering Authority, through government departments and instrumentalities not directly responsible to the Territory Administration, spent during 1965-1966 \$A 33.7 million on essential works and services in the Territory of Papua and New Guinea.

186. The Administering Authority informed the thirty-fourth session of the Trusteeship Council that the grant to the Territory of Papua and New Guinea from Australia for 1966-1967 was \$A 70 million. Total estimated revenues for the Territory during the same period was approximately \$A 51 million.

187. During 1965-1966, the value of exports produced in the Territory amounted to \$A 40,889,317, compared with \$A 40,094,788 the previous year. Imports were valued at \$A 67,566,246. The chief exports, copra and other coconut products, coffee and cacao beans were valued at \$A 33,275,665. The chief imports consist of food, machinery and transport equipment and manufactured goods and articles.

188. At its thirty-fourth session, the Council adopted the following conclusions and recommendations:

The Council welcomes the substantial increase—from \$A 62 million to \$A 70 million—over the last year in the Administering Authority's direct grant to the budget of the Territory. It regards as a significant example of the potential strength of the New Guinean economy the fact that while the Australian subvention has risen in absolute terms by over 130 per cent during the last six years it has nevertheless been reduced in proportionate terms during that time from 65 per cent of total receipts to 58 per cent in the latest financial year. The Council regards the increase in the proportion of locally raised revenue, a significant indication of the move towards economic self-reliance, as a good augury for the future of the Territory.

AGRICULTURE

189. For the year ending 30 June 1966, indigenous growers produced 29,610 tons of copra, the principal plantation crop. Exports for 1965-1966 of cacao beans amounted to 16,294 tons, of which indigenous farmers produced 4,131 tons. Exports of coffee beans totalled 10,698 tons, of which 6,657 tons were produced by indigenous farmers.

190. The main activity of the indigenous population is still subsistence agriculture, but increasing numbers of New Guineans are growing cash crops for export or for local sale. Indigenous growers produced 27 per cent of the copra; 25 per cent of the cacao beans and 62 per cent of the coffee exported during the year. Indigenous farmers also produced about 18,000 tons of fruit and vegetables last year for town markets. Increasing numbers of the indigenous people are now raising livestock (at June 1966, there were 34,913 head of cattle in the Territory) and participating in timber production, mining, commerce, transport, manufacturing and administration. The Administering Authority provides guidance in business management and in setting up business enterprises.

¹⁰ As reported last year, on 14 February 1966 the Administering Authority changed to a decimal monetary system. It was adopted in the Territory at the same time.

191. At its thirty-third session, the Trusteeship Council, recalling that the principal proposal of the IBRD was that primary production be expanded, noted with gratification the figures supplied by the Administering Authority illustrating that in the eighteen months since the publication of the IBRD report, plantings and production by indigenous growers had increased by very significant percentages.

192. The Special Representative of the Administering Authority informed the thirty-fourth session of the Trusteeship Council that a large-scale tea industry was being established in the Highlands. The first factory was opened near Banz in 1966. Another five factories were expected to be erected over the next three years and a total of 12,000 acres of tea planted in this period, half of it on the estate system and half by indigenous growers on their own land.

193. At its thirty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, aware of the vulnerability of an economy based largely on the production of tropical primary commodities, and aware of the desirability, for example, of building up secondary industry to process local commodities, recommends that diversification of the economy continue to be promoted and pursued.

The Council notes the establishment of a palm oil industry in New Britain. It welcomes the provision applying to this industry whereby a 50 per cent financial interest will be held by indigenous people or by the Administration in the interests of the people.¹¹

The Council acknowledges the accomplishments of the agricultural extension services in the Territory in improving agricultural techniques and accelerating production by indigenous farmers. It encourages the Administering Authority to expand further its agricultural research and extension programmes, bearing in mind constantly the World Bank Mission's conclusion that the major emphasis in development should be given to the stimulation of production and the advancement of the indigenous people.

LAND TENURE

194. The Land Ordinance, 1962-1965, limits dealings in land other than native land to the prior approval in writing of the Administrator. Indigenous owners have no power to sell, lease or dispose of native land, except to other Papuans and New Guineans in accordance with native custom, or to the Administration; they have, however, the same capacity as non-native persons with regard to dealings in non-native land. Land in the Territory is classified as native-owned, freehold, administrative land, and ownerless land. 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 individual tenure in fee simple and for the investigation and the recording of rights and interests in native land.

195. Moreover, land settlement schemes have been started in several areas by the Administration, and many indigenous agriculturists have become leaseholders of land previously acquired by the Administration.

196. The Trusteeship Council, at its thirty-third session, approved of the advances made in 1964 to facilitate the conversion of land from group ownership to individual title and called 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 would protect the rights of the indigenous inhabitants with respect to land and natural resources. In this connexion, the Council noted with satisfaction that in all cases where adjudication was necessary the Demarcation Committees were made up of indigenous people from the area concerned.

INDUSTRIES

197. Manufacturing industries at present consist mainly of those processing local raw materials, for the most part for export but in some cases also for local consumption. There has been a marked growth in recent years in the establishment of industries serving the growing internal market and using in many cases imported raw materials. These include boat building and repairing, joinery, printing, baking, brewing, the manufacture of barbed wire and nails, steel drums, paint, concrete pipes, building materials, furniture, twist tobacco, cigarettes and batteries, and general engineering.

198. 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 tax relief if they are engaged in approved new pioneer industries. At its thirty-third session, the Trusteeship Council noted with satisfaction the coming into force of the Industrial Development (Incentives to Pioneer Industries) Ordinance. It also expressed the hope that further steps would be taken to ensure that as great a proportion of the Territory's primary products as was feasible be processed within the Territory.

199. The Special Representative of the Administering Authority informed the thirty-fourth session of the Trusteeship Council that arrangements were in hand for Japanese technicians to enter the Territory to facilitate the establishment of a steel shipbuilding industry in Rabaul. The agreement provided for the training of indigenous people in the various fields associated with the industry.

200. He also stated that there were now 1,481 companies registered under the Companies Ordinance of Papua and New Guinea. Of these, 1,259 were local companies and 222 were registered as foreign companies.

201. A general principle has been established that a portion of investment in new major commercial en-

¹¹ See para. 202 below.

terprises be reserved for the local people if the House of Assembly approves. The recently formed development bank has authority to acquire such equity interest and to hold it for later disposition as a future Government of a self-governing Territory might determine.

202. In harmony with this principle the House of Assembly has approved an agreement between the Administration and Harrisons and Crosfield (ANZ) Ltd. for the establishment of an oil palm industry in the Cape Hoskins area of West New Britain. Oil palm will be grown on the nucleus estate system involving the establishment of a main plantation, processing factory and associated indigenous small holder blocks. The initial establishment to cost \$A 2.5 million will be shared equally by the Administration and Harrisons and Crosfield. Small holder blocks will be made available under a land settlement scheme financed from Government funds. The plan will provide a new cash crop for indigenous farmers and cash wage employment opportunities for workers.

ROADS

203. At 30 June 1966, expenditures on road and bridge construction and maintenance totalled \$A 6,589,297, compared with \$A 4,586,302 the previous year. At this time there were 6,427 miles of vehicular roads in the Territory of which 3,864 miles were suitable for medium and heavy traffic, the remainder being suitable for light traffic only. There were an additional 16,500 miles of bridle paths. Major projects under construction during 1965-1966 were the Kassam Pass to Kainantu road, the Kainantu to Goroka road, the Goroka to Chuave road, the Minj-Kudjip-Banz road in the Highlands network and the Madang to Mawon road. Owing to heavy rains and falls of mud, the Kassam Pass became impassable and necessitated the relocation of 1,500 feet of road.

204. The Administering Authority informed the thirty-fourth session of the Trusteeship Council that development roads opening up large areas of the Territory were being designed for Mount Hagen to Mendi, Popondetta to Kokoda and Buin to Boku while designs for Kieta to Toimenapu, Wewak to Maprik and Lambalam to Empress Augusta Bay had been completed during the year. The Sumerang-Gilgil road in the Madang District was completed in the period under review. Expenditure on road and bridge construction in 1966-1967 would be approximately \$A 5 million.

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

GENERAL

205. The representative of France believed that his delegation should pay tribute to the efforts that had been made by the Administering Authority in order to diversify the agricultural production of New Guinea and progressively to involve this Territory in the process of industrialization. The Administering Authority had set up a development bank and had made considerable progress in preparing for the five-year development plan. He hoped that it would become effective very shortly and that representatives of the population, particularly those in the House of Assembly, would be able to express their opinion about it and would also be kept informed of its progress.

206. The representative of the United Kingdom said that, in the view of his delegation, the new developments

in the Territory's economic field appeared to be well designed and consistent with the future interests of the peoples of New Guinea. New economic developments in various fields held out promise for the country's economy and the hope of placing it on as sound and well-conceived a basis as its resources and situation would permit. This in turn, he believed, would make it very much easier for the people and their leaders to determine their political future strictly on the basis of what is best for them.

207. The representative of China while admitting that the considerable progress had been achieved in recent years in the economic field of activity and a sound economic base was being built, said that since all economic projects were aimed at promoting the welfare of the indigenous population, it was essential that there should be indigenous participation in industrial and business enterprises as well as in decision-making in the area of economic planning and policy. He hoped that the Administration would move further in this direction so that the enterprising spirit and the managerial capacity of the indigenous people might be fully developed. In his delegation's view no territory could achieve a viable economy unless the inhabitants thereof had the opportunity, the initiative and the will to achieve it.

208. The representative of New Zealand stated that the economic policies being followed in New Guinea were a testimony to Australia's resolve to carry out in full its Charter obligations to promote the development of the Territory towards "self-government or independence". Far from making the New Guinea economy an appendage of the Australian economy, the Australian Government was trying to ensure that, when self-determination was exercised, the Territory would be able to stand on its own feet economically to the greatest possible extent; that principle was stated in the Australian Government's directive to the Mission of the International Bank for Reconstruction and Development which had reported on the economy of the Territory in 1964. The Mission had taken the directive seriously and had concluded that major emphasis in the development programme should be given to stimulating production and the advancement of the indigenous people.

209. It was an argument of long standing among development economists whether heavy expenditure on development of the infrastructure should precede or follow heavy investment in stimulating the actual production of commodities. Since it was investment in the commodity-producing sector which put money more swiftly into the pockets of New Guinean smallholders and businessmen and gave them a direct stake in the economy, the representative of New Zealand wondered whether there would not be justification for concentrating public expenditure even more heavily on the commodity-producing sector. He understood that levels of private investment had not lived up to expectations in recent years. The passing by the House of Assembly of an Incentives to Pioneer Industries Ordinance and its recent Development Capital Guarantee Declaration bore witness to the members' appreciation of the role of private investment and their anxiety at the relative decline in such investment.

210. Other sources of both capital and expertise would be needed to fill the gap, he said. The Special Representative had mentioned savings and loan societies and production co-operatives and had indicated that

some of the local government councils were making a contribution, but capital formed from the meagre local potential would not be sufficient. The United Nations Development Programme was assisting the establishment of a teachers' college, the International Bank was examining projects which it might help to finance, and he assumed that assistance from the organizations of the United Nations family would expand rapidly now that a start had been made. However, the shortfall in private investment could not be made up without increased Australian subsidies or a redirection of existing funds.

211. In some ways, the failure of private investment to reach the targets envisaged by the World Bank might prove a long-term blessing. A body of opinion in Australia itself had apparently reached the conclusion that less reliance should be placed in the Territory on private investment and more on governmental assistance to indigenous producers. The representative of New Zealand welcomed the recent official decision to seek equity participation for Government in joint Government-private enterprise ventures such as the new palm oil industry. That was a significant step towards ensuring that when Papua and New Guinea became a nation the people would retain control over their national resources.

212. What the evidence of economic growth and the trend toward economic self-reliance meant in political terms was that the freedom of choice of the New Guineans was being kept open. While still dependent in large measure on Australian assistance they had already shown that this would not become a permanent feature of the economy.

213. The representative of the Union of Soviet Socialist Republics said that in an effort to justify its failure to comply with the provisions of the Declaration on the Granting of Independence to Colonial Countries and Peoples, the Australian Government had also argued that political independence could be granted only when a sound economic foundation had been established and an efficient administrative apparatus developed. However, the Australians had been administering the Territory of New Guinea for nearly half a century, and, if they had really wished to help the New Guinean people to exercise its rights in accordance with the United Nations Charter, they could have done a great deal to develop the Territory's economy. History showed that free peoples could make striking advances over a period of fifty years. Unfortunately, the Australian Government had adjusted the structure of the Territory's economy to suit the interests of Australian and foreign monopolies; it had impeded economic development and denied the indigenous population access to education. After fifty years of Australian administration, 95 per cent of the population was still living on a subsistence economy basis, 90 per cent of the Territory's total exports were still agricultural products, about 80 per cent of the population was illiterate, some 70 per cent of school-age children were not attending school, and there was not a single indigenous New Guinean in a senior administrative post.

214. The representative of the Soviet Union said further that in the economic field, the Australian Government was trying to camouflage the real nature of its colonial domination. Its entire policy was designed to transform the Territory into an economic appendage of metropolitan Australia and to create favourable conditions for the activities of Australian and international

companies. The economic development law which the colonial Power had compelled the New Guinea House of Assembly to approve in 1966 would enable Australian and international companies to plunder the national wealth of the Territory and had transformed the indigenous population into a reservoir of cheap labour for foreign capital. The New Guinean economy was dominated by the colonial Administration and private capital from abroad. In agriculture, all the key positions were held by Europeans. Up to 1965, 100 per cent of rubber output, 75 per cent of copra and cocoa output and 60 per cent of coffee output had been produced by 1,181 European planters. Copra accounted for 44 per cent of the Territory's total exports, and all questions relating to the export of copra and the prices payable to producers were decided by the Copra Marketing Board, which was appointed by, and responsible to, the Minister of State for Territories. The largest cocoa producer in the Territory was the Tolai Cocoa Scheme, which was financially guaranteed by the colonial Administration and managed by a board of directors accountable to it. Fifty-one per cent of the shares of Commonwealth New Guinea Timbers Ltd., the major concern in the timber industry, were owned by the Australian Government and the remainder by private individuals in Canada and Australia. In 1965, that company's exports alone had amounted to about \$A 3 million.

215. Under the so-called "Mining Ordinance", which provided that all mineral deposits in the Territory were the property of the colonial Administration, the Australian Government and Australian and other foreign monopolies were plundering the Territory's natural resources. In order to exploit oil, gas and other natural deposits, such monopolies acquired huge tracts of land which had been bought for almost nothing by the Administration; thus, for example, the Administering Authority had recently purchased 28,000 acres of land for \$A 24,000, or less than \$A 1 per acre. The fact that the activities of the monopolies were a serious obstacle to the Territory's advancement towards self-government and independence and their direct influence on political life in the Territory had been recognized in such Australian newspapers as the *Financial Review* and the *Sydney Morning Herald*. Australian and other monopolies gained enormous profits from their activities in Papua and New Guinea; for example, of the total profits of £2,324,000 earned by the firm of V. R. Carpenter in 1964-1965, 56 per cent had been acquired outside Australia, mainly in Papua and New Guinea.

216. The representative of the United States was pleased to note the Administering Authority's predictions regarding the increase in the value of indigenous crop production and to hear of the establishment of a palm oil industry in New Britain and a tea industry in the Highlands. Those industries could have a great impact on the indigenous sector of the economy. The representative of the United States welcomed the provision applying to both industries that 50 per cent of the equity or production facilities would be held by indigenous people or by the Administration in the interests of all the people. She also stated that the Administering Authority had made a start in diversifying the economy, particularly by the establishment of the Territory Development Bank and the shipbuilding industry at Rabaul. The joint Conzinc Rio Tinto-Administration development of a copper deposit might double the Territory's exports in the next few years.

Her delegation welcomed the provision giving the people of the Territory a 20 per cent equity interest in the operation. The Administration had done considerable work in surveying the mineral wealth of the Territory by means of an individual project system, but unco-ordinated surveys were bound to leave gaps in the available information. The representative of the United States would like to suggest that the Administration should expand its efforts to collect comprehensive basic geological and geophysical information about the Territory. Airborne surveys appeared to be a logical first step. Such information could be used to attract investment.

217. The representative of the United States hoped that the Administering Authority would continue to give the Development Bank full financial support and noted that some eighty loans had required disbursements of over \$A 3 million under an agricultural development scheme. She would like to commend the House of Assembly for its decision that outside development capital should be welcomed as a benefit to the Territory and its people. That declaration must, of course, be viewed in conjunction with the policy of reserving large portions of all investments directly for the interests of the Territory and its peoples.

218. Among the other ills of colonialism which only self-government or independence could eliminate, the representative of Liberia referred to the acquisition by the Australian Government of the Territory's best land, 70 per cent of which had been leased to Australian nationals, the rash treatment of the people of New Hanover, the appalling working conditions and the confiscation of mineral deposits.

219. The representative of Liberia stated that his delegation saw no reason why foreign capital should not be invested in exploring the Territory's natural resources. It wondered, however, what benefit the population would receive. The 5 per cent royalty could not be considered sufficient in that regard and it was difficult to see why Australian or United Kingdom legislation should apply. The copper deposits belonged to the people of the Territory and it was for the people to determine how those deposits should be exploited.

220. The representative of the Administering Authority stated that Australia was a country of full employment and the Territory's Australian officials in fact often gave up much more attractive careers when they agreed to serve abroad. Also Australia could not exploit the Territory's oil deposits for the simple reason that there were none. The £40 million spent on prospecting had not revealed any oil.

221. The representative of the Administering Authority explained that any revenue from the payment of ore royalties would go to the Territory; the Australian Government would not take one penny for itself.

222. Regarding the 5 per cent payments which would go to the landowners whose land was used for mining purposes, he wished to point out that it had been the people directly concerned, i.e. their elected representatives in the House of Assembly, who had fixed that rate, and not the Australian Government; the latter had complied with the wishes of the people by agreeing to the decision taken in that matter, inconsistent though it was with established Australian law and practice.

223. The Special Representative of the Administer-

ing Authority noted the United States representative's comments on economic diversification.

224. On the subject of economic policy, he wished to reiterate that the Territory needed outside capital, as the House of Assembly had stressed in its Development Capital Guarantee Declaration.

225. On the subject of land, the Special Representative wished to stress that the safeguarding of the indigenous people's customary rights was a cardinal principle for the Administration. No land was acquired from the people unless those concerned freely consented and the Administration was satisfied that the transaction was not against their interests. Land acquired became the property of the Government of the Territory and was used for public purposes or conditionally leased. Although 70 per cent of the land thus leased was held by people from overseas or by public companies, such land represented only a very small proportion of the total arable land. The representative of Liberia had expressed surprise that people should wish to sell their land and then lease it from the Government, but that system had advantages, particularly in regard to inheritance, which presented particularly difficult problems in a matrilineal community. Moreover, land was an important national resource and a basic factor of production. In one area of New Britain, for example, the Government was buying some of the uncultivated land and leasing it for ninety-nine years to settlers from densely populated areas, and granting them loans for developing their plots. Most of that land had been leased to New Guineans, and supply exceeded demand. With regard to mining, the sum of \$1 per acre referred to by the Soviet Union representative was not a purchase price but a minimum annual occupation fee paid to the owner of the land where prospecting work was taking place. The actual fee was fixed by an independent tribunal and, under the Mining (New Guinea) Ordinance 1966, additional compensation was paid for any disturbance to the land.

226. What had been said regarding the purchase of 28,000 acres of land at Vanimo for \$24,000, and the purchase of a further 134,000 acres was incorrect. The land remained the property of the people. The transaction in question affected only the right to harvest timber. On 9 March 1967, the Assistant Administrator for Economic Affairs had stated in the House of Assembly that a lump sum was paid for timber rights equal to the fees the Administration expected to receive for the right to cut the timber during the period of the permit. Should owners wish to obtain regular income from the sale of timber, they could invest the sum received in Territory loans or other securities bearing interest. Thus the landowners in the Vanimo area had invested 90 per cent of the purchase price in Territory loans for forty years. That was not exploitation.

PUBLIC FINANCE

227. The representative of New Zealand stated that exports had been increasing at an average annual rate of 11.4 per cent, and while the Australian grant had increased in absolute terms in the same period by 130 per cent it had been reduced in proportionate terms since 1960-1961 from 64.9 per cent of total receipts to 58.3 per cent in the latest financial year. That was a credit both to the people of New Guinea and to their Australian partners.

228. The representative of the United States noted that exports for the second half of 1966 been about \$A 4 million per month, whereas export earnings during the first three months of 1967 had been only about \$A 3 million per month. The fall apparently represented a seasonal variation, but it illustrated the difficulties of an economy based on primary tropical commodities.

AGRICULTURE

229. The representative of France was gratified to note that a considerable amount of work had already been accomplished in agricultural training. He encouraged the Administering Authority to continue on the path on which it had set out in order, as far as possible, to expedite the training of agricultural technologists. The agricultural development of New Guinea demanded not only highly qualified engineers but also personnel to disseminate information through the country in order to teach the population modern, streamlined and effective methods of agriculture.

IV. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

RACIAL DISCRIMINATION

230. 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.

231. The Discriminatory Practices Ordinances, 1963, requires the holder of a licence, permit or other authority to buy, sell or deal or trade in goods not to carry out, or permit to be carried out, any discriminatory practice in connexion with or incidental to the business of the subject of the licence. It also provides that no person shall on licenced premises act or incite another to act in an offensive or provocative manner towards a person of a different race or colour.

232. At its thirty-third session, the Trusteeship Council, recognizing that the Administering Authority had legislation outlawing racial discrimination in the Territory, called upon it to continue its efforts to stamp out any discriminatory practices which might still exist.

233. The Under-Secretary for Lands of the House of Assembly of Papua and New Guinea informed the thirty-fourth session of the Trusteeship Council that he had moved to form a select committee in the House to review the "Discriminatory Practices Ordinance 1963" and to recommend to the House any amendments which in the opinion of the Committee should be made to the Ordinance. The Committee consists of three members and may sit at any time and any place in the Territory to make its study. It will report to the House not later than 30 September 1967.

234. At its thirty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, recognizing that discrimination on the grounds of race or colour has been outlawed by legislation in Papua and New Guinea and recognizing further

that it is difficult to legislate with complete effectiveness on social behavior since legislation alone cannot convert and ideal into a fact, welcomes the establishment by the House of Assembly of a committee to review the "Discriminatory Practices Ordinance, 1963" and to recommend to the House any amendments which in the opinion of the Committee should be made to the Ordinance. In addition to legal remedies by the courts, the Council suggests that the House of Assembly consider initiating a continuing programme to investigate the enforcement of anti-discrimination statutes.

LABOUR

235. At 31 March 1966, there were 61,674 indigenous persons in paid employment, compared with 62,519 the previous year. Private industry employed 44,106, of whom 27,047 were general plantation workers. The administration and the Commonwealth Government employed 17,568. The manufacturing industry sector employed some 11 per cent of the work force.

236. The Special Representative informed the thirty-fourth session of the Trusteeship Council that membership of the eight workers' associations in the Trust Territory at 31 March 1967 was 5,804, while the three organizations covering Papua and New Guinea had 5,852 members.

237. Eleven workers' associations, eight in the Territory and three covering both Papua and New Guinea, had a membership of 8,559 at 30 June 1966, compared with 10,732 members of such associations in March 1965. The Local Teachers' Association was registered as an industrial organization on 5 January 1966. It is constituted of local teachers working for the Department of Education in both New Guinea and Papua. All workers' associations operating in the Trust Territory have a predominantly indigenous membership, and only one has an expatriate executive (the Public Service Association). Membership figures, the Administering Authority states in its annual report for the period under review, fluctuate considerably, reflecting the making of new agreements, increases in dues, and the energy and initiative of the various executive committees.

238. The first general meeting of workers' associations was held in October 1964. The meeting unanimously accepted the principle of the formation of a federation of workers' associations. A steering committee was appointed to inquire into all aspects of federation. A meeting sponsored by the Department of Labour and attended by the Steering Committee members and delegates of the eleven workers' associations was held in January 1966. This meeting appointed a drafting and steering committee to draw up a constitution and to prepare the way for federation.

239. The Special Representative of the Administering Authority informed the thirty-fourth session of the Trusteeship Council that delegates from nine workers' associations met in Lae in February 1967 under the sponsorship of the Department of Labour to finalize the constitution and rules for the Federation of Workers' Associations of Papua and New Guinea. Four associations have submitted a notice of intention to federate to the Registrar of Industrial Organizations. Three Associations have indicated that they are not interested in joining.

240. The Board of Inquiry on rural wages established in 1964 completed its findings in 1966 and submitted a report to the Administrator for considera-

tion. The Administering Authority informed the thirty-fourth session of the Trusteeship Council that the Administration had agreed with many of the Board's recommendations, on some it had reservations and in certain cases it had been unable to accept the recommendations. The Board had recommended a minimum cash payment of \$A 3.50 per lunar month with an increment of 50 cents per lunar month during the second, third and fourth years and an increment of \$A 1.00 per lunar month in the fifth year. The Administration proposed a minimum cash payment of \$A 4.00 per lunar month with two increments only of 50 cents per lunar month in the second and third years. Legislation to this effect was introduced and passed in the House of Assembly, and the new rates became effective, on a point-to-point basis, on 2 February. The Administration also accepted the Board's recommendations regarding calculation of cash wages, deferred pay, uniformity of the minimum wage between industries and regions, bonus payments, the centralization of the calculation of money-in-lieu-of-rations assessments, provisions for repatriation of agreement workers and the recommendation against the introduction of an all-inclusive cash wage for rural employees. The Administration accepted the Board's recommendation that an employee should be entitled to one week's recreation leave every year, and three weeks' long service leave every five years. Subsequently, the House of Assembly had passed a Bill providing for this and it was awaiting assent. Other legislative action had been taken or was being prepared to give effect to the proposed changes.

241. At its thirty-third session, the Trusteeship Council was informed that in April 1965 the Public Service Association of the Territory had lodged a memorial under the (Public Service) Ordinance to have the salary of local officers varied. The case opened before the Public Service Arbitrator in October 1965 and evidence was taken during December 1965 and February-March 1966. The Administering Authority informed the thirty-fourth session of the Trusteeship Council that on 11 July 1966 a revision of salary rates was announced as well as the introduction of family needs allowances, retroactive to 30 June 1966. The hearings continued until 17 February 1967 when the Arbitrator adjourned the matter *sine die*.

242. At the 1965 session of the South Pacific Commission, approval was given to hold a regional conference on labour problems. This conference was held in Port Moresby in April 1966 and was attended by participants from five Pacific territories, including Papua and New Guinea and the Trust Territory of the Pacific Islands.

PUBLIC HEALTH

243. There are seventy administration hospitals in the Territory. Admission to hospitals is free to indigenous persons except where they elect to enter the intermediate section of a hospital. At present ten hospitals have intermediate as well as public sections. In addition, there are twenty-six health centres, 572 village clinics and 1,063 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, equipment and general stores items. There are no private hospitals other than those conducted by missions, but five medical practitioners are in private practice in the Territory.

244. During the year 1965-1966, expenditure on health services amounted to \$A 6,168,194, including \$A 49,562 for hospital and medical equipment. Expenditure by other administration authorities on works and services of a capital nature and on the improvement and maintenance of hospital buildings and facilities amounted to \$A 741,732. Ascertainable expenditure by missions from their own funds on medical services was \$A 434,445 and local government councils reported an expenditure of \$A 147,833.

245. At its thirty-third session, the Trusteeship Council commended the Administering Authority on the continued progress in raising the standard of public health.

246. The Special Representative of the Administering Authority informed the thirty-fourth session of the Trusteeship Council that the estimated expenditure of the Department of Health in 1966-1967 was \$A 10 million. He also stated that an indigenous medical officer, a graduate of the Suva Medical College, had been appointed Acting Assistant Director (Medical Services) in the Department of Public Health and another appointed Regional Medical Officer at Goroka to administer medical services covering 800,000 people.

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

RACIAL DISCRIMINATION

247. The representative of the Union of Soviet Socialist Republics said that racial discrimination continued to flourish in the Territory. In the Public Service, Australians received higher salaries than natives under the law passed in 1964, while a native medical assistant received one fifth as much as an Australian performing the same function. A group of Australian Members of Parliament which had visited Papua and New Guinea in June 1966 had reported a sharp deterioration of race relations. The Administering Authority's silence in the face of the General Assembly's request that it should abolish all discriminatory practices could only be regarded as an encouragement of such practices, which were revealed in a new light in the petition before the Council (T/PET.8/L.10).

248. The representative of the United States was very conscious of the ill effects of racial discrimination. Racial discrimination had been outlawed in the Territory, but legislation alone would not make the ideal a fact. The House of Assembly had undertaken to investigate the possibility that the 1963 Discriminatory Practices Ordinance was not sufficient to prevent all forms of discrimination. She understood that the intention of the proposal for an investigatory committee had been primarily to investigate the educational system; however, she would suggest that the House of Assembly should initiate a continuing programme of investigating the enforcement of anti-discrimination statutes.

249. Discriminatory practices, stated the Special Representative of the Administering Authority, were outlawed in New Guinea, but it was difficult to legislate with complete effectiveness on social behaviour. At all events, efforts to prevent discriminatory practices would be continued unremittingly, particularly by the House of Assembly Select Committee of which Mr. Eupu was a member.

250. The representative of France hoped that the Administering Authority would ensure that the industrial and commercial firms at present engaged in the Territory did not neglect the vocational training of the indigenous labour force. It was obvious that the people should assume real responsibility for promotion within these enterprises so that they might gradually and progressively enter into highly qualified and responsible posts.

251. The representative of the Union of Soviet Socialist Republics stated that while foreign monopolies were piling up huge profits through the exploitation of natural and human resources, the indigenous population continued to live in wretched conditions. Workers employed by Commonwealth New Guinea Timbers Ltd. received an average wage of 75 cents per week, with meagre food rations and accommodation in shacks. Only 13 per cent of the working male population had permanent jobs, and unemployment remained a serious problem.

252. The Special Representative of the Administering Authority stated that the indigenous people living in the traditional manner are affluent by many standards and had an abundance of food and other necessities of life. All had employment opportunity, sometimes in the home area, sometimes in other Districts. The rate of progress of the economy had been considerable and total indigenous employment had increased by 20 per cent to 92,000 between 1961-1962 and 1965-1966.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

253. During 1965-1966, the number of administration schools increased from 326 to 348 and the number of pupils enrolled from 46,208 to 49,840, while the recognized mission schools decreased from 1,036 to 1,029 and enrolments increased from 91,380 to 96,985. During the same period exempt schools conducted by missions decreased from 1,198 to 1,022. Supplementary information supplied the thirty-fourth session of the Trusteeship Council by the Administering Authority indicated that enrolments in administration schools for 1967 had increased to 51,448, in the following types of schools:

Primary "T"	43,204
Primary "A"	2,474
Secondary	4,082
Technical	1,688 ^a
TOTAL	51,448

^a Not including New Guineans enrolled in the Port Moresby Technical College.

254. 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 opera-

tions 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.

255. The Special Representative of the Administering Authority informed the thirty-fourth session of the Trusteeship Council that there had been a continuing emphasis on post-primary studies and overseas staff had been recruited mainly for secondary and technical schools. Most of the Administration building construction projects continued to be directed towards coping with the increasing numbers of students at the post-primary level.

256. Expenditure by the Administration on educational services rose from \$A 8,798,000 to \$A 9,807,000. Financial aid provided for mission schools increased from \$A 932,000 to \$A 1,144,000, and expenditure by missions from their own funds rose from approximately \$A 2,078,000 to \$A 2,134,000. Expenditure on education, according to the Special Representative of the Administering Authority at the Council's thirty-fourth session, represented 16.2 per cent of the Territory's budget, the highest single budget item.

257. Junior and community technical schools were changed early in 1967 to vocational schools which conduct courses designed to serve the needs of older students from primary schools who are unable to gain entry into secondary schools. Enrolments of New Guinea students at the various types of Administration technical schools in New Guinea and at the Port Moresby Trade School at 31 March 1967 were as follows:

Certificate course, Lae	39
Technical schools	597
Vocational schools	983
Trade school—Port Moresby (full-time students)	114
Block training courses—average	60

There are eleven mission technical schools in New Guinea with a total enrolment of 274 students.

258. The Special Representative of the Administering Authority informed the thirty-fourth session of the Trusteeship Council that the Goroka Teachers College had opened and thirty-seven students were enrolled in a three-year course. Graduates would be qualified to teach to form 3 secondary level. The college had a current enrolment of 170, including primary teacher students, and capacity for 400.

259. At its thirty-third session, the Trusteeship Council noted with gratification that the institutions of higher education recommended by the Commission on Higher Education and the IBRD Mission had been established. It welcomed the fact that four members of the House of Assembly had been included on the University Council and three members on the Council of the Institute of Higher Technical Education. The Council expressed the hope that courses offered by both the University and the Institute would be geared to meet the needs of New Guinea at this stage of development. The Council assumed that with the setting up of these institutions of tertiary education, priority would be accorded, in line with the recommendations of the Commission on Higher Education, to the expansion of the secondary school system.

260. The University of Papua and New Guinea began operations in 1966 with fifty-seven preliminary year students. Approval has recently been given for the first stage of the university complex and \$A 1.5 million will be spent on construction over the next two years. There are eleven professors (law, mathematics, economics, English, education, geography, history, anthropology, biology, chemistry and physics) on the teaching staff. In 1967 there are 168 students. The Institute of Higher Technical Education enrolled its first thirty-three students in 1967 and these were pursuing courses in surveying and civil engineering.

261. The Special Representative of the Administering Authority also informed the thirty-fourth session of the Trusteeship Council that a basic agreement had been signed between Australia and the United Nations Development Programme (UNDP) establishing terms for technical and financial assistance to develop the Territory. The Secondary Teacher Training College at Goroka is included in projects receiving assistance. Of a total of about \$A 4 million, the Administration would provide about \$A 2.7 million and UNDP about \$A 1.3 million. Also, a Broadcasting Co-ordinating Committee was set up to bring together top level representatives of the various authorities concerned with broadcasting in Australia and in the Territory to advise on development and to achieve the maximum co-ordination of effort.

262. The Trusteeship Council at its thirty-third session commended the Administering Authority for the extension work it was carrying out at the village level in the areas of adult education, social welfare, public health and agriculture. According to the Administering Authority's latest annual report, the number of classes in English operating as part of the campaign to eradicate illiteracy and develop a common language was 108 with an approximate enrolment of 3,000.

263. At its thirty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes the statement of the Special Representative of the Administering Authority that enrolments at the University of Papua and New Guinea and the Institute of Higher Technical Education have significantly increased in the past year and that the number of students at Administration high schools has increased by more than a quarter in the same period. Given that investment in and development of human resources is of great importance at this stage in the emergence of the Territory, the Council trusts that this quickening pace of development will be further accelerated, especially at the secondary and tertiary levels and in the field of vocational training. The Council considers that the educational system should be geared particularly to assisting in adapting Papuan and New Guinean society to the requirements of rapid political and economic development and therefore calls for a concentration of effort to produce scientists, agriculturists, administrators and technicians trained in the practical application of their knowledge.

The Council expresses the hope that the Administering Authority will encourage industrial and commercial firms established in the Territory to train New Guineans in both technical and managerial skills and to ensure maximum participation by indigenous people in these enterprises at all levels.

Since much of the productive capacity and leadership in many fields will necessarily have to come

from the older generation of Papuans and New Guineans—who have had limited opportunities to acquire formal education—the Council believes it would be prudent to expand further the existing programme of adult education, including practical demonstration courses in, for example, the domestic sciences, home economics, farming techniques and civics.

DISSEMINATION OF INFORMATION ON THE UNITED NATIONS

264. At its thirty-third session the Trusteeship Council noted with satisfaction that considerable and detailed information on the work of the United Nations was being made available to the people of the Territory both by the United Nations Information Centre in Port Moresby and by the Administration. It welcomed 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 1960, and 2112 (XX) of 21 December 1965 had been translated into the major languages in use in the Territory and widely distributed.

265. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-fourth session that the representative of the United Nations at the Information Centre at Port Moresby had presented in an attractive and readable form a great deal of information about the United Nations, particularly the Trusteeship Council, as well as the resolutions affecting the Territory of New Guinea. In addition, the Administration had its own special Department of Information and Extension Services which worked in close co-operation with the United Nations Information Centre. The Department ran five Administration radio stations in the Trust Territory by which the Administration kept in touch with the general public. It also had published booklets on the United Nations which contained information concerning General Assembly resolutions 2112 (XX) of 21 December 1965 and 2227 (XXI) of 20 December 1966.

266. At its thirty-fourth session, the Council adopted the following conclusions and recommendations:

The Council commends the United Nations Information Centre and the Administering Authority respectively for the efforts which they have made and the facilities which they have extended to disseminate and broadcast information concerning the United Nations, including reports of the Trusteeship Council and resolutions of the General Assembly relating to Papua and New Guinea.

The Council notes with interest that the library at the University of Papua and New Guinea whose holdings are available to the public, has been designated a United Nations repository library.

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

GENERAL

267. The representative of the United Kingdom said that the lack of manpower to do the many jobs needed was a problem. And, in his view, what was needed was a supply of young men and women with the particular skills which were most needed at this time in New

Guinea and with a background of general education which would help them not only to fit into the New Guinea society, from which they sprang, but also to help in the adaptation of the society to the requirements of rapid development. This was what the education programme appeared to him to be striving successfully to achieve.

268. The representative of China said that at present stage of the Territory, investment in, and development of, human resources were certainly of paramount importance. Undoubtedly, the development of education would, in the course of time, change the face of the Territory, and shape the direction of its society and the pattern of its culture.

269. With regard to educational development, the representative of the United States was glad to hear that the number of students was growing rapidly and that opportunities for education, including higher education, were being expanded. She was also glad to note that appreciable numbers of women were attending high school and that some were continuing to higher education. In the field of education, she hoped that the Administration would persist in its efforts to bring all schools up to an acceptable standard and would attempt to bring educational opportunity to all parts of the Territory.

HIGHER EDUCATION

270. The representative of France welcomed the establishment of the University of Papua and New Guinea. This development, in his view, was particularly gratifying in view of the fact that this University has just begun to function and would, of course, develop more fully in the future. He believed that it would be desirable, during the coming years, for the University of Papua and New Guinea to pay special attention to the question of preparing scientists from the indigenous population.

271. The representative of the United Kingdom also mentioned the establishment of the University of Papua and New Guinea where 168 students already had been enrolled. The medical college, he said, had 68 students, with a further twenty-five taking the preliminary year at the University. The Institute of Higher Education had enrolled its first batch of 33 students of engineering and surveying. A large Administrative College had opened its doors and the Agricultural College enrolment has increased from 19 in 1965 to over 100 in 1967. He did not want to overstate the position, but in relation to local circumstances, in his view it was virtually an explosion in higher education.

272. In the view of the representative of China, the most important events in the field of education were the establishment of the University of Papua and New Guinea and of the Institute of Higher Technical Education. These new establishments, he hoped, would become not only important centres of learning, but also great territorial or national institutions with which the people of Papua and New Guinea might identify themselves. He also pointed out that there were several specialized colleges. The representative of China wondered whether it would be possible to project an enrolment target for each of these institutions, say for the year 1970, in the light of the progress in secondary education and of the programme of building construction, and also in the light of the needs of the Territory.

273. The Special Representative of the Administer-

ing Authority carefully noted the French representative's remarks on the programme of higher education and the development of scientific and engineering studies.

274. The representative of the Union of Soviet Socialist Republics stated that despite the assertion by the Administering Authority that there had been a "big" advancement in the field of education, the fact that after fifty years of Australian domination in the Territory there were only two indigenous persons with higher educations refuted all assertions to that effect.

PRIMARY AND SECONDARY EDUCATION

275. The representative of the United Kingdom said that the primary and secondary education in the Trust Territory had not been neglected. He mentioned that the members of the Council had been told that the total enrolment in all schools had now climbed to 185,000, and in the administration high schools alone, enrolment increased by over one fourth in Papua last year.

276. The representative of China considered the enrolment of 185,000 students in schools, almost 12 per cent of the total population, as no small achievement during the recent years. He said that the secondary education, obviously, has to keep pace with primary education.

TECHNICAL AND VOCATIONAL TRAINING

277. The representative of France said that his delegation hoped that the Administering Authority would ensure that the industrial and commercial firms at present engaged in the Territory do not neglect the vocational training of the indigenous labour force. It was obvious that these people should assume real responsibilities for promotion within these enterprises so that they might gradually and progressively enter into highly qualified and responsible posts.

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

278. At its thirty-third session, the Trusteeship Council welcomed 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 was 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 was playing a key role in the move towards self-determination. The Council noted from the interim report of the Select Committee that it intended drawing up a list of possible alternatives for the future, was considering how the alternatives might best be placed before the people and was concerned that the people be able to make an informed choice. The Council awaited with keen interest the findings of the Select Committee and the reaction of the House of Assembly, and trusted that the Administering Authority would 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.

279. The Council also took note in this regard both of the statement made before the Council by a member of the House of Assembly 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 was self-determination and that the people were free to terminate their present status and assume independence if they so wished.

280. The Council drew 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.

281. Aware that the Select Committee was 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 recalled the recommendation of its 1965 Visiting Mission that the working of these two institutions be reviewed and welcomed the affirmation by the Administering Authority that it stood ready to implement suggestions in this field.

282. The Council also took 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.

283. In its annual report for the year ending 30 June 1966, the Administering Authority reiterates a statement made in the Australian Parliament on 31 March 1966 by the Minister for Territories to the effect that his Government had no desire to press constitutional changes upon the people of the Territory which they did not want or for which they thought they were not ready; nor would the Government refuse to make changes if there was strong and widespread support for change in the Territory. This was the Government's attitude to the possibility of changes affecting the House of Assembly and it applied also to possible changes in the form of executive government.

284. In the same report, the Administering Authority noted the comments of the Trusteeship Council and advised that the question of changes in the constitutional arrangements for the Territory, which might be appropriate as the next step in constitutional development, would be examined in the light of the recommendations of the Select Committee which were adopted by the House of Assembly.

285. The Special Representative informed the thirty-fourth session of the Trusteeship Council that it was the policy of the Administering Authority to grant self-government or independence to the Territory at a time chosen by the people themselves. This right had been repeatedly stated by the Minister for Territories on behalf of the Australian Government. The Australian Government had not said that the Territory should be economically viable or that it should have all the trained people necessary to make it administratively self-suf-

ficient at the time of self-determination. Nevertheless the Administering Authority did believe that the Territory should have a sound economic base as well as effective machinery of government. It was committed to creating those institutions and organs of government, which would develop through educational, constitutional and administrative change to provide for a self-dependent, fully representative and democratic government for the people of the Territory.

286. From statements made by the representatives of the people in the House of Assembly and at local government conferences it seemed that only a very small percentage of New Guineans, as well as Papuans, accepted the view that they were ready for self-government at the present time; most wanted Australia to remain in the Territory to assist them and the Administering Authority would not shrink from its responsibilities in the Territory. It would continue to foster political progress but it would not seek to impose it at a faster rate than that asked for by the people. The Government had no fixed position regarding the operation of the constitutional and administrative arrangements for the Territory and would look responsibly at any proposals for change.

287. At its thirty-fourth session, the Council adopted the following conclusions and recommendations:

The Council takes note of the statements made before it by two representatives from the House of Assembly expressing reservations about an immediate move to independence and reporting the inclination of their people to wait until a sound basis for the accession to independence has been created.

The Council accepts these freely stated views, of course, but, mindful of its mandate under the Charter and of the provisions of the Trusteeship Agreement and bearing in mind the provisions of relevant General Assembly resolutions, including the Declaration on the Granting of Independence to Colonial Countries and Peoples (resolution 1514 (XV) of 14 December 1960) and resolution 1541 (XV) of 15 December 1960, seeks to ensure that the people are brought to self-determination as swiftly as feasible. In this respect, it stresses three points. First, that all options for the future of the people of Papua and New Guinea continue to be kept open. Second, that the people of Papua and New Guinea, through further vigorously conducted and extensively publicized programmes of political education be made fully aware of the possibilities for their political future which lie before them and be kept informed of the implications of the options they have. Third, that, in the light of the statement made before the Council by a member of the House of Assembly that the people of Papua and New Guinea fear a precipitate withdrawal of Australian assistance and financial support, the Administering Authority takes every opportunity to reassure the people that such a precipitate withdrawal is not the alternative to their present status. In this regard the Council notes with approval the statement of the Special Representative that Australia does not propose any alteration in its financial aid to the Territory or in its other forms of practical assistance as long as these are necessary and the people want them. The Council considers that it is an essential part of making the people of New Guinea aware of the options before them to broadcast such assurances as widely as possible.

The Council is of the opinion that, although it might be from some points of view theoretically desirable to await an advanced degree of economic and

administrative viability before assuming political independence, there is much evidence to suggest that to a significant extent these qualities are finally dependent on the acquisition of full political powers. The Council takes note in this regard of the Special Representative's statement that the Australian Government has not said that the Territory should be economically viable or that it should have all the trained people necessary to make it administratively self-sufficient at the time of self-determination.

The Council is reassured by the evidence that the significant economic growth which has occurred in the Territory is helping to ensure that large-scale dependence on Australian assistance will not become a permanent feature of the economy of Papua and New Guinea: this will help to ensure that when self-determination is exercised the people will be in a better position to make a free choice.

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

288. The representative of France said that his delegation understood, of course, the caution shown by the representatives of the population themselves, faced with the complexity and the size of the tasks of administration and government, but his delegation had confidence that the Administering Authority would make them fully aware of their possibilities and responsibilities, on the one hand, by making perfectly clear to them the choice which they would have to make when they exercise their right to self-determination; and, on the other hand, by associating them every day more and more with the management of their own affairs and making them progressively responsible for certain sections of administration.

289. The representative of the United Kingdom said that the answers given by two visitors from the New Guinea House of Assembly showed convincingly that the generality of people in the Trust Territory were opposed to premature independence and, indeed, had specifically asked not to be rushed. They did not wish to be left on their own until they were fully confident of their ability to stand on their own feet. Such an attitude, the representative of the United Kingdom continued, provided no justification for any relaxation in the strenuous efforts which were being made to bring them advancement as rapidly as possible, but it was not for others to tell the people of New Guinea what they should think or feel. To have set a date for independence in arbitrary disregard of the peoples' wishes would clearly have been inconsistent with the principle enshrined in General Assembly resolution 1514 (XV) that it is the freely expressed will and desire of the people which must decide their future. The Administering Authority had chosen a course which complied with the Charter principle that the interests of the inhabitants were paramount.

290. The representative of China said that the day was not, and could not be, distant when the people of New Guinea would freely determine their own future and their own destiny. They certainly have the right to do so now, if they wish, and there was no doubt that one day they would exercise that right, he concluded.

291. The representative of New Zealand stated it was abundantly clear that the people of the Trust Territory of New Guinea, while happy enough to move

steadily along the road to greater autonomy, were not clamouring at the present time for independence. That was not because they were prevented from expressing their views or unaware of their rights. While free to go their own way, the New Guineans were clearly not yet seeking the transfer of more power to themselves. Unlike those who were tempted to mould the facts to conform with a preconceived doctrine, his delegation accepted the known views of the people, sought to ensure that the latter were brought to the stage of self-determination as swiftly as possible and in the most favourable possible circumstances, and tried to make certain that all options for the future were kept open.

292. The representative of New Zealand pointed out that the Administering Authority did not propose to alter the nature of its financial or other aid to the Territory as long as such aid was needed and requested. To cast doubt on such commitments could only lead to confusion and disharmony in New Guinea, and it might be made clear to the people that there was no danger that Australia would abruptly withdraw its assistance. He stated that large-scale dependence on Australian help would not become a permanent feature of the economy and that when self-determination was exercised, the New Guineans would be in a position to make a free choice. The people would probably choose independence, and in the not too distant future, but New Zealand did not adhere to the new doctrine, a step away from resolution 1514 (XV), that independence was the only option before the people of Trust and Non-Self-Governing Territories and that they had no right to determine the timing of the assumption of sovereignty.

293. The representative of the USSR said that the written and oral reports by the Administering Authority together with the Australian representative's answers to questions by members of the Council had convinced him that there had been no change in Australia's colonialist policy with regard to the Trust Territory of Papua and New Guinea. He had tried to discover what practical steps were being taken to enable the people of the Territory to exercise its right to freedom and independence in accordance with the United Nations Charter and the Declaration on the Granting of Independence to Colonial Countries and Peoples. However, he continued, the answer was still no independence for the people of Papua and New Guinea.

294. The representative of the Soviet Union said that in recent time, the Australian authorities had repeatedly argued that the future political status of the Territory and the date on which it would attain independence were matters which could be decided only by the people of the Territory itself. If that was the case, he continued, it was difficult to understand why hired agents of the special colonial police department were keeping a constant watch on the local population and were trying to discover which New Guineans were criticizing the colonial Power. It was clear that the police activities of the colonial Administration were designed solely to prevent the indigenous population from thinking or talking about the possibility of creating an independent State. In the circumstances, what value could the Council attach to the Administering Authority's assertion that the future of the Territory would be decided by the people alone?

295. In the view of the representative of the USSR, these conclusions could be drawn from the Adminis-

tering Authority's report. First, it had taken no specific steps during the period under review to fulfill its obligations under the Charter and General Assembly resolution 1514 (XV). New Guinea continued to be an Australian colony, and the Administering Authority was endeavouring to perpetuate its domination over the Territory. Secondly, Australia had used the Territory for its own purposes and those of Australian and other foreign monopolies against the interests of the indigenous population, which continued to live in misery, poverty and illiteracy. Thirdly, further steps had been taken to use the Territory for imperialist ends by turning it into a strategic military staging area, thus increasing tension in the area. The Council's recommendations should be based on those considerations and should contain a demand for the immediate implementation of General Assembly resolution 2227 (XXI).

296. In his opening statement, the Special Representative had stressed that Australia's policy for Papua and New Guinea called for self-determination at such time as the people themselves might select, and the representative of the United States believed that that policy was in accordance with the Charter, the Trusteeship Agreement and the relevant United Nations resolutions.

297. She hoped that the Trusteeship Council, in formulating its conclusions and recommendations concerning New Guinea, would be guided by the aim of fostering the speediest possible development of political understanding while abiding by "the freely expressed wishes of the peoples concerned"; that principle was embodied in Article 76 of the United Nations Charter, in the Trusteeship Agreement and in operative paragraph 5 of General Assembly resolution 1514 (XV).

298. The representative of Liberia stated that the Administering Authority had successfully frustrated the smooth functioning of the Council by refusing to report on constitutional advancement in the Territory and to implement the principal provisions of General Assembly resolutions 2112 (XX) and 2227 (XXI). In the circumstances it was pointless to press those matters, though their importance should not be minimized.

299. He stated further that when questioned about independence for the Territory, the Administration took refuge behind the Charter and declared that the people must decide its own future. However, the House of Assembly, which was responsible for taking that decision, did not represent the people of New Guinea. The Administration silenced the House whenever it took it into its head to discuss the Territory's political future. That was illustrated in particular by the recent action taken with regard to the adoption of a new tax, a detailed account of which had been given by Mr. Zurecnuoc. The Council could be sure that it would be several decades before Australia pressed for political advancement in the Territory. Just a few days ago, one of the advisers to the Australian delegation had said that he would prefer Australia to remain in the Territory for a virtually indefinite period because he felt that a viable economy, an abundance of university graduates and an experienced public service were prerequisites for independence. That was tantamount to saying that the nations of the world had only become independent when those conditions had been fulfilled. It was also possible, he had added, that Australia would sever relations with the Territory if its population decided to put an end to the trusteeship. Those fears

had little foundation, since Australia would not abandon its sizable investment in the Territory, the rich markets for its exports and the employment opportunities it provided for its nationals, or the prospect of vast copper and oil deposits. Instead of hearing once again how many hospitals, schools and roads Australia had built during the period under review, it would be good to see the people of Papua and New Guinea assume direct administration of its own affairs. The Council should tell Australia, without any ambiguity, that the time had come for it to take its leave.

300. The representative of Liberia harboured no dislike for the Australian people. He was grateful to Australia for having helped the people of the Territory to advance from a primitive state of existence. He accordingly urged Australia to divest itself with all deliberate haste of the responsibility of deciding another people's future.

301. The Special Representative of the Administering Authority stated that there appeared to be some feeling that the Australian Government was not doing all it could to encourage constitutional development; and it had been suggested that, for the majority of the population, self-determination was synonymous with complete Australian withdrawal. Neither of those assumptions was correct. In fact the future of the Territory had been the subject of discussions between the Select Committee on Constitutional Development and senior ministers of the Australian Government in 1966. The important thing, as the Minister of State for Territories had recently declared, was that in Papua and New Guinea the Administration had established the basis of political institutions which, when the time came for independence or self-government, could serve as a foundation for a stable government capable of serving the needs of a people living in a democratic State.

302. The representative of the Administering Authority stated that the Australian Government had given the most careful consideration to General Assembly resolutions 2112 (XX) and 2227 (XXI), as it had to all the other relevant resolutions. In that connexion, his delegation wished to point out that the Australian Government's position was based essentially on the United Nations Charter and the Trusteeship Agreement freely concluded with the United Nations with the approval of all Members of the Organization. If the Soviet delegation thought that the provisions of the Charter should no longer be applied, it should say so frankly. For his own part, he seemed to remember that in various United Nations bodies, particularly the Committee of Twenty-Four, the Soviet delegation had stressed the need for all countries to comply with the obligations they had assumed under the Charter. The adoption of the provisions of the Charter relating to dependent territories had been due, in large part, to the efforts of the Australian delegation. Some delegations at San Francisco in 1945 had been less interested in the fate of dependent peoples. General Assembly resolution 2227 (XXI) did not provide any constructive suggestions for solving the problems of New Guinea, as it was intended to distort the facts and even to represent non-existent "facts" as the truth.

303. Operative paragraph 1 of the resolution reaffirmed the inalienable right of the people of Papua and New Guinea to self-determination and independence. But that right meant above all that the inhabitants themselves were entitled to decide when to express their views on the future of their country. Operative

paragraph 2, in which the General Assembly deplored the failure of the Administering Authority to implement resolution 2112 (XX), completely ignored the efforts and the progress already made towards self-determination for the population. With regard to operative paragraph 3, in which the Administering Authority was called upon to implement resolution 1514 (XV), he pointed out that the two members of the House of Assembly present in the Council Chamber were representatives of the New Guinean people democratically elected on the basis of a common roll of electors and universal suffrage.

304. In operative paragraph 4 the General Assembly called upon the Administering Authority to remove all discriminatory electoral qualifications. But there was no discrimination in the Territory in regard to elections. If certain qualifications had been retained in some regions, it was because the population wanted them to be, and the New Guinean Parliament was open to members of all races. Sub-paragraph (b) of the same paragraph contained a reference to discriminatory practices in the economic, social, health and educational fields. It was true that some anomalies did exist in certain areas, but the Administration and the House of Assembly were doing everything to remove them, so that there would soon be complete equality not only between the Europeans and New Guineans, but also between the latter and members of all other races. With regard to sub-paragraph (c), which called for elections on the basis of universal suffrage, his delegation was surprised that the General Assembly should pretend to ignore the fact that the Territory had a House of Assembly elected by universal suffrage from a common roll of electors and consisting largely of

indigenous members of the population, and that the same democratic principles would be observed in future elections. On the question of independence, which was mentioned in sub-paragraph (d), he wished to stress once more that the indigenous people themselves would express their views on the matter when they saw fit to do so, and that they were perfectly well aware of the various options open to them. Finally, with regard to operative paragraph 5 which referred to military activities allegedly incompatible with the United Nations Charter, he said that the activities in question were consistent with the provisions of the Trusteeship Agreement and were, in fact, modest in scope compared with those undertaken in other countries.

305. Mr. Eupu, Adviser to the Special Representative and member of the House of Assembly, stated that the people of New Guinea did not want independence immediately. It preferred to wait, trying meanwhile to create the best possible conditions for its accession to independence. There would be new elections to the House of Assembly in 1968, following which the representatives of the people would have ample opportunities to determine the further course of the Territory's development.

306. Mr. Zurecnuoc, Adviser to the Special Representative and also member of the House of Assembly, stated he was participating in the Council's work for the first time and wished to thank the Council for contributing so greatly to New Guinea's progress towards self-government and independence. However, the New Guineans wanted to achieve independence on a sound basis, avoiding certain difficulties which too rapid development had created elsewhere.

NAURU

I. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

LAND AND PEOPLE

307. 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 is roughly oval shaped, approximately 8¼ square miles in area and is about 12 miles in circumference. Completely surrounding the island is a coral reef which is exposed at low tide. It comprises an area of 5,263 acres, of which roughly two thirds, i.e., 3,658 acres are classified as phosphate bearing; a further area of 585 acres, classified as rocky land, is estimated to contain approximately 1 million tons of phosphate. Since the discovery of the deposits 1,453 acres have been mined and 37,403,991 tons of phosphate raised.

308. The total population of Nauru at 30 June 1966 was 6,048, comprising 2,921 Nauruans, 1,532 other Pacific Islanders, 1,167 Chinese and 428 Europeans. The total immigrant population at 30 June 1966 was 3,127 compared with 2,827 at 30 June 1965.

309. At its thirty-third session, the Trusteeship Council noted that relations between the Administering Authority and the representatives of the Nauruan people continued to evolve favourably and that advancement in the Territory had been rapid and commendable. It further noted that the inhabitants of Nauru were fortunate in that their average annual income was high, illiteracy was nil, health conditions on the island were good and their representatives demonstrated talent and ability.

310. At its thirty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes that relations between the Administering Authority and the representatives of the Nauruan people continue to be cordial; that economic, social and educational conditions continue to be satisfactory; and that commendable progress has been made in the Territory.

FUTURE OF THE NAURUANS

311. At the thirty-third session, the Trusteeship Council reaffirmed 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)) were fully applicable to the Trust Territory of Nauru.

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

313. The Council recalled that Article 76 b of the Charter provided that one of the basic objectives of the International Trusteeship System was 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 recalled that the people of Nauru, through their elected representatives, had 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.

314. The Council noted that the Legislative Council, with a majority of indigenous elected members, and the Executive Council, with an equal number of official and indigenous elected members, were established in 1966 and welcomed this development as an important step in the direction of self-government. The Council also noted that the Legislative Council had set up a Select Committee charged with the preparation of a report on the means by which independence might be achieved by 31 January 1968.

315. 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 had requested that these talks be held in 1967, noted the expectation of the Head Chief that there would be no difficulty in arranging the talks in 1967. The Council recommended 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 by no later than 31 January 1968.

316. The Council also noted the statement of the Administering Authority that it concurred with the unanimous view of the 1965 Visiting Mission that the idea of resettlement should not be abandoned and noted 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 that would be acceptable to them and would enable them to preserve their national identity.

317. At its twentieth and twenty-first sessions, the General Assembly adopted resolutions 2111 (XX) and 2226 (XXI), in which it reaffirmed the inalienable right of the people of Nauru to self-government and independence.

318. At its twentieth session, the General Assembly, in its resolution 2111 (XX), requested, and at its

twenty-first session, by resolution 2226 (XXI) recommended, that the Administering Authority should 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. By resolution 2111 (XX), the General Assembly called upon the Administering Authority to report to the Trusteeship Council at its thirty-third session on the implementation of this resolution.

319. In its report for 1965-1966, the Administering Authority noted that discussions with the Nauru Local Government Council concerning the phosphate industry, which were adjourned in July 1966 so that some aspects could be considered by a working party, had been resumed; these discussions, the Administering Authority reported, would be followed by discussions on the political future of Nauru as requested earlier by the Council.

320. At its thirty-fourth session, the Trusteeship Council was informed by the Special Representative of the Administering Authority that at the conclusion of the discussions held in Canberra in June 1967 on the future of the phosphate industry, the question of the political advancement of the Territory was considered. At these discussions, the Nauruan representatives presented a statement which described in some detail their proposals for political and constitutional changes in Nauru.

321. The Nauruan statement sought agreement that Nauru should become an independent State on 31 January 1968 and set out certain matters on which decisions would have to be made, and expressed "a tentative opinion as to the form these decisions might take". The statement proposed, *inter alia*, that Nauru should become a republic, to be known as the Republic of Nauru, and that its form of government should be based on the British parliamentary system, but modified in certain ways to suit local circumstances. A constitution would provide for fundamental rights, a president, an executive, a legislature, a judiciary and a public service. The president, who would be elected by the Legislative Assembly, would perform the formal duties of a Head of State and also be the head of the executive Government. The constitution would also provide for the vesting of executive power in the president and a cabinet of ministers. The role envisaged for the president in the executive Government would be a dual one. He would perform certain formal acts, such as assenting to orders and regulations made by the cabinet or a minister in accordance with the powers delegated to them by law. He would also be the chief minister, selecting other ministers and presiding over meetings of the cabinet. The other ministers would be selected from members of the Legislative Assembly. The Nauruan statement mentioned that the dual position proposed for the president in the executive Government presented some difficulties, but added that in view of the small size of Nauru it did not seem desirable to create two separate offices of president and premier respectively. The statement also considered in some detail the Legislative Assembly, the judiciary and the public service. The Nauruan statement in regard to the judiciary expressed the hope that appeals from the supreme Court of Nauru should lie to the High Court of Australia.

322. The statement emphasized that the proposals outlined did not represent the final conclusions of the

Nauruan delegations or of the Nauruan people, but were submitted to demonstrate that the Nauruans had already given considerable thought to the way in which Nauru might be governed as an independent State, and to show that a solution of the constitutional problems of Nauruan independence was, in broad outline, at least, within sight.

323. The Special Representative of the Administering Authority stressed that the representatives of the Administering Authority, during the conference in Canberra, gave very careful and detailed consideration to these proposals and pointed out that a number of them would require further clarification and examination. They submitted for the consideration of the Nauruan delegation some comments on proposals for constitutional changes for Nauru.

324. Among other things, the Administering Authority had agreed that it was appropriate that basic changes should be made in arrangements for the Government of Nauru, and expressed a sympathetic attitude in connexion with the Nauruans' wish to realize their political ambition by 31 January 1968. They also pointed out that, particularly in relation to external affairs and defence, there were special factors to be considered: that other smaller countries of the world had sought their political future in an association of legal form with a larger country of greater resources under which the larger country was responsible for such matters as external affairs and defence.

325. The representatives of the Administering Authority accordingly suggested that the Nauruans might consider an association with Australia under which an act passed by the Australian Parliament would provide for Australia to be responsible for the external affairs and defence of Nauru, but otherwise would leave the constitutional arrangements to be determined by the Nauruan people, as a suitable arrangement in the particular circumstances of both Nauru and Australia. Such an association would give Nauru full autonomy in internal affairs of government, and there would be no question of the Australian Government being involved in those matters, except to render assistance specifically requested by the Government of Nauru. An association of such a kind would provide, *inter alia*, the ready means whereby the Nauruan Government could receive many benefits including those of international agreements designed to facilitate communications, provide common standards of safety, regulate services, etc., on an international basis, and that it would enable the Australian Government, if this were the wish of the Nauruans, to make arrangements for United Nations technical assistance services; Nauruan citizens travelling abroad would also be afforded assistance by Australian missions overseas which would automatically be able to render many other forms of assistance to the Nauruan Government and people. In regard to defence, an association of the kind suggested would place an obligation on Australia to defend Nauru. Under such an association, the suggestion of the Nauruan delegation that the final appeal from the proposed Nauru Supreme Court should be to the High Court of Australia could more readily be that and there would be no difficulty in the way of admitting the Nauruan people to Australia for all purposes, including their permanent residence there if so required.

326. It was also reported at the thirty-fourth session of the Trusteeship Council that following further discussion between the Nauruan representatives and the

representatives of the Administering Authority possible alternative arrangements for constitutional advancement were presented by the Administering Authority for discussion. These proposals considered the possibility that Nauru be accorded full independence and make a treaty of friendship with Australia under which responsibilities for the foreign affairs and defence of Nauru would devolve upon Australia. Such arrangements might meet some of the special problems which arose from a desire for independence by a people whose numbers, by comparison with the population of any other country, were extremely small. The devolution on Australia of responsibility for defence and foreign affairs would not impose any limitation upon the powers and scope of the Government of Nauru in respect of Nauruan affairs in any other field whatever, and would have no effect on the powers of the Nauruan Government to make arrangements, for example, in regard to external trade and the disposal of phosphate.

327. The representatives of the Administering Authority also proposed that further consideration could well be given to the alternatives put to the Nauruan delegation.

328. The Special Representative of the Administering Authority emphasized that in the relatively short time available for discussions on political advancement, a firm decision could not be reached and it was agreed that discussions on political advancement be resumed at the earliest practicable date. These discussions would resume as early as possible after the conclusion of the thirty-fourth session of the Trusteeship Council.

329. Head Chief Hammer De Roburt, Adviser to the Special Representative, considered it regrettable that talks on the future of the Territory were not resumed earlier and that the timing of certain necessary undertakings preparatory to the gaining of independence by 31 January 1968 would have to be revised and that the Nauruans might now not be able to do all the things they might have wanted to before and on the occasion, simply because there was not available time.

330. With regard to the proposal of the Administering Authority that there should be a treaty in which legal control over the matters of external affairs and defence should continue to be exercised by the Australian Government, the Nauruans would prefer that their achievement of independence should not be conditional upon agreement in advance with Australia on these two questions. Mutually acceptable arrangements in regard to these two aspects could be worked out between the Nauruans and Australia after Nauru had gained full sovereign independence. He stressed that the Nauruan delegation understood that Australia did not object strongly to this view, but would prefer rather that the questions be decided by plebiscite of the Nauruan people on Nauru.

331. The Nauruan delegation to the Canberra Conference did not think that a plebiscite was necessary. This thinking was not based on any fear that a plebiscite would reveal a Nauruan decision contrary to what the Nauru Local Government Council was presently pursuing. He also emphasized that the time factor was involved because by the time the delegation of the Nauru Local Government Council arrived in Australia to resume the adjourned talks on independence and to finalize necessary aspects of the agreement on the future of the phosphate industry, and by the time councillors would return to Nauru, there

would be very limited time left between then and the target date of 31 January 1968. Moreover, in this already limited time, a general election was forthcoming on Nauru in December 1967 for the Nauru Local Government Council.

332. At its thirty-fourth 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, noting General Assembly resolution 2111 (XX) and resolution 2226 (XXI), recalls its recommendation that serious consideration be given to the wishes of the Nauruan people, freely expressed through their elected representatives to receive independence not later than 31 January 1968.

The Council notes that during the discussions held in Canberra in 1967 between the representatives of the Nauruan people and the Administering Authority, the latter agreed that it was appropriate that basic changes should be made in the Government of Nauru and that the aim should be for these to come into effect upon 31 January 1968. The Council notes that during the discussions in Canberra, the Administering Authority put forward two proposals concerning the future of Nauru: a proposal providing for association with Australia, with the latter being responsible for external affairs and defence of Nauru, while giving Nauru full autonomy in internal affairs and government; and, subsequently, a proposal which would accord to Nauru full independence, while devolving upon Australia responsibility for defence and external affairs on the basis of a Treaty of Friendship. The Administering Authority proposed that these new arrangements be placed before the Nauruan people by a plebiscite.

The representatives of the Nauruan people reiterated their desire to become independent by 31 January 1968 and specifically proposed that the Island should become a republic within the British Commonwealth. The Council notes that the representatives of the Nauruan people, both at the Canberra meetings and during the discussions in the Trusteeship Council, stated that the attainment of independence by Nauru should not be conditional upon agreement in advance with Australia on defence and foreign affairs, and that there is no necessity to conduct a plebiscite. At the same time, the Nauruan delegation at Canberra made it clear that their position did not exclude the possibility of entering into treaties or agreements with other countries, nor seeking assistance from another country or countries in the handling of Nauruan foreign affairs.

The Council notes with satisfaction that the 1967 Canberra discussions were held in a favourable atmosphere. The Council, however, regrets that the parties were unable to complete their discussions due to lack of time but notes that they undertook to study the various proposals and to resume discussions at an early date. The Council is confident that these discussions will take place in the same spirit of co-operation and expresses earnest hope that agreement will be reached to the satisfaction of both parties. The Council is gratified to note that the Administering Authority has expressed its sympathetic attitude in connexion with the Nauruans' wish to realize their political ambition by 31 January 1968.

The Council, recalling its observations adopted at its thirty-third session with regard to the resettlement of the Nauruans, notes the statement of the Head Chief Hammer De Roburt that the Nauruans have abandoned the idea of resettlement and intend to remain on the Island. However, the Council notes the statement of the Administering Authority that it remains ready to consider any Nauruan proposal concerning future resettlement.

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

GENERAL

333. The representative of Liberia congratulated the people of Nauru on their independence and the Australian Government for its conscientious endeavours in bringing about the realization of the Trusteeship Agreement; he also congratulated the Trusteeship Council in general for making it possible for the people of Nauru to attain the objectives of the International Trusteeship System.

334. The representative of the United Kingdom stated that it was evident from the annual report of the Administering Authority that progress had been made in Nauru, in particular, in raising the standard of living of the Nauruan people, as well as in educational and health fields. The Australian Government should be commended for the record of steady achievement; these were due in no small degree to the co-operation of the Nauru Local Government Council and to the friendly and harmonious relations which existed between that Council and the Administering Authority.

335. The representative of France congratulated the Administering Authority and the Nauruan people for their achievements. He considered that Australia had wisely administered the Territory entrusted to her care and brought it to a stage of evolution when it was about to choose definitely its future. He was confident that this choice would be made by the people of Nauru in full freedom and to their satisfaction. He considered that the last year yielded many results in bringing the Territory to the objectives of the International Trusteeship System. He particularly emphasized the importance of the agreement reached on the question of phosphate.

336. The representative of the United States wished the people of Nauru every success in the new undertaking and trusted that Nauru's success would itself be testimony to the efforts which the Administering Authority had made.

337. The representative of the United States emphasized that talks between the representatives of the

Nauruan people and the Partner Governments were conducted in an atmosphere of friendliness and frankness on both sides. He also emphasized that the representatives of the Nauruan people stated that they were satisfied with the caliber of assistance which they were receiving from experts of their own choosing outside the Australian Government. In view of these facts the Council had every reason to believe that the discussions which would shortly resume in Canberra would be conducted in the atmosphere of frankness and candor which had thus far existed. This frankness and candor augured well for the settlement of those important issues which remained outstanding.

338. The representative of New Zealand observed that the uncertainties over the future of the small Nauruan people which had taxed the wisdom and the ingenuity of the Nauruans themselves and the Trusteeship Council were in the process of being resolved.

FUTURE OF THE NAURUANS

339. The representative of the Union of Soviet Socialist Republics resolutely supported the demand of the Nauruans concerning their future status and in particular their request that Nauru be granted independence by 31 January 1968. He emphasized that the constitution of Nauru must be decided by the Nauruan people themselves, who would determine the form, system of government, as well as the management of internal and foreign affairs without any interference in, or pressure from, outside. The legislative and executive organs should belong to the elected representatives of the Nauruan people. He considered that the new constitution for Nauru must be approved by the Constitutional Convention representing the Nauruan people. All questions concerning foreign relations should be under the jurisdiction of the Government of Nauru and no Agreement could be concluded behind the back of the Nauruan people.

340. The representative of Liberia suggested that the Administering Authority should withdraw its proposal for treaty arrangements with Nauru, by which Australia would continue to supervise the external affairs and defence of Nauru after it became an independent state.

341. He considered that such a proposal would be considered as a condition for the granting of independence and thought that that would be quite contrary to the United Nations Charter and the Trusteeship Agreement. He also emphasized that the Head Chief had informed the Council on behalf of his people that the proposal for treaty arrangements was unacceptable to them.

342. With regard to the holding of a plebiscite, as proposed by the Administering Authority, he considered that a plebiscite at this stage would simply serve to aggravate the situation and frustrate the aspirations of the Nauruans, since obviously time would not permit for a plebiscite to be held, and the results tabulated before 31 January 1968. He therefore appealed to the Administering Authority to reconsider this proposal.

343. The representative of the United Kingdom noted that the discussions as to the future of Nauru had been temporarily suspended and that they would be shortly resumed. He believed that progress so far achieved in these negotiations augured well for the final outcome of these discussions and thought that goodwill, as shown in the past, would produce a mutually

acceptable settlement on the outstanding political questions in conformity with the requirements of the United Nations Charter and the obligations which were accepted by the three Partner Governments in the Trusteeship Agreement. He emphasized that the population of the Territory was very small, but considered that the aspirations of the people of Nauru were entitled to as much respect as those of more numerous peoples. He considered that in coming to final decisions on the ultimate status of Nauru, the Administering Authority, as well as the Trusteeship Council, had also to take into account what might be appropriate to the particular circumstances of the Trust Territory in accordance with Article 76 b of the Charter; there were divergent elements between the various ingredients in the relevant Charter provisions which related on the one hand to the particular circumstances of the Territory and on the other hand to the freely expressed wishes of the peoples concerned, though with good sense they could be bridged. He considered that the concept of interdependence was of great importance in relation to Nauru and reflected another important principle enshrined in Article 76 of the Charter. He had no doubt that this principle was fully recognized by the parties concerned in the forthcoming negotiations and that it would be given full weight in whatever arrangements were finally agreed upon.

344. The representative of France emphasized the attitude of understanding between the representatives of the people of Nauru and the Administering Authority with regard to the political ambitions of the Nauruans and the taking into account of the freely expressed wishes of the people of Nauru. The agreement reached by the Administering Authority and the representatives of the people of Nauru was not yet fully complete and it remained to determine the relations which in the future might unite freely to one or another country or a group of countries, an island as small in size and as isolated as Nauru. The fact that such questions were being discussed showed the ground that had been covered lately by both parties. He was very hopeful that an agreement would soon be reached on these questions of paramount importance.

345. His delegation had noted with interest the proposals made by the Nauruan delegation as well as the comments made by the Administering Authority and the assurances of the latter according to which "detailed provisions of the constitution should obtain the specific approval of the Nauruans".

346. The representative of China noted that the Nauruan representatives to the recent conference in Canberra presented a "statement of political and constitutional change" and expressed the wish to establish by 31 January 1968 an independent state, known as the Republic of Nauru. He also noted that the Administering Authority had agreed that basic changes should be made in arrangements for the Government of Nauru and had expressed a sympathetic attitude in connexion with the Nauruans' wish to realize their political ambition by 31 January 1968. He was happy to learn that a new state would thus be born on 31 January 1968. He also noted with gratification that the first part of the Constitution would be devoted to "fundamental rights" and was convinced that the proposed Constitution would respect and protect not only the rights of citizens, but also the rights of man. He believed that a sound Constitution would be written and eventually approved by the Nauruan people or their representatives.

He also believed that the Nauruans would make satisfactory arrangements for the defence and for the conduct of the external affairs of Nauru. He trusted that the two parties would work together in a friendly and co-operative manner towards the termination of the trusteeship status and the creation of a new independent nation.

347. The representative of the United States was pleased that a large measure of agreement on the political future of the Territory had been reached during the recent discussions in Canberra. One of the major accomplishments of these discussions was the establishment of a date before which "basic changes" would take place. Because the representatives of Nauru and the Administering Authority had already frankly stated their respective positions on the future of the Territory, and because discussions were scheduled to be resumed in Canberra, he would not comment further on the substance of the future of Nauru. This was primarily a matter for the Nauruans and the Administering Authority to settle.

348. The representative of New Zealand stated that discussions on the political future of Nauru had been temporarily adjourned and that a further round of talks would be conducted shortly. He noted the statement of the Special Representative of the Administering Authority that he believed that the forthcoming round of talks would be crowned with success, as well as the statement of the Head Chief, who represented the views of the Nauruan people, that there now existed between the Nauruans and the Partner Governments a climate of understanding conducive to working out any outstanding problems to their mutual satisfaction. The acute Nauruan leaders needed no gratuitous advice as to where their best interests lay: when those offering such advice had long forgotten the people of Nauru, the latter would still be living with their present realities.

349. The Administering Authority had stated that it was sympathetic to the wish of the Nauruans to realize their political ambition by 31 January 1968. The Nauruans have put forward one set of political and constitutional proposals for meeting the situation they freely acknowledged they faced as a tiny state. The Administering Authority had suggested for consideration modifications of those proposals. The questions remaining to be settled were neither numerous, nor intractable. The Nauruans had said that they would probably wish to seek the assistance of another country or other countries in the handling of Nauruan affairs overseas. They had indicated that they had no ambition to cut a disproportionate figure on the world stage. In certain technical and communications fields they would need help from an outside source. The Administering Authority, desiring simply to ensure that all the possibilities were thoroughly examined before firm decisions were taken, had suggested some possible further ways in which the relationship envisaged might be developed. This was done because there seemed to be a good deal of both logic and mutual benefit to be derived from the sort of relationship envisaged between countries lying in the same area of the world.

350. The representative of New Zealand wished the people of Nauru well at this crucial time; he stated that there could be no doubt, in the light of its own record of decolonization, of what New Zealand's instinctive reaction was in situations like this where self-determination was being exercised. He hoped that

arrangements satisfactory to all, including the United Nations, would be reached.

351. The Special Representative of the Administering Authority stated that the matters of the political future of Nauru that had been placed by the Administering Authority before the representatives of the Nauruan people and that the developed views of the Nauruan representatives themselves were worthy and necessary for full consideration by both parties. He considered that it was the responsibility of the Administering Authority under the Trusteeship Agreement to ensure that full consideration be given to these views; that the Nauruan delegation, as well as the Administering Authority, was and will be giving this consideration; and that it was wise and proper that the Trusteeship Council wait upon the conclusion of the discussions between the Administering Authority and the representatives of the Nauruan people.

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

352. In its report for 1965-1966, the Administering Authority reiterated the provisions of the Nauru Act, 1965, which provided that the Legislative Council should consist of fifteen members: the Administrator as President, nine elected members, and five persons to be known as official members, appointed by the Governor-General of Australia on the nomination of the Administrator.

353. The Legislative Council may make ordinances for the peace, order and good government of the Territory, except ordinances dealing with defence, external affairs, the phosphate industry, phosphate royalties and the ownership and control of phosphate-bearing land. Ordinances on these matters may be made by the Governor-General. Ordinances passed by the Legislative Council are presented to the Administrator for his assent, which may be granted, withheld or reserved for the Governor-General's consideration.

354. The Administrator must reserve for the Governor-General's pleasure any ordinance which appears to contain provisions beyond the powers of the Legislative Council, alters the jurisdiction or affects the practice of the Court of Appeal or the Central Court, establishes a court, affects the territorial public service, makes a grant of money or interest in land to the Administrator, or deals with a matter from which assent has previously been withheld.

355. The first general election of members of the Legislative Council was held on 22 January 1966. Twenty-six candidates were nominated for election. All the successful candidates were also members of the Nauru Local Government Council.

356. The inaugural meeting of the Legislative Council took place on 31 January 1966. Between the inaugural meeting and the end of June 1966 the Legislative Council had held three meetings with a total aggregate of nine sittings at which seven bills were passed to become ordinances.

357. The Nauru Act, 1965, also provided for an Executive Council consisting of the Administrator, two

elected members and two official members of the Legislative Council appointed by the Governor-General of Australia.

358. Mr. Hammer De Roburt and Mr. A. Bernicke were duly nominated by elected members, and Mr. R. E. Vizard and Colonel J. W. Carey by the Administrator.

359. The functions of the Executive Council are those functions conferred on it by or under ordinance, and to advise the Administrator in relation to any matter referred by him to the Executive Council. The first meeting of the Executive Council was held on 28 February 1966.

360. The Administering Authority in its report for 1965-1966 reiterated that the establishment on 31 January 1966 of a Legislative Council and an Executive Council provided for important developments in political growth and the future welfare of the Nauruans. It is the policy of the Government to give the Nauruans as much experience as possible in these bodies, particularly the Legislative Council.

361. At its thirty-fourth session, the Trusteeship Council was informed that the Legislative Council had met on twenty-two sitting days and had passed, in all, twenty-four ordinances. Among them was the Liquor Ordinance which removed the long-standing prohibition on the consumption of alcoholic drink by Nauruan and other Pacific Islanders in the Territory; the Air Navigation Ordinance, the Motor Vehicles (Third Party Insurance) Ordinance, the Motor Traffic Ordinance, 1967, the Tuberculosis Ordinance, 1967 and the Workers' (Contract of Service) Ordinance, 1967.

362. The Legislative Council established two select committees during 1966—a Select Committee on Constitutional Development and a Select Committee to examine the best ways and means of transferring the Works Department of the Nauru Local Government Council with all its functions to the Nauru administration.

363. At its thirty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the statement of the Nauruans that the proposed Constitution should include, inter alia, provisions dealing with fundamental rights of the people.

III. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

364. 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.

365. In its report for 1965-1966, the Administering Authority stated that the tonnage of phosphate delivered for the year ended 30 June 1966 amounted to 1,528,295 tons compared with 1,688,998 tons for the year ended 30 June 1965; the value for the year ended 30 June 1966 amounted to \$A 8,634,867 compared with \$A 9,542,838 for the year ended 30 June 1965.

366. All the phosphate from Nauru during the year 1965-1966 was exported and shipped to Australia, New Zealand and the United Kingdom of Great Britain and Northern Ireland. Of the 1,532,650 tons exported from

Nauru, 818,800 tons were shipped to Australia, 516,650 tons to New Zealand and 197,200 to the United Kingdom.

367. The total imports, chiefly from Australia, amounted to \$A 6,366,248 in 1965-1966 compared with \$A 4,595,798 in 1964-1965.

368. Public revenue for the year 1965-1966 totalled \$A 1,940,704, of which the British Phosphate Commissioners provided \$A 1,724,272. The total expenditure was \$A 1,778,214.

369. On 1 July 1965 the phosphate royalties were increased from \$A 1.35 (13s 6d) to \$A 1.75 (17s 6d) and were continued at this figure for 1966-1967 on an interim basis.

370. At its thirty-fourth session, the Trusteeship Council was informed that during the recent talks in Canberra it was agreed to increase further the royalties for 1966-1967 by \$A 2.75 per ton.

371. According to the report of 1965-1966, discussions on the phosphate industry began in Canberra in June 1966 between a joint delegation of officials representing the Australian, British and New Zealand Governments and the Nauruans, represented by Head Chief Councillor Hammer De Roburt and Councillors A. Bernicke and B. Detudamo. The conference adjourned because of the thirty-third session of the Trusteeship Council, but agreed to resume discussions at a later date.

372. According to the report for 1965-1966, the British Phosphate Commissioners agreed to compensate Nauruan landowners for trees destroyed by phosphate dust in Aiwo District.

373. The report also stated that the building of a modern cinema had been started by the British Phosphate Commissioners for the Nauru Local Government Council.

374. At its thirty-fourth session, the Trusteeship Council was informed that the cinema was completed and handed over to the Local Government Council in January 1967. A new Chinese theatre was opened in February 1967 with special performances of traditional Chinese drama arranged and presented by the members of the Chinese community.

375. In its report for 1965-1966, the Administering Authority stated that it was continuing investigations into the construction of a radio broadcasting station on Nauru.

376. At its thirty-fourth session, the Trusteeship Council was informed that after a further survey was conducted by a radio engineering specialist provided by the Australian Broadcasting Control Board, it was made clear that it would be practicable to establish a local radio broadcasting service, and that a detailed study was being made of the engineer's technical report and recommendations.

377. The report also stated that the projects for the construction of twenty homes jointly by the Administration and the Nauru Local Government Council and for the construction of forty-eight homes by the British Phosphate Commissioners were both nearing completion.

378. At its twentieth session, the General Assembly in its resolution 2111 (XX) 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 to report to the Trusteeship Council at its thirty-third session on the implementation of this resolution.

379. At its thirty-third session, the Trusteeship Council recalled resolution 2111 (XX) regarding the restoration of the island of Nauru for habitation by the Nauruan people and noted that an investigation into the feasibility of restoring the worked-out land had been carried out by a Committee of Experts, including a representative of the Food and Agriculture Organization (FAO), appointed by the Administering Authority.

380. The Council noted 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."

381. The Council recalled 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 had remarked that no one who had seen the wasteland pinacles could believe that cultivable land could be established thereon, except at prohibitive expense.

382. The Council requested 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 recommended 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.

383. In its report for 1965-1966, the Administering Authority stated that the observations of the Council regarding rehabilitation and matters affecting the phosphate industry were discussed fully with the representatives of the Nauru Local Government Council.

384. On 16 May 1967, the Administering Authority made available to the members of the Trusteeship Council the report by the Committee Appointed to Investigate the Possibilities of Rehabilitation of Mined Phosphate Lands, 1966.

385. During the thirty-fourth session of the Trusteeship Council, the Special Representative stated that the Nauru Local Government Council, though agreeing with some of the findings of the Committee, could not, in general, accept its conclusions. Having studied the Committee's report, the Nauru Local Government Council stated that:

(a) The Committee had confirmed the judgement of the Nauru Local Government Council that it was "technically feasible to refill mined phosphate areas with suitable soil and/or other materials from external sources";

(b) Moreover, the Committee had confirmed that "given a water supply and improved communications . . . the Nauruans would enjoy a very satisfactory level of living on the island";

(c) The Committee claimed that it "had not presumed to lay down policy or even policy recommenda-

tion", but it had in fact done this and had gone beyond its terms of reference in two major respects:

- (i) It had presumed that complete resoiling of the mined areas was technically feasible, but "impracticable";
- (ii) It had recommended a specific (minimal) programme of works "to provide for facilities essential to the future livelihood of the increasing population";
- (d) The Local Government Council believed that the Committee had not been briefed impartially by the Administering Authority, otherwise it would never have dismissed the importation of soil to replace phosphate by saying "as costs would substantially exceed the net value of the phosphate to be removed, this course had been ruled out at the outset as not offering a practicable alternative"; the Nauru Local Government Council considered that that was not true and that the Committee was grossly in error in ruling out this method of restoration from the outset; this was not only beyond their terms of reference as a committee, but had also resulted in the Committee spending much time and thought on alternative schemes instead of properly investigating the matters raised by the Nauruan people;
- (e) The Committee exceeded its terms of reference in one other important respect; it gave its opinion that "it would seem consistent with the general trend in regulatory policies for extractive industries to require such treatment to be a responsibility of the phosphate-extractive industry";
- (f) The attitude of the Nauruan people was that the Administering Authority could not deny its responsibility to restore the land to its original condition; the Nauru Local Government Council denied this as replacing sub-soil and top-soil in the same proportions as phosphate bears to top-soil in the unmined areas;
- (g) The Local Government Council believed that this concept of "restoring the land to its original condition" at least defined the financial responsibility of the Administering Authority; the Council did not propose to dignify the Committee's minimum cost proposals by discussing them in detail; it considered it sufficient to note that the estimate for resoiling the whole of the 3,500 acres of phosphate land would be \$240 million even when done by a method which the Council believed was an inadequate restoration; the Nauruan people were prepared to take over the responsibility for restoration of any land mined after the Council received the full economic benefit from the phosphate; hence, the Administering Authority had the responsibility for bearing 38 per cent of the \$240 million, i.e., \$91 million;
- (h) It was consistent with the principles involved that each of the three Partner Governments should bear this cost in proportion to the benefits they had already derived from the use of cheap phosphate obtained at well below the world price;
- (i) The Nauruan people commended the Committee's original thinking in suggesting that two separate problems, i.e., water supply and communications, could be solved by building an airstrip designed as a catchment area for water; however, they suggested that instead of building an airstrip in two stages, the area required for the airstrip should be worked out as quickly as possible; this would assist the Nauruan people to develop their economy before the phosphate ran out;
- (j) The Local Government Council did not accept the Committee's contention that "it would not be in

the best interest of the Nauruans to resoil large portions of the land as they were of far greater value as absorption areas for water collection"; the Committee was inconsistent in claiming on the one hand that water erosion would be a serious problem and on the other hand that resoiling the land would seriously reduce the amount of water collected; the Council believed that both arguments were merely rationalizations attempting to justify the minimization of costs to the Administration;

(k) The Nauruan people valued the restoration of their land above the immediate provision of a water supply; they had sound reasons for believing that attaining an adequate water supply would not be as difficult as providing land for a growing population;

(l) The Nauruans believed that the Committee made gross error of judgement in considering only the facilities needed to support a population of 10,000 by the turn of the century; the Administering Authority might have no further interest in the island after its deposits were worked out, but the Nauruan people had to consider the island's suitability as a permanent home;

(m) This was the reason why the Local Government Council valued the restoration of the land to its original condition much more highly than the debatable benefits of leaving a large part of the mined area bare and using it as a catchment area; in any case the responsibility of the Administering Authority was to restore the land;

(n) The Local Government Council was indebted to the Committee for demonstrating that up to 10,000 people could live a satisfactory life on the island even with the minimum cost proposals evolved by the Committee; this encouraged the Nauruan people to believe that if the plateau was resoiled, Nauru would be a viable home for its growing population;

(o) The Nauruan attitude was that anything less than complete restoration of the mined areas to their original condition would be resisted strongly as being an irresponsible and unnecessary limitation upon the future potentiality of Nauru as a permanent and rightful home of the Nauruan people;

(p) If the Nauruans were receiving the full economic benefits of the phosphate, they would be prepared to restore the land by importing soil and until this came about, the Administering Authority should not try to avoid its responsibilities by attempting to recover the cost of restoring land that had been mined in the past out of the proceeds of mining lands in the future; it had already received inordinate economic benefits from the mining of the phosphate;

(q) Any evasion of this responsibility would become deliberate exploitation of the island for the benefit of the Administering Authority and to the detriment of the indigenous people; the Nauruan people could not conceive how the United Nations could reconcile the Committee's "minimum cost" solution with their obligation for advancement of the Trust Territory.

386. In his opening statement to the thirty-fourth session of the Council, Head Chief Hammer DeRoburt, Adviser to the Special Representative, stated that although the Nauru Local Government Council worked in a climate of understanding at Canberra with the Administering Authority, the only divergent views which seemed to appear not reconcilable was the question of the rehabilitation of the mined lands. The Nauru Local Government Council maintained that the Administering Authority should accept responsibility for the

rehabilitation of the lands already mined, while the Nauru Local Government Council would be responsible for rehabilitation of lands mined from 1 July 1967. The proportions of responsibility in this matter were approximately two thirds to the Nauruan people and one third to the Administering Authority.

387. With regard to General Assembly resolution 2111 (XX), the Administering Authority in its report for 1965-1966 stated that it considered that the question of independence and the rehabilitation of the Territory had to be considered as one and that talks were in progress between the Administering Authority and representatives of the Nauru Local Government Council.

388. At its twenty-first session, the General Assembly recommended in resolution 2226 (XXI) that the Administering Authority should transfer control over the operation of the phosphate industry to the Nauruan people and take immediate steps, irrespective of the cost involved, towards restoring the island of Nauru for habitation by the Nauruan people as a sovereign nation.

389. At its thirty-third session, the Council recalled General Assembly resolution 1803 (XVII) concerning permanent sovereignty over natural resources and invited the attention of the Administering Authority to its provisions.

390. The Council noted the statement of the Administering Authority that the discussions 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.

391. The Council further noted that the joint discussions to be held in Canberra would also deal with the future operation of the phosphate industry.

392. The Council hoped that these discussions would resolve both problems. It believed that every effort would be made to adopt a solution in conformity with the rights and interests of the Nauruan people.

393. The Council noted with approval that the Nauru Local Government Council had 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 was intended to finance approved projects, as recommended by the Development Planning Board.

394. The Council hoped that the new Development Planning Board would seek, in consultation with the Administering Authority, to promote the welfare of the people and that it would contribute to the future economic viability of Nauru so as to help prepare the people of Nauru for self-government and/or independence.

395. In its report for 1965-1966, the Administering Authority stated that it had taken note of the Council's observations on the proposal by the Nauru Local Government Council to establish a Development Planning Board and a Development Fund to provide finance for developmental projects to assist in the creation of alternative employment operations on Nauru and had assured the Nauruans of its willingness, if requested, to assist in obtaining technical advice on specific projects which might be promoted through the Development Fund.

396. At its thirty-fourth session, the Trusteeship Council was informed that during the talks in Canberra in June 1967 the following arrangements were agreed upon:

(a) The Nauru Local Government Council (or its successor in any changed constitutional situation) would on the consummation of the arrangements become the owner of the phosphate enterprise at Nauru and would take over its entire control and management;

(b) The Partner Governments, through the British Phosphate Commissioners, would purchase the entire output of phosphate from Nauru at a stated rate of production and at a price that was determined under machinery laid down in the agreement; the Nauru Local Government Council would receive the total sale proceeds and would meet the costs of operation of the industry at Nauru together with the costs of administration at the island;

(c) Nauru Phosphate Corporation was to be established by the Nauru Local Government Council; the Corporation would, until 30 June 1970, have certain specific consultative and policy control functions in relation to the phosphate industry and after 30 June 1970 it would undertake the complete control and management of the phosphate operation at Nauru; until 30 June 1970 the British Phosphate Commissioners would manage and supervise the operations.

397. The Agreement also provided for the supply of 2 million tons a year at \$A 11 per ton f.o.b. subject to adjustments.

398. The Nauru Phosphate Corporation is to be set up by the Nauru Local Government Council. The British Phosphate Commissioners would manage and supervise the phosphate operations at Nauru until 30 June 1970, when its functions for the island would pass to the Nauru Phosphate Corporation, provided that payment for the assets had been completed by then. During the three-year period there would be consultation and co-operative action between the parties to determine the arrangements that needed to be made for an orderly and planned transfer of management authority from the British Phosphate Commissioners to the Nauru Phosphate Corporation at the end of the third year.

399. The Special Representative of the Administering Authority pointed out that with regard to measures to be taken for the treatment of worked-out areas, these had been considered by a Committee of Experts. The Nauruan representatives had reflected on the objectivity of the experts. The experts were people with high qualifications and the Nauruan representatives had approved their appointment. The chairman had been one of the best qualified engineers in Australia, nominated by the appropriate professional body in Australia, and other members had been a professor of agricultural economics, and a soil expert of Belgian nationality nominated by the Food and Agriculture Organization (FAO). None of the members had been employees of or connected with the Australian government service.

400. The Special Representative said that the Partner Governments were not opposed to the restoration of the worked-out lands. On the contrary, a suggestion had been made to the Nauruan delegation during the discussions: this was that a plan of rehabilitation might be considered under which \$A 2 million a year would be put aside for the purpose of a fund for restoring worked-out land and under which a new airport would

be provided on rehabilitated land when that would be required together with water conservation works, and subsequently worked-out land would be levelled and soil could be placed as necessary on the remainder of the worked-out lands so as to provide living space progressively for a growing Nauruan community and until the whole of the mined land had been treated. The figures of cost for this exercise were based on those provided by the expert committee which reported on the rehabilitation of worked-out land.

401. The basic points in the attitude of the Partner Governments were that the decisions about what steps for treatment of these worked-out mining lands should be taken—whether they should be treated, what treatment should be undertaken, when it should be done and at what use of resources—were ones that should properly be taken by the Nauruans themselves and not by anybody else; and that the responsibility of the Partner Governments was to see that the financial arrangements were such as to ensure that resources would be available to enable the Nauruans to make provision for their future in whatever way the present leaders or their successors might decide.

402. The Partner Governments thought that they had made sufficient provision in the financial arrangements that had been agreed on. Under these arrangements \$US 21 million would become available to or for the benefit of the Nauruan community in 1967-1968, amounting on an average to about \$US 40,000 per family, and almost \$US 18 million a year from 1960-1970 on. This was not to argue that the Partner Governments thought they had made financial provisions beyond what should properly be made. The arrangements that were made were, however, just and the provisions as far as one could judge would be ample. The basis for arriving at the value of assets of the undertaking to be sold was, for instance, historic cost rather than present-day cost of replacement which would be the commercial value. The Partner Governments have agreed that the Nauruan people would receive the benefit of the whole, i.e., 100 per cent, of the net proceeds from selling the phosphate at fair value. They did this, although the information assembled by a joint working party of the Nauruan representatives and the Partner Governments which assembled a great deal of information about comparable mining practice elsewhere, showed that there was a well-established basis of sharing of net benefits and that in many cases the sharing was 50/50. The Partner Governments did consciously take into account the very real needs of the Nauruan people to provide for their long-term future because of the extractive nature of the industry and of the small size of the island, in deciding that it should not follow these precedents of sharing. It would be most inappropriate and unacceptable to the Nauruan people that the Partner Governments should decide what was to be done in a self-governing Nauru.

403. At its thirty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, recalling its belief that every effort will be made to adopt a solution to the phosphate question in conformity with the rights and interests of the Nauruan people, notes with satisfaction that an agreement was reached in Canberra in 1967 between the Nauruans and the Administering Authority, whereby the ownership, control and management of the phosphate industry will be transferred to the Nauruans by 1 July 1970. The Council further notes with satisfaction

that transitional arrangements provide for a substantial increase in phosphate royalties and for the increased participation of the Nauruans in the operation of the industry.

The Council notes that the Administering Authority has distributed the report of the Committee of Experts on the rehabilitation of the worked-out land in accordance with the Council's recommendation at the thirty-third session.

The Council also notes that the report of the Committee of Experts concluded, inter alia, that "while it would be technically feasible (within the narrow definition of that expression) to refill the mined phosphate areas of Nauru with suitable soil and/or other materials from external sources, the very many practical considerations involved rule out such an undertaking as impracticable". At the same time the report provides alternative means of treating the mined land. The Council further notes that the Nauruans have voiced strong reservations to this report and, inter alia, stated that the Nauru Local Government Council believes that the land already worked should be restored by the Administering Authority to its original condition. The Council notes further the statement of the Administering Authority that the financial arrangements agreed upon with respect to phosphate took into consideration all future needs of the Nauruan people, including possible rehabilitation of land already worked.

The Council, regretting that differences continue to exist on the question of rehabilitation, expresses earnest hope that it will be possible to find a solution to the satisfaction of both parties.

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

404. The representative of the Union of Soviet Socialist Republics stated that for many years the Nauruan people and the natural resources of Nauru were a source of enrichment for the Administering Authority. During the last two years alone, more than 3,200,000 tons of phosphate were delivered, and the value of the phosphate so delivered and exported from Nauru amounted to more than \$A 18,000,000. The total value of phosphate exported from Nauru since 1919, when the British Phosphate Commissioners assumed control over the island, totalled an enormous sum.

405. He considered that the Nauruans had the right to demand a just compensation for the export of their natural resources; they had the right to ownership over the phosphate found on their island. He emphasized that this lawful right of the Nauruan people was reaffirmed by General Assembly resolution 2226 (XXI) which recommended that the Administering Authority transfer control over the operation of the phosphate industry to the Nauruan people.

406. The representative of the Union of Soviet Socialist Republics resolutely supported the inalienable right of the Nauruan people to sovereignty over their natural resources and underlined that there did not exist any question as to the transfer of ownership; there existed only the question of the re-establishment of sovereignty over the phosphate which was taken away from the Nauruan people by the colonialists at the close of the nineteenth century. He supported the transfer to the people of Nauru of all their rights, including the right of ownership of the phosphate and of the phosphate industry.

407. The representative of the Union of Soviet Socialist Republics stated that the problem of the resettlement of the Nauruans to another country could only be decided by the Nauruan people themselves. The Administering Authority must abandon any manoeuvres with regard to resettlement and any attempts to force the Nauruans to settle in another country. The Administering Authority must allow the Nauruan people to live freely on their own soil in order to preserve their national and ethnic identity.

408. The representative of the Union of Soviet Socialist Republics believed that the Administering Authority, in accordance with General Assembly resolution 2226 (XXI), must undertake the necessary measures to restore the worked-out mining land at their own expense in order to create conditions permitting the people of Nauru to exist as a sovereign nation.

409. The representative of Liberia noted with satisfaction the information submitted on the arrangements concluded by the Nauruan people and the Partner Governments concerning royalties from phosphate operations on the island; he wished continued success of these arrangements.

410. The representative of Liberia stated that within 30 years the British Phosphate Commissioners will have completed their mining explorations with the result that the island would be a wasteland and would be quite uninhabitable to human beings. His delegation was strongly convinced that the modest request to rehabilitate the island regardless of cost should be the least that the British Phosphate Commissioners could do as a just compensation to the people of Nauru for the state to which the island has been reduced. He considered that the Special Representative, in answer to his question on this subject, attempted to convince the Council of Australia's great concern for the future of the Nauruans and that it would be a waste of funds to rehabilitate the island. He also hinted that the Nauruans might want to settle elsewhere. The representative of Liberia was not in agreement with this argument, since the Council had been repeatedly told by the Nauruans that they had no intention or desire to settle elsewhere and that their only desire was to live on the island completely restored; they had even volunteered to finance a sizable portion of the overall cost. His delegation was therefore at a loss as to the reason for Australia's negative response and for Australia's constant hints that the people of Nauru settle abroad. He appealed to the Administering Authority to reverse their position before Nauru became an independent state, and as a last magnanimous gesture commence the tedious undertaking of restoring the island.

411. The representative of the United Kingdom stressed that although at present the state of the economy of Nauru was healthy, there remained in the long term something of a doubt and something of a question mark as far as the future economic well-being of the people of the Territory was concerned. He emphasized that the comprehensive agreement between the Nauruans and the Partner Governments on the future operation of the phosphate industry was a major landmark in the evolution of the Trust Territory. Both parties should be given credit for the constructive attitudes displayed in the negotiations leading to the settlement.

412. The representative of France congratulated the representative of the Administering Authority, as well

as the Nauruan people on the agreement reached on the question of phosphates. He was particularly glad that the full ownership of the phosphate deposits was granted to the Nauruan people.

413. The representative of France regretted that no agreement had been reached between the Administering Authority and the Nauruan people on the rehabilitation of the worked-out mining land despite the efforts undertaken for a long time. He hoped that an agreement could be reached on this question also, since many other thorny problems were settled between the Administering Authority and the Nauruan people.

414. The representative of France stated that although he was confident that the Nauruan people would administer with wisdom the assets accumulated from the sale of phosphate, which would enable them to live in relative affluence in Nauru itself (or elsewhere if they ever decided to settle down in another country), the future of the Nauruan people was darkened by the fact that in about twenty-six years the phosphate deposits would come to an end. He was therefore happy to note that the Nauruan leaders were thinking of setting up new activities which could one day at least, in part, substitute the wealth represented by the phosphate.

415. The representative of China congratulated the people of Nauru and the Administering Authority for the success in bringing about an orderly and planned transfer of the phosphate industry from the British Phosphate Commissioners to the Nauruan people. He considered the agreement, according to which the Nauru Local Government Council would become the owner of the phosphate enterprise on 1 July 1967, with the proviso that the management and operation of the enterprise would be transferred from the British Phosphate Commissioners to a Nauruan Phosphate Corporation by 30 June 1970, as representing economic statesmanship of a high order.

416. The representative of China expressed his profound sympathy with the wishes of the Nauruan people to remain on Nauru and to make it their permanent home.

417. The representative of the United States noted that considerable progress was made during the recent discussions in Canberra with regard to ownership control and management in the phosphate industry; with regard to marketing of Nauruan phosphate; with regard to assuring the continuation and development of managerial skills needed to ensure the smooth transfer of ownership and the continuing production by Nauruans of the phosphate industry; and with regard to considerable increase in royalties over the sum paid during 1965-1966. He was encouraged by the statement of the representative of the Nauruan people that attention was being given to possibilities of diversification of the economy.

418. The representative of the United States thought that the Nauruans needed to give more consideration to the role of certain variable factors; although modern science by desalinization could completely solve the water supply problem on Nauru, it could also reduce the need for phosphate, thus eliminating Nauru's only present source of income. The Nauruans today expressed the wish to remain on the island, but in view of the possibilities of changes in the economic base of Nauru, and the difficulty of predicting the wishes and actions of Nauruans a generation removed on the problem of resettlement, his delegation believed that

the dominant influence of the phosphate industry on all aspects of Nauru's future should be the subject of careful and urgent consideration. In this regard, these variable factors inevitably affect the question of who rehabilitates worked-out land, but they have equal or more relevance to when, whether and at what rate land should be rehabilitated. His delegation had been encouraged to learn from the Head Chief that attention was being given to the possibility of diversifying the Nauruan economy.

419. The representative of New Zealand noted that an agreement had been signed by the representatives of the Nauruan people and the Administering Authority on the control and management of phosphate resources and the phosphate industry on the island. Like all sound commercial transactions, the arrangement arrived at was mutually beneficial. The Nauruan people were assured of a firm market for the phosphate at a fair price, while the three Partner Governments were assured of a steady supply. The agreement also solved a dozen issues which had been debated for a long time at the United Nations, such as the involvement of the Nauruans in the running of the phosphate industry, the distinction between exploitation rights and ownership rights as conceived in the doctrine of permanent sovereignty over natural resources and the rate of phosphate production which might be both economic and in the Nauruans' best interests. These issues had now been laid to rest.

420. The sums of money accruing to the Nauruans as a result of the agreement would be large. The financial costs of establishing a firm basis for Nauru's long-term economic future would also be large. Given sound planning the Nauruan people had the capacity and now also the capital to shape their environment and their whole economic future.

421. The Special Representative of the Administering Authority thought that it had been accepted by all members of the Council that the agreement made for the phosphate industry was a satisfactory one from the point of view of the Nauruan community. The Administering Authority believed that with goodwill from both sides, the agreement would develop over many years to the mutual benefit of the Nauruan community and of Australia and New Zealand.

422. The Special Representative of the Administering Authority recalled that the Head Chief had stated the position of his Council quite clearly as to the treatment of the worked-out mining lands. The point of view of the Administering Authority, which differed in some respects from the Nauruan viewpoint, was explained by him on behalf of the Administering Authority. He regretted that the Nauruan delegation and the representatives of the Partner Governments had not been able to reach an agreement on this matter.

423. With regard to the statement made by the representative of Liberia, who understood that the Partner Governments were opposed to the restoration of the worked-out lands on the island, the Special Representative of the Administering Authority emphasized that that was not the case. He had made a suggestion to the Nauruan delegation that a plan of rehabilitation might be considered under which the sum of two million dollars a year would be put aside for the purpose of a fund for restoring worked-out land and under which a new airport would be provided on rehabilitated land when that would be required, together with water conservation works and subsequently

worked-out land would be leveled and soil could be placed as necessary on the remainder of the worked-out lands so as to provide living space progressively for a growing Nauruan community and until the whole of the mined land had been treated. The figures of costs for this exercise were those provided by the Expert Committee which reported on the rehabilitation of worked-out land. The decisions about what steps for treatment of these worked-out mining lands should be taken (whether they should be treated; what treatment should be undertaken; when it should be done; and at what use of resources) were ones that should properly be taken by the Nauruans themselves and not by anybody else. The responsibility of the Partner Governments was to see that the financial arrangements were such as to ensure that resources would be available to enable the Nauruans to make provision for their future in whatever way the present leaders or their successors might decide. The Partner Governments thought that they had made sufficient provision for this in the financial arrangements that had been agreed. The arrangements that were made were just and the provisions, as one can judge, would be ample. The basis for arriving at the value of assets of the undertaking to be sold was, for instance, historic cost rather than present-day cost of replacement which would be the commercial value. The Partner Governments have agreed that the Nauruan people were to receive the benefit of the whole, i.e. 100 per cent, of the net proceeds from selling the phosphate at fair value. They did this, although the information assembled by a joint working party of the Nauruan representatives and the Partner Governments, which assembled a great deal of information about comparable mining practice elsewhere, showed that there was a well established basis of sharing of net benefits and that in many cases the sharing was 50/50. The Partner Governments did consciously take into account the very real needs of the Nauruan people to provide for their long-term future because of the extractive nature of the industry and of the small size of the island, in deciding that it should not follow these precedents of sharing. It would be most inappropriate and unacceptable to the Nauruan people that the Partner Governments should decide what was to be done in a self-governing Nauru.

IV. SOCIAL AND EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

424. At its thirty-fourth session, the Trusteeship Council was informed that the Administration had carried out its annual survey of the basic wage in the Territory. The last review revealed that the value of the retail price index had risen from 103.719 at the previous review to 112.326. As a consequence, the basic wage for adult Nauruan males had risen by \$US 44.80 per annum to \$US 110.55. Female and junior rates were varied on a *pro rata* basis.

425. In its report for 1965-1966, the Administering Authority reiterated that the district women's clubs continued to show enterprise and had increased their field of activities. The administration poultry run was now under lease to one of the clubs.

426. The Administering Authority also reiterated that a two-storey Apprentices School had been erected

by the British Phosphate Commissioners and provided facilities for practical and theoretical training.

427. In the field of public health the Administering Authority reiterated that in order to reduce the phosphate dust nuisance the British Phosphate Commissioners had completed the installation of two new machines which operated an automatic system of electrostatic precipitation. In addition, two old units had been demolished to provide space for two additional machines. An eye survey was conducted by an experienced ophthalmologist from Australia.

428. During its thirty-fourth session, the Trusteeship Council was informed that the survey of periodontal disease on the island had been completed.

429. By arrangement with the South Pacific Commission an entomologist of the United States Department of Agriculture was recruited by WHO and visited the Territory in November and December 1966 to conduct a survey of the insect population as a preliminary move towards research into the biological control of disease-carrying insects, mainly mosquitoes.

430. The Council was further informed that in 1966 there were two outbreaks of gastro-enteritis on the island. Owing to its severity and its nature, the Adminis-

tration arranged for specialist advice from Australian consultants by radio-telephone. During the epidemic the Nauru Local Government Council co-operated actively with both the Administration and the British Phosphate Commissioners in measures to combat the disease. The measures adopted were effective and the epidemic was over by the end of August 1966.

431. In its report for 1965-1966 the Administering Authority stated that the educational level continued to rise and was very noticeable in the improved progress of primary school students.

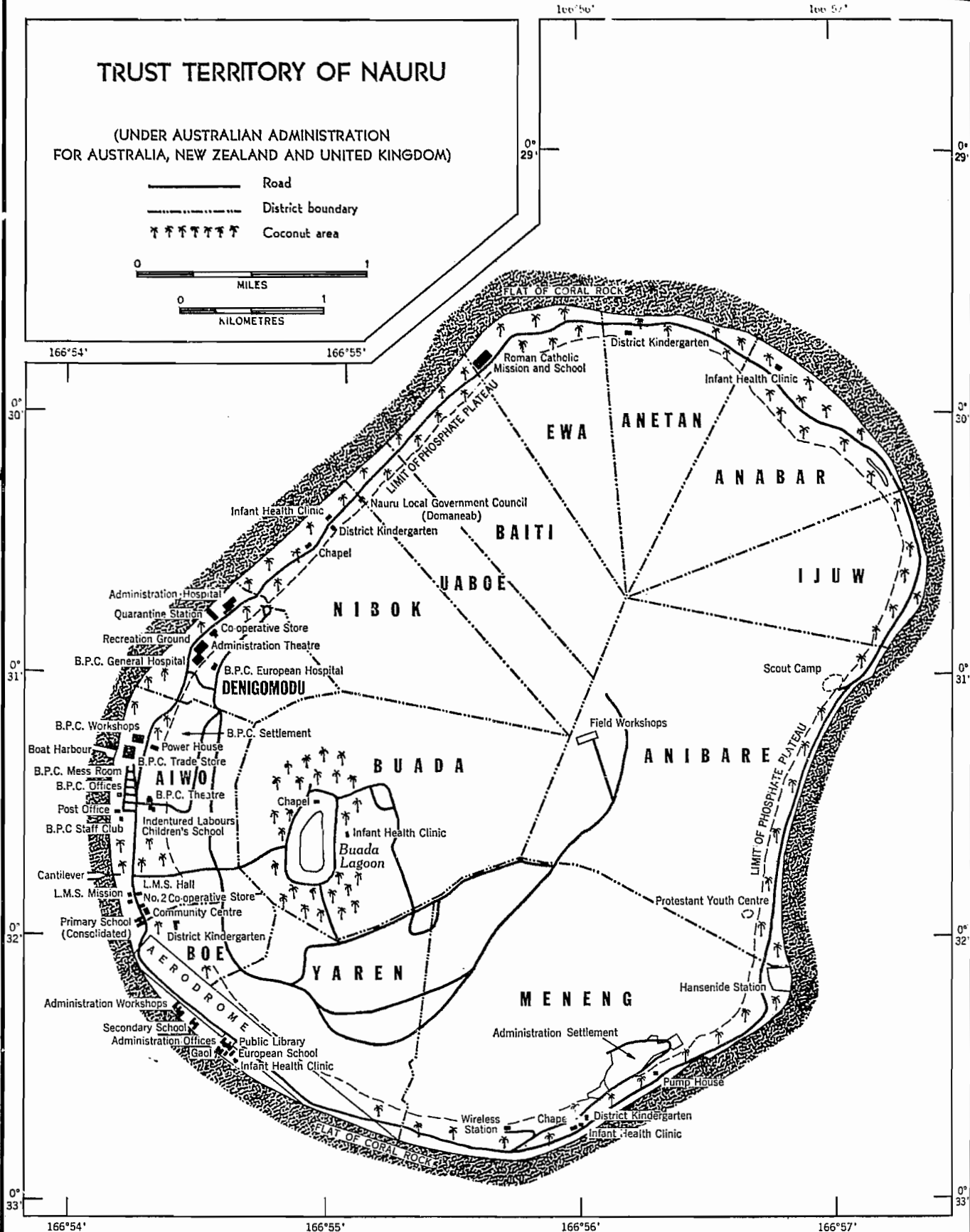
432. During its thirty-fourth session, the Trusteeship Council was informed that the number of pupils in Administration schools amounted to 1,428 and in the Sacred Heart mission schools to 347. By 6 June 1967 there were 105 Nauruan students training overseas, an increase of about 50 per cent over the previous year.

433. The Council was also informed that the Administering Authority had continued its previous practice of encouraging all sectors of the population to participate in United Nations Day and that on 24 October the Administrator, Nauru Local Government councillors and members of organizations on the island delivered special addresses on United Nations topics to the children in the schools.

TRUST TERRITORY OF NAURU

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

- Road
- - - District boundary
- ✶✶✶✶✶✶✶ Coconut area



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