



**REPORT  
OF THE  
TRUSTEESHIP COUNCIL**

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**20 June 1969—19 June 1970**

**GENERAL ASSEMBLY**  
OFFICIAL RECORDS : TWENTY-FIFTH SESSION  
SUPPLEMENT No. 4 (A/8004)

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**UNITED NATIONS**  
*New York, 1970*

## 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 1970 was as follows:

##### *Members administering Trust Territories*

Australia  
United States of America

##### *Members mentioned by name in Article 23 of the United Nations Charter and not administering Trust Territories*

China  
France  
Union of Soviet Socialist Republics  
United Kingdom of Great Britain and Northern Ireland

##### B. Officers

2. Sir Laurence McIntyre (Australia) and Mr. J. D. B. Shaw (United Kingdom) were elected President and Vice-President, respectively, at the beginning of the thirty-seventh session on 26 May 1970.

##### C. Sessions and meetings

3. The Council held the following meetings during the period covered by this report: thirty-seventh session (1355th to 1370th), 26 May to 19 June 1970.

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 resolution 70 (1949) adopted by the Security Council at its 415th meeting on 7 March 1949, and with its own resolution 46 (IV) of 24 March 1949, the Trusteeship Council continued to perform those functions of the United Nations under the Trusteeship System relating to political, economic, social and educational matters in the Trust Territory of the Pacific Islands and submitted a report thereon to the Security Council.<sup>1</sup>

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

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

8. The representative of WHO made a statement concerning conditions in the Trust Territory of New Guinea at the 1361st meeting of the Council on 2 June. The representatives of UNESCO and WHO made statements concerning conditions in the Trust Territory of the Pacific Islands at the 1367th meeting on 10 June.

<sup>1</sup> *Official Records of the Security Council, Twenty-fifth Year, Special Supplement No. 1 (S/9893).*

## Chapter II

### EXAMINATION OF ANNUAL REPORTS

9. The Trusteeship Council had before it the annual reports of the Administering Authorities on the following Trust Territories:

<i>Trust Territory</i>	<i>Administering Authority</i>	<i>Year covered by report</i>	<i>Date of receipt of the report by the Secretary-General</i>	<i>Note of the Secretary-General transmitting the report</i>
New Guinea ....	Australia	Year ended 30 June 1969	27 April 1970	T/1704 and Add.1
Trust Territory of the Pacific Islands .....	United States of America	Year ended 30 June 1969	4 May 1970	T/1705

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

<i>Trust Territory</i>	<i>Name of Special Representative</i>	<i>Meetings at which the annual report was examined</i>
New Guinea .....	Mr. Leslie Wilson Johnson	1356th-1361st
	Mr. Aloysius Noga (Adviser)	1364th-1365th
	Mr. Jack Karu Kuru (Adviser)	1369th-1370th

11. At its 1365th meeting on 8 June, the Council appointed a drafting committee composed of France and the United States of America to propose, on the basis of discussion which had taken place in the Council, conclusions and recommendations on conditions in New Guinea and to make recommendations concerning the chapter on conditions in that Territory for inclusion in the Council's report to the General Assembly.

12. At its 1369th meeting on 18 June, the Council considered the report of the Drafting Committee (T/L.1155) and adopted the conclusions and recommendations contained therein by 4 votes to 1, with 1 abstention. The Council also decided to include those conclusions and recommendations at the end of each appropriate section of its report to the General Assembly.

13. The representative of the Union of Soviet Socialist Republics, in explanation of his dissenting vote, said that the report did not reflect the actual situation in the Territory and that it exaggerated the efforts made by the Administering Authority to create conditions to prepare the indigenous peoples of the Territory for self-determination or independence. His delegation objected to the reference in the report to General Assembly resolution 1541 (XV), since it had no relevance to the Trust Territory.

14. The representative of Australia stated that, following what might be called a traditional position of his delegation, he had abstained in the voting because the Australian delegation was in the Council to represent the Administering Authority and not to make recommendations to its own Government. He assured the Council that the Administering Authority would give the closest attention to all the conclusions and recommendations adopted by the Council.

15. At the same meeting, the Council adopted the revised working paper on conditions in the Trust Territory of New Guinea (T/L.1152 and Add.1) as the basic text for that part of its report to the General Assembly dealing with conditions in the Territory. This part would also include, in the appropriate sections, the observations of members of the Council reflecting their individual opinions. The report on conditions in the Territory, as adopted at the 1369th meeting, forms part II below.

## Chapter III

### EXAMINATION OF PETITIONS

#### A. Examination of petitions

16. At its thirty-seventh session, the Trusteeship Council considered and examined: (a) two communications circulated under rule 24 of its rules of procedure; and (b) seven petitions circulated under rule 85, paragraph 1. The details of the communications and petitions considered and examined are given below, together with an indication of the action taken on them by the Council. The consideration and examination of communications and petitions relating to the Trust Territory of the Pacific Islands is dealt with in the Trusteeship Council's report to the Security Council.

#### B. Communications and petitions concerning New Guinea

17. In a letter dated 26 August 1969, addressed to the Trusteeship Council on behalf of the South Australia State Council of the Amalgamated Engineering Union (T/COM.8/L.5), the Council was informed of a statement issued by the State Council on the situation in Bougainville. In its statement the State Council, *inter alia*, viewed with alarm the Australian Government's action in compulsorily taking over land in Bougainville required by a private mining company to exploit ore deposits, and called for a complete reappraisal of the situation. Similarly, the New South Wales branch of the Printing and Kindred Industries Union addressed a letter, dated 21 August 1969, to the Secretary-General (T/COM.8/L.6) for transmission to the Trusteeship Council as an expression of part of the trade-union movement of Australia against the exploitation of the land rights of the people of Bougainville.

18. The Council considered these communications at its 1361st meeting. The representative of the Administering Authority referred to the observations (T/OBS.8/18) which it had submitted on a number of petitions concerning the copper project on Bougainville (see paragraph 27 below). At the same meeting, the Council decided to take note of these two communications.

19. There were seven petitions before the Council (T/PET.8/26-32). Petition T/PET.8/27 consisted of a cable from Mr. Richard Pape, who stated *inter alia* that he was being charged with assault on a European police officer and requested that an observer barrister be sent to Port Moresby for court case on 5 and 6 March 1969.

20. In its observations on the petition (T/OBS.8/17), the Administering Authority stated that the matters raised by the petitioner had been the subject of proceedings in the courts of the Territory. As a result, the petitioner had been found not guilty of the charge of threatening behaviour, and the other charges by the police and by the petitioner had been withdrawn.

21. The Council examined this petition at its 1361st meeting. At the same meeting, it decided to take note of the petition and the observations of the Administering Authority on it and to draw the attention of the petitioner to those observations.

22. Petition T/PET.8/26 contained the text of a telegram from Mr. B. J. Middlemiss, who stated that the Bougainville nationals had been upset over the Administration's refusal to heed their wishes concerning the acquisition of productive land for a town site. He said that the nationals were on the verge of revolt and that leaders and groups had expressed no confidence in the Australian Administration's policy concerning land on Bougainville. He said that a highly productive European plantation had also been involved and that nationals did not want this to be razed. He urged intervention in the matter and investigation of the Administration's right forcefully to acquire land which had been held by native customary tenure.

23. In its observation on the petition (T/OBS.8/19), the Administering Authority recalled that at its last session, the Trusteeship Council had noted the importance of the project and the efforts that had been made to consult the indigenous people regarding it, not only at the national level but locally on Bougainville as well. Three pieces of land were in dispute at the time the petitioner submitted his petition. One consisted of a European-owned plantation of 998 acres at Arawa. The second consisted of 140 acres of land owned by the Rorovana people. The third consisted of 640 acres owned by the Arawa people. Negotiations for the sale of the Arawa plantation and the land owned by the Rorovana people had since been successful and the same principles had been applied regarding compensation or payment to the Arawa people. Negotiations between the Administration, Bougainville Copper Pty. Ltd. (CRA) and the Arawa people had reached an advanced stage and the people had agreed to the use of the land concerned.

24. Petition T/PET.8/28 from Mr. Paul Marsh and others also referred to the Bougainville project. The petitioners protested at the violation of Bougainville islanders' land rights and called upon the United Nations to guard the human rights of the people of Bougainville.

25. Petition T/PET.8/29 was from the National Union of Australian University Students and other organizations and strongly condemned the actions of the Bougainville Copper Pty. Ltd. (CRA). The petitioners believed that this company had taken land belonging to the people of Bougainville with complete disregard for their wishes, and called on CRA to withdraw from Bougainville and to allow the indigenes to determine their own future.

26. Petition T/PET.8/30 was from Miss Fiona O'Beirne and complained about the injustice which had been done by the Administration to the people of



Bougainville. She said that the people had refused to sell their land but the Administration had decided to take it. She requested immediate action before the rights of the people were violated and before any injustice was done.

27. Petition T/PET.8/31 from the South Coast District Committee Communist Party of Australia referred to a resolution, which had been passed unanimously by its members, accusing the Administration of acting solely in the interests of the Bougainville Copper Pty. Ltd. (CRA), of infringing the rights of the people of Bougainville and of threatening police violence to force through expropriation of their lands. It had become a matter of urgency that this question be discussed by the United Nations.

28. Petition T/PET.8/32 was from Miss E. C. Mann and stated that the natives had declined to sell their land, some of which was sacred and all of which was their inheritance. The petitioner asked whether the United Nations could stop the violation of the rights of the people.

29. In its observations on the above-mentioned petitions (T/OBS.8/18), the Administering Authority stated that the exact nature of the project and its importance to the Trust Territory had been noted by the

Trusteeship Council at its thirty-sixth session. Considerable efforts had been made by the Administering Authority to consult the indigenous people of the area concerning the proposed development plans for the project. It had been announced on 16 January 1970 that a final settlement had been reached relating to the leasing of 140 acres of land from the Rorovana people, who had expressed satisfaction with the terms of the settlement. All landowners in the leased area had now signed the agreement, which provided compensations and payments. Payments would be made to a board of trustees who would distribute payments in accordance with the rights of individual members of the Rorovana people. After consultation with the Rorovana people, three trustees had been nominated, two representing the Rorovana people and one the Administration. A Land Titles Commissioner had examined the compensation claims of the Rorovana people and his determination of claims had been accepted by them.

30. The Council examined the above-mentioned petitions at its 1361st meeting. At the same meeting, it decided to take note of the petitions and of the observations of the Administering Authority on the petitions and to draw the attention of the petitioners to those observations.

## Chapter IV

### VISITS TO TRUST TERRITORIES

#### A. United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1970

31. At its 1354th meeting on 19 June 1969, the Trusteeship Council decided to dispatch a visiting mission to the Trust Territory of the Pacific Islands in 1970 and to invite the Governments of Australia, China, France and the United Kingdom of Great Britain and Northern Ireland to submit nominations for membership.

32. At the same meeting, the Council adopted resolution 2152 (XXXVI) setting forth the terms of reference of the Visiting Mission. In this resolution the Council directed the Mission: (a) to investigate and report as fully as possible on the steps taken in the Trust Territory of the Pacific Islands 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 Territory in the light of the relevant Articles of the Charter and the Trusteeship Agreement, bearing in mind the provisions of relevant Trusteeship Council and General Assembly resolutions, including Assembly resolutions 1514 (XV) of 14 December 1960 and 1541 (XV) of 15 December 1960; (b) to give attention, as may be appropriate in the light of discussion in the Trusteeship Council and of resolutions adopted by it, to issues raised in connexion with the annual reports on the administration of the Territory, in the petitions received by the Council concerning the Territory, in the reports of the previous periodic visiting missions to the Territory and in the observations of the Administering Authority on those reports; (c) to receive petitions, without prejudice to its action in accordance with the rules of procedure of the Council, and to investigate on the spot such of the petitions as, in its opinion, warrant special investigation. Finally, the Council requested the Mission to submit to the Council as soon as practicable a report on its visit to the Trust Territory of the Pacific Islands containing its findings, with such observations, conclusions and recommendations as it might wish to make.

33. At the same meeting, the Council decided that the nominations of members of the Visiting Mission would be automatically approved when received from the Governments of the four countries concerned. Accordingly, the Mission was composed of Mr. Kenneth Rogers (Australia), Mr. Meng-Hsien Wang (China), Mr. Alain Deschamps (France) and Mr. David Lane (United Kingdom). The members of the Mission elected Mr. Kenneth Rogers (Australia) as Chairman of the Mission.

34. Before its departure for the Trust Territory, the Mission visited Washington D.C., on 28 and 29 January 1970 for discussions with representatives of the United States Department of State, Department of the Interior and Department of Defense as well as the Peace Corps. The Mission left New York on 6 February and returned on 19 March.

35. The Trusteeship Council examined the report of the Visiting Mission<sup>2</sup> in conjunction with the annual report of the Administering Authority (T/1705). At its 1370th meeting on 19 June, the Trusteeship Council adopted resolution 2153 (XXXVII) concerning the work of the Visiting Mission. The main conclusions and recommendations of the Visiting Mission as well as the text of resolution 2153 (XXXVII) are to be found in the Council's report to the Security Council.

#### B. United Nations Visiting Mission to the Trust Territory of New Guinea, 1971

36. At its 1370th meeting on 19 June, the Trusteeship Council considered the question of the dispatch of a periodic visiting mission to the Trust Territory of New Guinea. The Council considered this question in conjunction with its agenda item concerning General Assembly resolution 2590 (XXIV) of 16 December 1969, which, in paragraph 5, requested the Trusteeship Council to include non-members of the Council in its periodic visiting missions to the Trust Territory of New Guinea, in consultation 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 and the Administering Authority and in accordance with the Charter of the United Nations.

37. Consultations on the subject were held between the President of the Trusteeship Council and the Chairman of the Special Committee. Following these consultations, in an *aide-mémoire*, dated 19 June 1970, the Council was informed of the views of the Committee as well as of individual members concerning the composition and terms of reference of the 1971 Visiting Mission to the Trust Territory. In the *aide-mémoire* it was stated, among other things, that after discussion the Special Committee had decided, without objection, to authorize its Chairman to propose to the President of the Trusteeship Council the inclusion of Iraq and Sierra Leone in the Council's forthcoming periodic Visiting Mission to the Trust Territory of New Guinea.

38. At its 1370th meeting, the Trusteeship Council decided to dispatch a periodic visiting mission to the Trust Territory of New Guinea at the beginning of 1971 and to invite the Governments of France, Iraq, Sierra Leone and the United Kingdom of Great Britain and Northern Ireland to nominate members to compose the mission.

39. At the same meeting, the Council considered a draft resolution (T/L.1159) setting forth the terms of reference of the Visiting Mission. Amendments proposed orally by the representative of the Union of

<sup>2</sup> Official Records of the Trusteeship Council, Thirty-seventh Session, Supplement No. 2 (T/1713).

Soviet Socialist Republics were rejected, and the Council adopted the draft resolution by 4 votes to 1, with 1 abstention, as resolution 2154 (XXXVII).

40. In resolution 2154 (XXXVII), the Trusteeship Council recalled the request made to the Council by the General Assembly in paragraph 5 of its resolution 2590 (XXIV) of 16 December 1969; and noted that the consultations requested by the General Assembly had been carried out. The Council directed the Visiting Mission: (1) to investigate and report as fully as possible on the steps taken in the Trust Territory of 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 Territory, in the light of the relevant Articles of the Charter and the Trusteeship Agreement, bearing in mind the provisions of relevant Trusteeship Council and General Assembly resolutions, including 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 resolu-

tions adopted by it, to issues raised in connexion with the annual reports on the administration of the Trust Territory, in the petitions received by the Council concerning reports of the previous periodic visiting missions to the Territory and in the observations of the Administering Authority 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 a report on its visit to the Trust Territory of New Guinea containing its findings, with such observations, conclusions and recommendations as it might wish to make.

41. At its 1370th meeting, the Council also decided that the nominations of members of the Visiting Mission to be submitted by the Governments of France, Iraq, Sierra Leone and the United Kingdom of Great Britain and Northern Ireland would be automatically approved when received.

## Chapter V

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

#### A. General

42. At its thirty-seventh session, the Trusteeship Council considered the question of the attainment by the Trust Territories of New Guinea and the Pacific Islands of the objectives of self-government or independence in the course of its examination of conditions in the Trust Territories. The Council's pertinent conclusions and recommendations, as well as the individual observations of members, are contained in the report to the Security Council with respect to the Trust Territory of the Pacific Islands, and in part II of the present report with respect to New Guinea.

43. At its 1369th meeting, on 18 June 1970, the Council considered its agenda item on this subject. The representative of the Union of Soviet Socialist Republics said that the discussion regarding the situation in the two remaining Trust Territories had shown that the Administering Authorities had failed to fulfil the provisions of the Declaration on the Granting of Independence to Colonial Countries and Peoples as applicable to these Territories. As in previous sessions, no specific dates for the granting of independence to those Territories had been given. The Soviet Union representative further said that the strengthening of the struggle for the abolition of colonialism was the duty of all Members of the United Nations and, in a year when the United Nations would be celebrating the tenth anniversary of the adoption of the Declaration, the Soviet Union reiterated its position in favour of the final liquidation of colonialism in all its manifestations.

44. The representative of Australia stated that during the Council's consideration of conditions in New Guinea, his delegation had presented a picture of a society which was going through very rapid change and very rapid transition. It had made it clear that the ultimate goal of the Administering Authority was self-determination. In its conclusions and recommendations, the Council welcomed the recent declaration by the Administering Authority which, while reiterating its belief that an arbitrary date should not be set for independence, had expressed anew its commitment to self-government and eventual independence and its belief in constant advancements towards self-government. The Australian representative thought that if the situation prevailing in New Guinea today were to be compared with that of twenty-five years ago, there would be very few areas in the world which, during this period, had undergone such social transformation as had taken place in that Territory.

45. The representative of the United States of America said that his Government considered that the essential elements of General Assembly resolution 1514 (XV) were applicable to the Trust Territory of the

Pacific Islands. The United States firmly supported paragraph 2 of the Declaration in resolution 1514 (XV), which stated: "All peoples have the right to self-determination; by virtue of that right they freely determine their political status and freely pursue their economic, social and cultural development". The United States was taking immediate and continuing steps to stimulate the political development of the Territory in the direction of increased self-government with a view to giving the people of the Territory a free choice with respect to their political future. Therefore, the United States Government considered that its policy with regard to the Trust Territory of the Pacific Islands was entirely consistent with the recommendations of the General Assembly. However, certain language of the Declaration was not appropriate to the situation in the Trust Territory of the Pacific Islands, particularly the reference in paragraph 1 of the Declaration to "alien subjugation, domination and exploitation".

46. At the conclusion of the consideration of the item, the Council decided to draw attention to the fact that throughout its examination of conditions in the two Trust Territories, members had 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.

47. The Council also decided to draw attention of the members of the General Assembly and the Security Council to the conclusions and recommendations adopted concerning the attainment of self-government or independence in the two Trust Territories, as well as to the individual observations of members of the Council on the question.

#### 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

48. In 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, the General Assembly requested the Trusteeship Council to assist the Special Committee in its work. In accordance with this request and following a decision taken by the Council at its 1370th meeting, the President addressed a letter to the Chairman of the Special Committee informing him that the Council, at its thirty-seventh session, had examined conditions in the Trust Territories of the Pacific Islands

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 New Guinea. He also expressed his willingness to discuss with the Chairman of the Special Committee any further assistance which the Special Committee might require from the Trusteeship Council.

49. At its 1370th meeting, the Council also decided to draw the attention of the General Assembly to the fruitful co-operation that had taken place this year between the Special Committee and the Trusteeship Council, which had led to the inclusion for the first time of non-members of the Council in a visiting mission to a Trust Territory.

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

50. In resolution 2590 (XXIV) of 16 December 1969, concerning Papua and the Trust Territory of New Guinea, the General Assembly, *inter alia*, called upon the administering Power to take all necessary steps to transfer full powers in the executive and legislative branches of government to elected representatives of the people, in accordance with the freely expressed wishes of the peoples; requested the administering Power to intensify and accelerate the education and

technical and administrative training of the indigenous peoples of the Territories; requested the Trusteeship Council, in its periodic visiting missions to the Trust Territory of New Guinea, to include non-members of the Trusteeship Council, in consultation 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 and the Administering Authority and in accordance with the Charter of the United Nations; called upon the Administering Authority to co-operate fully with the visiting mission and to provide it with all the necessary facilities and assistance in the performance of its tasks; and requested the Trusteeship Council and the Special Committee to continue to examine this question and to report thereon to the General Assembly at its twenty-fifth session.

51. The Council considered this resolution along with its examination of the annual report of the Administering Authority for the period 1 July 1968 to 30 June 1969 (T/1704 and Add.1). At its 1370th meeting on 19 June, the Council decided to draw the attention of the General Assembly to the action it had taken on this question, including the action taken in response to the request addressed to it concerning the dispatch of its periodic visiting mission to the Trust Territory of New Guinea, as well as to the observations that had been made in the course of the debate. Conclusions and recommendations adopted by the Trusteeship Council at its thirty-seventh session concerning New Guinea appear in part II of the present report.

## Chapter VI

### OTHER QUESTIONS CONSIDERED BY THE TRUSTEESHIP COUNCIL

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

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

53. The report submitted by the Secretary-General to the Council at its thirty-seventh session (T/1711) covered the period from 1 June 1969 to 31 May 1970. It contained information on the use made of the scholarships and training facilities offered by ten States Members of the United Nations. According to information made available to the Secretary-General, no applications for scholarships offered by these Member States were received from either of the two remaining Trust Territories during the period under review.

54. At its 1367th meeting, the Council considered the report on the scholarships programme for inhabitants of Trust Territories (T/1711). At the same meeting the Council decided to take note of the report of the Secretary-General.

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

55. The annual report of the Secretary-General (T/1710) on the arrangements undertaken in co-operation with the Administering Authorities 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-seventh 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.

56. The report, covering the period from 1 June 1969 to 31 May 1970, set out the activities carried out by the Office of Public Information through its information centres in Washington, D.C., and Port Moresby in disseminating information on the United Nations. It contained information about the number and titles of United Nations publications, and films and radio programmes that had been distributed. It also indicated that special care had been taken to distribute in the Trust Territories publications and press releases relating to the work of the General Assembly, the Trusteeship Council 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.

57. The Trusteeship Council considered the report at its 1364th meeting. At that meeting, the representative of Australia drew attention to the considerable assistance and co-operation given to the United Nations Information Centre in Port Moresby by the Government of Papua and New Guinea. Government departments had co-operated in the celebration of United Nations Day and those concerned with education and information in the Territory made extensive use of material disseminated by the Centre. The radio stations of the Administration regularly broadcast programmes on the work of the United Nations and an Administration publication produced in simple, clear English and entitled *Our News* regularly included a page devoted to the United Nations. Moreover, representatives of the Territory regularly attended sessions of the Trusteeship Council and the General Assembly. In this way a growing number of elected indigenous representatives and officials obtained first-hand experience of the United Nations which they disseminated to colleagues on their return. Furthermore, the growing number of experts from the United Nations Development Programme (UNDP), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the International Labour Organisation (ILO), the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF) in the Territory demonstrated United Nations interest in the Territory.

58. The representative of the United Kingdom said that his delegation was impressed by the continuing efforts being made in the two Trust Territories to disseminate information about the work of the General Assembly, the Trusteeship Council and the Special Committee, and generally to provide material about the activities of the world Organization in fields other than decolonization. His main concern, however, was in relation to the particular publications that were being distributed, and in this connexion he drew attention to a periodical series entitled *Objective: Justice*. The latest issue of that publication dealt with the United Nations and decolonization since 1945. He was concerned to note the lack of information in that periodical about the two remaining Trust Territories and about the work of the Trusteeship Council. On the other hand, prominence was given to conclusions and recommendations about those Territories adopted by the Special Committee. These conclusions and recommendations related to military activities and the question of foreign economic activities and they often misrepresented the real position in the Territories. It was the view of his delegation that the information disseminated should reflect the work currently being done by the Trusteeship Council through its regular visiting missions and other procedures. It should not give the reader the impression that the Trusteeship Council had virtually suspended all activities eight years ago. It was also the view of his delegation that the current situation in each of the two Trust Territories merited at

least a brief factual account rather than excerpts from a tendentious report of the Special Committee. A further example of the failure to take account of the current position in the Trust Territories or of the views of the Council on matters relating to Trust Territories could be found in the publication entitled *Foreign Economic Interests and Decolonization*. This pamphlet contained conclusions which misrepresented the views of his and other Governments on foreign investments in dependent Territories. Moreover, it contained no reference to the Trusteeship Council's conclusions over recent years, which recognized the need to attract outside sources of capital.

59. He recalled that the General Assembly, in resolution 754 (VIII), called for the direct flow of information material to the general public in the Trust Territories both on the United Nations and on the International Trusteeship System. It was his delegation's belief that not enough regard was being paid to that mandate. The Council had a right to expect that its activities as well as its conclusions and recommendations relating to the two Trust Territories ought to be adequately reflected in the material disseminated in those Territories. He suggested that the Office of Public Information consider issuing a leaflet on the Trusteeship Council similar to the leaflet entitled *The Special Committee of Twenty-Four—What it is—What it Does—How it Works*. He also suggested that the locally prepared booklet for the Trust Territory of New Guinea entitled *A Sacred Trust* might also include Chapter XII of the Charter of the United Nations and perhaps some account of the recent conclusions and recommendations adopted by the Council or its visiting mission.

60. The representative of the United States supported the recommendations made by the representative of the United Kingdom.

61. The representative of the Union of Soviet Socialist Republics was of the opinion that the main purpose of disseminating information in the Trust Territories should be to encourage the people to move towards independence and self-determination. The report of the Secretary-General (T/1710) indicated that there had been a wide dissemination of publications concerning decolonization. The Office of Public Information had shown laudable initiative in distributing *Objective: Justice* and other material. It was right in including material concerning such aspects of the process of decolonization as, for example, military activities in colonial Territories and the part played by the foreign monopolies in the colonies. These subjects were being thoroughly examined by the Fourth Committee as well as by the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples. It was strange, therefore, that the representative of the United Kingdom should question the appropriateness of such material appearing in publications disseminated in the Trust Territories. Moreover, the Administering Authorities themselves did a good deal to see that their reports and those of the Trusteeship Council were brought before the people of the Trust Territories. He could therefore see no ground for making additional requests or suggestions of that kind to the Office of Public Information.

62. At the same meeting, the Trusteeship Council decided to take note of the report of the Secretary-General.

### C. Co-operation with the Committee on the Elimination of Racial Discrimination

63. In a note dated 18 February 1970 (T/1703), the Secretary-General drew the attention of the Trusteeship Council to the International Convention on the Elimination of All Forms of Racial Discrimination and in particular to article 15. He also drew attention to General Assembly resolution 2106 B (XX) concerning the International Convention.

64. By the terms of article 15 of the International Convention on the Elimination of All Forms of Racial Discrimination, and of paragraphs 2 and 3 of General Assembly resolution 2106 B (XX), the Council was requested to transmit to the Committee on the Elimination of Racial Discrimination copies of petitions it received and circulated which related to racial discrimination, as well as copies of the reports it received from the Administering Authorities.

65. The Secretary-General also drew attention to decisions of the Committee on the Elimination of Racial Discrimination, which held its first meeting in January 1970, by which it addressed further requests to the Trusteeship Council. The Committee's requests to the Council were the following:

(a) To supply it, together with the copies of relevant petitions it transmitted to the Committee, with: (i) such information as may be available about the petitioners; (ii) information on the action taken on the petitions; and (iii) records of the meetings at which the petitions were considered or the petitioners were heard;

(b) To transmit to the Committee, as soon as they become available, copies of the reports submitted by the Administering Authorities in accordance with article 88 of the United Nations Charter, and other relevant reports, such as working papers prepared by the Secretariat;

(c) To indicate those portions of each report which, in the opinion of the Council, were directly relevant to the principles and objectives of the Convention.

66. The Council considered this item at its 1367th and 1369th meetings. At the 1367th meeting it decided the following:

(a) To transmit to the Committee on the Elimination of Racial Discrimination the annual reports submitted to it by the Administering Authorities as soon as they were received;

(b) To authorize the President to propose which of the petitions before it seemed to relate to racial discrimination and subsequently to transmit them to the Committee;

(c) To transmit information on the action taken on the relevant petitions as well as the records of the meetings at which they were discussed;

(d) To transmit to the Committee copies of the Trusteeship Council's reports to the General Assembly and the Security Council which, it pointed out, incorporated the working papers prepared by the Secretariat after they had been approved by the Council.

67. The Council also agreed that it was not possible for it to transmit information on the petitioners since it was not always possible for the Council to inquire into the *bona fides* of petitioners. With regard to the request to it to indicate those portions of the

reports it received which were directly relevant to the principles and objectives of the Convention, the Council felt that this imposed a difficult task on it. In its view, the Committee itself, which was a body of experts, seemed to be the most competent body to make the decision as to relevance.

68. At its 1369th meeting, the Council agreed that none of the petitions before it related to racial discrimination and that therefore it would not be transmitting any petitions to the Committee on the Elimination of Racial Discrimination this year.

#### **D. Programme for the observance in 1971 of the International Year for Action to Combat Racism and Racial Discrimination**

69. The General Assembly, in resolution 2544 (XXIV) of 11 December 1969, designated the year 1971 as International Year for Action to Combat Racism and Racial Discrimination. In paragraph 5 of that resolution, the General Assembly invited the organs of the United Nations and the specialized agencies concerned to co-operate and participate in the preparatory work and in the observance of the International Year for Action to Combat Racism and Racial Discrimination. Furthermore, by paragraph 3 of the same resolution, the General Assembly approved the programme for the observance of the International Year for Action to Combat Racism and Racial Discrimination prepared by the Secretary-General.<sup>3</sup>

70. The programme prepared by the Secretary-General suggested that United Nations organs whose work related to the question of racial discrimination, including the Trusteeship Council, should be encouraged to proceed with their own specific programmes for the International Year for Action to Combat Racism and Racial Discrimination. Another suggestion was that the presidents and chairmen of various United Nations bodies might issue an appropriate statement on 1 January 1971.

71. The Trusteeship Council considered this question at its 1367th meeting. At the same meeting the Council authorized the President to issue an appropriate statement on 1 January 1971.

<sup>3</sup> Official Records of the General Assembly, Twenty-fourth Session, Annexes, agenda item 55, document A/7649.

#### **E. Celebration of the twenty-fifth anniversary of the United Nations**

72. At its thirty-seventh session, the Trusteeship Council had before it a letter dated 14 April 1970 from the Chairman of the Committee for the Twenty-fifth Anniversary of the United Nations (T/1706), inviting the Council to submit suggestions for inclusion in the final document or documents to be signed or adopted during the forthcoming commemorative session of the General Assembly.

73. At its 1370th meeting on 19 June, the Council adopted the text, which it recommended that the Committee take into account in the drafting of a declaration or declarations to be adopted by the General Assembly on the occasion of the twenty-fifth anniversary. According to the text, the General Assembly would (a) note with satisfaction the important contribution made by the International Trusteeship System over the past twenty-five years to the emergence of peoples for whose benefit it was established in fulfilment of the goals of self-determination or independence set out in Chapter XII of the Charter; (b) welcome in particular the attainment of complete self-determination and independence by nine out of the eleven Territories originally placed under the International Trusteeship System, and draw attention to the example which this offers for those Territories whose peoples have still not attained a full measure of self-government; and (c) commend the continuing work of the Trusteeship Council in relation to the remaining Trust Territories in discharging the functions and observing the procedures set out in the Charter and in pursuing unremittingly the basic objectives of the Trusteeship System therein described.

74. The Council authorized its President to forward the text to the Chairman of the Committee for the Twenty-fifth Anniversary of the United Nations.

75. The representative of the Union of Soviet Socialist Republics, in dissenting from the text, considered that it should stress that the achievement of independence by many countries, including nine Trust Territories, was above all the result of the national liberation struggle waged by their peoples. In the view of his delegation, while the United Nations, including the Trusteeship Council, had played a role in solving a number of colonial problems, the Council, as constituted at present, was not carrying out its responsibilities.





## Part II

# CONDITIONS IN THE TRUST TERRITORY OF NEW GUINEA

### A. GENERAL

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

##### LAND AND PEOPLE

76. The Trust Territory of New Guinea 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, of which New Britain, New Ireland and Manus are the largest, and the two northernmost islands of the Solomon Group, namely Buka and Bougainville. The total land area covers some 92,160 square miles. In its report for the year under review (T/1704 and Add. 1), the Administering Authority stated that the remaining restricted area was 670 square miles in pockets of rugged and difficult country in the West Sepik and Western Highlands Districts. Restricted areas are those not yet brought under full administrative control.

77. For administrative purposes the Trust Territory is divided into twelve districts: five island districts (West New Britain, East New Britain, New Ireland, Bougainville and Manus) and seven on the New Guinea mainland (Morobe, Madang, Western Highlands, Eastern Highlands, Chimbu, West Sepik and East Sepik).

78. At 30 June 1969, the indigenous population of the Territory consisted of an enumerated population of 1,692,095 and in addition an estimated one of 10,184. At the census of June 1966, the non-indigenous population numbered 20,265.

79. At its thirty-sixth session, the Trusteeship Council, although appreciating the problems involved, had renewed the expressions of concern stated at its thirty-fifth session that a sense of nationhood had not yet developed in Papua and New Guinea to any marked degree. The Council had been encouraged that the House of Assembly was taking an active interest in this problem. The Council had continued to hope that a single name for the two Territories, a national anthem and a national flag would be adopted. The Council had also strongly supported the request of the House of Assembly that the Administering Authority use every opportunity to inform the people of the advantages of keeping together in a single country.

80. In its report, the Administering Authority noted the concern expressed by the Trusteeship Council that a sense of nationhood had not yet developed in Papua and New Guinea to any marked degree and informed

the Council that the Administering Authority would use every opportunity to inform the people of the Territory of the advantages of keeping together in a single country. While agreeing with the Council that a single name for the two Territories, a national anthem and a national flag would assist the development of a sense of nationhood, the Administering Authority was of the opinion that the people of the Territory should initiate any proposals to bring these into existence. The House of Assembly had established a Select Committee on Constitutional Development, which was expected to give consideration to a name for the Territory, a flag and a national anthem.

81. At its thirty-seventh session, the Council adopted the following conclusions and recommendations:

*The Council is encouraged that the House of Assembly is continuing to take an active interest in the problem of developing a sense of nationhood and that it has approved the creation of a Select Committee on Constitutional Development, one of whose tasks is to study the adoption of a common name, flag and national anthem for Papua and New Guinea.*

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

82. The representative of the United States of America stated that his delegation had noted the steps which were being taken to move the Trust Territory of New Guinea towards full internal self-government, preparatory to the achievement of self-determination. His delegation was pleased to note the careful attention paid to the recommendations of last year's session of the Council by the Administering Authority and wished to express its appreciation to the Administering Authority for its steadfast efforts in carrying out its obligations under the Charter and the Trust Agreement.

83. The representative of the Union of Soviet Socialist Republics said that the Australian Minister for External Territories and stated in April of last year that the Administering Authority did not intend to carry out any constitutional changes whatsoever in the Territory of Papua and New Guinea in the coming years. That by no means demonstrated that the Administering Authority had any respect for the decisions of the General Assembly, nor did it show that there was any intention on the part of the Administering Authority to fulfil the provision contained in the

Trusteeship Agreement. He recalled that in 1965 Australia had initiated a three-year plan for the building of military installations in New Guinea costing \$40 million. The Soviet delegation was convinced that the growing military activity on the part of the administering Power in the Trust Territory was in conflict with the interests of the indigenous population. The representative of Australia had referred to the external threat which, he alleged, had existed to the Territory and he had suggested that the activity could be explained by the natural right of self-defence borne out by relevant paragraphs in Article 76 of the United Nations Charter. But he had not said whether there was any such threat and where it came from. His delegation was convinced that the use of the Territory of Papua and New Guinea by Australia to participate in the war in Indo-China not only was not in accordance with the interests of the indigenous population of that Territory, but was also in conflict with those interests.

84. The representative of the United Kingdom said that the past year seemed to have been one in which there had been considerable progress in the directions laid down in the Charter and in the Trusteeship Agreement, and progress towards the implementation of the recommendations of the thirty-sixth session of the Council.

85. The representative of the Administering Authority stated that an essential attribute of national sovereignty was the ability of a State to defend itself against external threats; and this ability was indeed enshrined in the Charter, which talked about the inherent right of self-defence. It was therefore incumbent upon the Administering Authority to take some steps toward the creation of what ultimately would be a national defence force, and that in fact was what was being done.

86. He further stated that as a corollary to the expansion of a system of civil democratic government in the Territory there had to be some arrangement made for the defence of the Territory in the post-Trust period, so that the Territory would have an identifiable force subject to its own government and carrying out its own government's directions for its national defence. It was for this essential and quite vital principle that the Administering Authority maintained its present small defence establishment in New Guinea.

87. The representative of the Administering Authority also said that the size of the defence establishment was well known throughout the Territory. The Territory had a national legislature, local government councils, freedom of expression, newspapers; citizens of the Territory had the right of free assembly, and if they had really felt the way the representative of the

Soviet Union suggested, then there were many avenues open to them by which they could express themselves. But the point was that the population of the Territory realized that the defence establishment was small and that it was necessary, and they were more than satisfied to have it there.

88. The representative of France stated that the response to the Council's recommendations clearly showed that there had been initiated a process upon the completion of which the Administering Authority, the elected representatives and the people of New Guinea would be better informed and more aware of the course that should be set for the political evolution of the Territory. Thus, there had been a continuing constructive dialogue between the Council and the administering Power.

89. The representative of China expressed his appreciation to the Administering Authority for its efforts to carry out its obligations under the Charter and the Trusteeship Agreement. Significant advances had been achieved in all fields and he was sure that they would hasten the day when the people of the Territory would feel confident to determine their political future. He was pleased to note that the Select Committee on Constitutional Development had appointed three sub-committees to give immediate consideration to the questions of a single name for the two Territories, a national anthem and a national flag. He did not believe that it was advisable to make hasty decisions on such important matters, but he hoped that the Council could hear the result of those considerations at its next session.

90. The Special Representative of the Administering Authority stated that the Administration and the House of Assembly regarded development as a joint enterprise, but an enterprise guided by the views, wishes and resolutions of the House of Assembly and of the Administrator's Executive Council. New Guinea had been fortunate to be assisted and guided in its efforts by the Trusteeship Council and in particular by the advice of successive visiting missions. He assured members that the Administering Authority's actions would be strongly influenced by comments made at the meetings of the Council.

91. With regard to the need for Papua and New Guinea to adopt a common name, flag and national anthem, the Special Representative said that the Administering Authority was firmly of the opinion that the initiatives in this matter should rest with the people of the Territory, and specifically with the Select Committee on Constitutional Development. The Select Committee had this matter under consideration and he was sure that its deliberations would be quickened by the knowledge of the emphasis which the Trusteeship Council placed on this matter.

## B. POLITICAL ADVANCEMENT

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

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

##### *Central government organs*

92. The Trust Territory and the neighbouring Territory of Papua are administered jointly under the

Papua and New Guinea Act, 1949-1968. The Act, which is administered by the Minister of State for External Territories, provides for the appointment of an administrator to administer the Government of the Territory on behalf of the Administering Authority.

93. In 1968 the Administrator's Council was replaced by the Administrator's Executive Council. The Executive Council consists of the Administrator, three official members of the House of Assembly appointed

by the Minister of State for External Territories on the nomination of the Administrator and seven members holding office as ministerial members. In addition, the Minister of State for External Territories may, on the nomination of the Administrator, appoint an additional member who is an elected member of the House of Assembly.

94. The functions of the Executive Council are to advise the Administrator on any matter which he refers to it and on any other matter which he is required by ordinance to refer to the Council for advice. The Administrator is not bound to act in conformity with the advice of the Council, but if he fails to act in accordance with that advice in a case where it is required by ordinance he must provide the House of Assembly with a statement of his reasons, not later than the first sitting day of its next meeting.

95. The appointment of seven ministerial members and up to ten assistant ministerial members from elected members of the House of Assembly was provided for in 1968. Ministerial office holders are appointed by the Minister of State for External Territories from a list (equal to the number of offices) drawn up in consultations between a nominations committee of the House of Assembly and the Administrator and approved by the House. In the House of Assembly, each ministerial member represents the departments assigned to him. Ministerial members are responsible, with the department head, for the over-all activities of their departments and for the framing of policy proposals for expenditure of funds. Assistant ministerial members work with department heads on specified areas of departmental responsibility and carry out duties of a ministerial nature.

96. The Administering Authority stated in its report for the year under review that the role of the Administrator's Executive Council had been enhanced by the ministerial member system. In matters of budget policy and planning, the Council had the final responsibility within the Territory for advising the Administrator. Ministerial members, who formed a majority, could make recommendations to the Council in relation to their departments. The Administering Authority stated that the cumulative effect of those arrangements had been that, subject to the duty and responsibility of the Administrator acting on behalf of the Administering Authority to administer the Territory, the Council had become the principal instrument of policy for the executive government of the Territory. The Administering Authority further stated that the Council had met thirty-seven times between 1 July 1968 and 30 June 1969. One of the Council's meetings had been held at Goroka in the Eastern Highlands.

97. The House of Assembly has a total membership of ninety-four, consisting of eighty-four elected and ten official members. General elections are held in the Territory at intervals not exceeding four years, on the basis of universal adult suffrage and a common roll. The last general elections were held in February-March 1968. For electoral purposes the Territory of Papua and New Guinea is divided into sixty-nine open and fifteen regional electorates. Each regional electorate includes two or more open electorates and each elector is entitled to vote both for the open and for the regional electorate for which he is enrolled. Candidates who stand for election in regional electorates must possess a minimum educational qualification.

98. The House of Assembly is empowered to make ordinances for the peace, order and good government of the Territory; an ordinance does not have any force or effect until it has been assented to by the Administrator or, in certain cases, by the Governor-General.

99. In the year under review, there were fourteen committees of the House of Assembly. They included the Select Committee on Constitutional Development, the Budget Committee which advises the Administration on the type of budget as well as on its contents, and the Public Accounts Committee which keeps a running check on public expenditure.

100. During the year under review, the House of Assembly met four times: 26 August to 12 September 1968, 18 to 29 November 1968, 3 to 14 March 1969 and 16 to 27 June 1969. According to the Administering Authority, the House of Assembly adopted ninety-nine bills, of which twelve were private members' bills. Assent was not withheld from any bill passed by the House nor were any bills disallowed.

101. In its annual report, the Administering Authority stated that a Research and Information Service had been established for the House of Assembly. Its main functions would be to provide advice on legislation and other matters. In addition, it would form the nucleus of a legislative reference and research service suited to the needs of members and comparable with those available in overseas parliaments. A legal counsel had been appointed to the staff of the House to advise private members on legal problems connected with their legislative duties.

102. At its thirty-sixth session, the Trusteeship Council had concluded that the new constitutional arrangements appeared to be progressing well and were providing valuable experience to indigenous members of the House of Assembly. It had expressed the hope that the members of the House of Assembly would examine fully the present constitutional arrangements for the Territory and study various alternative forms of government open to it. It had also expressed the hope that the Administering Authority would continue to broaden indigenous participation in all institutions of government. The Council had noted the increased responsibility being given to the ministerial members in formulating policy and supervising the operations of their departments: it continued to believe that the level of responsibility given to the Papuans and New Guineans had to increase. The Council had also hoped that the Administering Authority would continue its policy of expanding both the responsibility and the decision-making role of the Executive Council with its New Guinean majority.

103. While noting the role of the Administrator's Executive Council and of the House of Assembly in planning and approving the budget, the Council nevertheless continued to believe that further steps had to be taken as soon as feasible to broaden the real financial responsibility of the House. Finally, the Council trusted that the recently established Commission of Inquiry to examine the electoral system of Papua and New Guinea would consider the suggestions of the last Visiting Mission as to ways in which a fair and efficient electoral system might be improved.

104. In its report, the Administering Authority stated that the indigenous members of the House of Assembly had obtained worth-while experience under

the new constitutional arrangements reported in the 1967/1968 annual report. It also stated that on 24 June 1969 the House of Assembly had adopted a motion to set up a select committee to consider constitutional proposals for the future constitutional development of the Territory. The terms of reference of the Select Committee, which had been approved on the same day, included the consideration of ways and means of preparing and presenting a set of constitutional proposals to serve as a guide for future constitutional development in the Territory. The programme the Select Committee adopted would cover the next steps that might be taken in constitutional advance, having regard to the ultimate form of a constitution that might be suitable to the needs of the Territory under conditions of self-government; the investigation of various types of constitutions, including those based on the parliamentary and presidential systems; consideration of the present situation under the Papua and New Guinea Act, the House of Assembly, the Administrator, the Administrator's Executive Council, the official member and ministerial member systems; investigation of the methods by which the issues to be considered by the Select Committee were to be brought to the notice of the people before the Committee visited each area; and visits to other countries to see how constitutions were working in practice. The Administering Authority assured the Council that any assistance the Committee required would be given and that it would give careful consideration to the report of the Select Committee when it was received.

105. The Administering Authority stated in its report that it would give constant attention to means of broadening indigenous participation in institutions of government. The programme for the extension of local government had made a major contribution by involving more than 85 per cent of the population in an important institution of government, and advantage would be taken of opportunities to stimulate further progress in this direction. It also pointed out that when the present constitutional arrangements had been introduced in 1968, which implemented the recommendations of the Select Committee, it was stated that they were transitional in nature and that as the opportunity presented itself the ministerial members, the assistant ministerial members and the Administrator's Executive Council would be given increased responsibility and further opportunities for decision-making.

106. With regard to the Trusteeship Council's belief that further steps must be taken to broaden the real financial responsibility of the House of Assembly, the Administering Authority advised the Council that the question of further involving the Administrator's Executive Council and the House of Assembly in budgetary matters would be examined by the Select Committee. Finally, the Administering Authority stated that the Commission of Inquiry, appointed to examine the electoral system of the Territory, had begun its examination of the system and that among its terms of reference was the requirement to investigate systems of voting.

107. At its thirty-seventh session, the Trusteeship Council was informed by the Special Representative of the Administering Authority that following discussions with the Select Committee on Constitutional Development, the Administering Authority had introduced, on 4 March 1970, changes giving ministerial members increased individual responsibility in the functions of their departments, and increased collective

responsibility as members of the Administrator's Executive Council. The second interim report of the Committee had stated that those changes had been a direct result of the Australian talks and had reflected the importance the Australian Government placed on the work of the Committee. Ministerial members were now fully responsible to the Administrator's Executive Council for the day-to-day running of their departments, instead of acting jointly with the civil service head. Within the framework of broader government policy, they could now make decisions regarding policy as well as day-to-day administrative activities. They could also formulate plans and proposals for departmental expenditure including draft departmental estimates.

108. Changes had also been made to provide for the Administrator's Executive Council to be consulted on a wider range of issues. In the future, the Council would be consulted on all significant policy issues; it would advise on the more important departmental questions referred to it by a ministerial member; and it would have a greater voice in the procedure for the framing of the Territory's budget.

109. The Special Representative stated that under the new arrangements assistant ministerial members would be consulted by the ministerial member or the departmental head on matters for which such assistant ministerial members were responsible. In addition, the assistant ministerial members would have specific departmental functions covering assistance in the preparation of bills, representation at official functions, participation in departmental budget estimates and policy formulation, and such other duties or responsibilities as determined by the Administrator. Subject to the approval of the Administrator, assistant ministerial members might attend meetings of the Administrator's Executive Council when it was discussing matters with which he was concerned, and might be heard by the Council.

110. The Special Representative informed the Trusteeship Council at its thirty-seventh session that the Select Committee on Constitutional Development had presented its first interim report on 17 November 1969, setting out a provisional programme which fell into four main areas: (a) the basic need for a united Papua and New Guinea and required consideration of the outward symbols of such unity; (b) the direction of development, in which consideration needed to be given to the form of government best adapted to the needs of the Territory as an independent nation; (c) the specific constitutional problems involved in modifying the present Constitution of the Territory; and (d) the problems of the rate of potential development which was to include both administrative and economic needs for self-government.

111. The Select Committee had presented its second interim report on 5 March 1970, covering its consideration of the results of a visit to Australia, where it had had discussions with the Prime Minister and the Minister of State for External Territories. It also had met the Leader of the Opposition, officials of Australian government departments, private organizations and other persons. Discussion had ranged over a wide area and had included such topics as the suitability of unitary or federal systems of government to the particular problems associated with Papua and New Guinea nationhood; to bicameral or unicameral parliamentary systems; to the advantages and disad-

vantages of having ministers directly responsible to an elected legislature, or responsible to a popularly elected president; and a variety of related problems which would require a great deal of investigation and thought before the Committee would be able to reach finality in its report.

112. The Committee had then circulated a paper outlining constitutional problems on which the views of the people would be sought and had prepared a list of related questions. In order to obtain these views and discuss proposals with the people, the Committee had toured the Territory from 12 April to 22 May 1970.

113. Towards the end of June the Committee intended to split into two groups and visit a number of countries in Africa, Asia and the Pacific, in order to gain some appreciation of the problems these countries had faced in their movement towards independence and how they had overcome them. At the end of September or early in October the Committee would make another tour of the Territory, in order to consult the people again before making its final report to the House of Assembly.

114. The Special Representative informed the Trusteeship Council at its thirty-seventh session that changes had been made to increase the voice of the House of Assembly and of the Administrator's Executive Council in formulating the annual Territorial budget. The Executive Council had established an Estimates Committee, consisting of three ministerial members, those for Health, Works and Posts and Telegraphs, which kept in closest touch with Administration officials in the Department of the Treasury, and consulted the Australian Minister for External Territories and his officers from time to time on the framing of the budget. The Standing Budget Committee of the House of Assembly also consulted with the Estimates Committee, so that there might be an effective channel of communication between individual members of the legislature and the Estimates Committee.

115. With regard to the Commission of Inquiry into the electoral system of the Territory, the Administering Authority informed the Trusteeship Council that the Commission had visited every major sub-district in Papua and the Trust Territory of New Guinea between the end of May 1969 and the middle of January 1970. The Commission recommended, *inter alia*: that the "optional preferential" voting system at present in use remain unchanged; that the minimum age for enrolment and voting in respect of the House of Assembly elections be lowered to 18 years; that the present minimum age for candidature (21 years) be retained for the next general elections, after which it should be further reviewed; and that a film covering the main electoral functions, such as voting by illiterates, the system of optional preferences, etc., be made for extensive use throughout the Territory. Its report had been tabled in the House of Assembly in March 1970 and debate on it had been adjourned until the next session of the House in June 1970, to enable members to study it.

116. At its thirty-seventh session, the Council adopted the following conclusions and recommendations:

*The Council is pleased to note that a Select Committee on Constitutional Development has been established by the House of Assembly, and that it is studying*

*various alternative forms of constitutional government and their possible suitability for the Territory, and will be making its recommendations to the House of Assembly. The Council looks forward to the presentation of the Select Committee's report.*

*The Council notes the statement of the Administering Authority that indigenous participation in all institutions of government has been broadened and hopes that the Administering Authority will continue its efforts in this area.*

*The Council, recalling the views expressed at its thirty-sixth session, notes the increased responsibilities given to ministerial members, and that ministerial members are now fully responsible to the Administrator's Executive Council for the day-to-day running of their departments and that within the framework of broader government policy, they now make decisions regarding policy.*

*The Council is also pleased by the increasingly important role being played by the Administrator's Executive Council in that it is consulted on all significant issues. The Council hopes the Administering Authority will continue this policy of expanding both the responsibilities and the decision-making role of the Administrator's Executive Council.*

*The Trusteeship Council, recalling the views expressed at its thirty-sixth session, notes the formation of an Estimates Committee within the Administrator's Executive Council whose function is to examine and recommend on budget estimates, to provide a link with the House of Assembly on budget formulation through negotiation and discussion with the existing House Budget Committee, and to conduct negotiations and discussions with the Australian Minister responsible.*

*The Council notes that the Commission of Inquiry which examined and made recommendations concerning the electoral system of Papua and New Guinea has completed its report and that this report is at present being considered by the House of Assembly.*

#### *Political education*

117. At its thirty-sixth session, the Trusteeship Council had commended the action of the Administering Authority in establishing a comprehensive programme of political education, as had been recommended by the Council, to carry on and complement the programme which had been conducted before the 1968 elections. The Council had been encouraged by the expanded programme of foreign travel for the elected representatives and officials of the Territory which the Administering Authority had promoted in 1968. The Council expressed the hope that all aspects of the political education programme would be continued and expanded and that it would have a beneficial effect in promoting popular understanding of democratic political processes and developing a sense of national unity.

118. In the report under review (T/1704), the Administering Authority stated that its political education policy had been announced in the House of Assembly on 29 November 1968. The purpose of the programme was to help the people of the Territory to understand the principles of democratic government and to know their rights and duties as individual citizens. The programme would include the provision of more information on current developments in the Territory to assist the people to form opinions and make

judgements based on current information; a formal education programme dealing more directly with the principles and structure of democratic government; and the coverage of the whole spectrum of political education from involvement in current events and the practical use of political institutions to the improvement and understanding of the principles of democracy. A further activity in this field was the provision of more opportunities for members of the House of Assembly to visit overseas countries. The people of the Territory would be encouraged to seek additional information on any subject covered in the political education programme.

119. At its thirty-seventh session, the Council adopted the following conclusions and recommendations:

*The Council commends the action of the Administering Authority in devoting greater resources to political education and is encouraged by the programme of foreign study by elected representatives and officials of the Territory which the Administering Authority has promoted in the past year. The Council notes with particular interest the programme, both within the Territory and in foreign countries, of the House of Assembly's Select Committee on Constitutional Development to further both its own and the people's understanding of problems encountered in moving towards self-determination. The Council renews its hope that all aspects of the political education programme will be expanded and that it will have beneficial effects in promoting popular understanding of democratic political processes and developing a sense of national unity.*

*The Council also notes that while the Administering Authority considers that major changes in constitutional arrangements for self-government should await presentation to the House of Assembly of the report of the Select Committee on Constitutional Development, further constitutional changes to be put into effect later this year are now under examination.*

#### *Political parties*

120. In its report, the Administering Authority stated that political parties were formed from time to time but did not survive owing to lack of support. However, several factors had contributed to the heightened political awareness and interest of the people of the Territory. These included the activities and recommendations of the Select Committee on Constitutional Development and the elections held in 1968 for the reconstituted House of Assembly. The following parties had been formed to contest the elections in 1968 and had nominated candidates: the Papua and New Guinea Union Party (PANGU), the United Democratic Party, the Territory Country Party, the All Peoples Party, the New Guinea Agricultural Reform Party, and the National Progress Party. Of these parties, the Papua and New Guinea Union Party, the United Democratic Party and the National Progress Party were still active at 30 June 1969. Two parties, the Melanesian Independence Front and the United Political Society, had been formed during the year.

121. At its thirty-sixth session, the Trusteeship Council expressed concern that only one of the political parties which had been active in the previous year had continued to show much noticeable activity. Although appreciating that the basic desire for and support of political parties must come from the people of the Territory, the Council continued to believe that

political parties could play a significant role both in political education and in developing national cohesiveness, in addition to their essential role in democratic government.

122. In its report for the period under review, the Administering Authority stated that it would expect that the initiative for the formation of political parties and the activity of these parties would be a matter for the people and the parties themselves.

#### *Judiciary*

123. The courts exercising jurisdiction within the Territory are the Supreme Court of the Territory of Papua and New Guinea, the district courts, the local courts and the children's courts.

124. The Supreme Court, established under the Papua and New Guinea Act, 1949-1968, is the highest judicial authority in the Territory. The Supreme Court Ordinance, 1949-1958, confers on the Court an unlimited jurisdiction in criminal and civil matters. Appeals from the district courts in both civil and criminal cases and on questions either of fact or of law lie to the Supreme Court. Appeals from the decisions of local courts lie to the Supreme Court. The Supreme Court (Full Court) Ordinance, 1968, came into operation in 1969. It provides for a full court of at least three supreme court judges to hear appeals from the decision of a single judge in both civil and criminal cases. The Full Court has wide powers. It may affirm or vary the decision on sentence appealed from, or remit the case in whole or in part for further hearing, or order a new trial. A question of law arising in a criminal trial may be reserved for the consideration of the Full Court. The Full Court sat for the first time in May 1969. The High Court of Australia has jurisdiction, subject to prescribed conditions, to hear and determine appeals from judgements, decrees, orders and sentences of the Supreme Court.

125. There is a district court in each of the administrative districts of the Territory. They have civil jurisdiction over matters covering claims up to \$A2,000<sup>4</sup> and criminal jurisdiction over offences punishable by up to twelve months' imprisonment. They are constituted by stipendiary magistrates, qualified barristers or solicitors, resident magistrates (officers of the Department of District Administration) and reserve magistrates. Reserve magistrates are appointed to enable courts to operate in remote areas where a stipendiary or resident magistrate might not be readily available. At present, there are five stipendiary magistrates and nine resident magistrates.

126. Local courts have civil jurisdiction over matters involving up to \$A200, including matters regulated by Native custom, and criminal jurisdiction over offences punishable by a fine up to \$A100 or six months' imprisonment. Where another court has jurisdiction, the defendant in either a civil or criminal matter may elect to have the matter heard in the other court. Twenty-six indigenous persons have been appointed as full-time local court magistrates. Officers of the Department of District Administration are also appointed as local court magistrates to service those areas which cannot conveniently be covered by a full-time magistrate. The Administering Authority states that such appointments are expected to decrease as communications to remote areas improve and as the number of

<sup>4</sup> One Australian dollar (\$A1.00) equals \$US1.12.

full-time magistrates increases. There are also 140 indigenous persons who have been appointed as assistant magistrates.

#### *Local government councils*

127. Under the Local Government Ordinance, 1963-1968, the Administrator-in-Council may establish local government councils which have authority 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;

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

128. The Special Representative informed the Trusteeship Council at its thirty-seventh session that there were now 93 local councils in the Trust Territory covering 1.5 million people or 90 per cent of the population. This represented an increase of about 66,000 people covered by local government councils and three more councils than at the end of 1968/1969. The increases in councils and in people within council areas was due partly to new councils, partly to the extension of areas of existing councils and partly to the higher rate of natural increase in council areas as against non-council areas. Progress was being made in the reconstituting of councils originally confined to indigenous people to include land occupied by people of all races in council areas. At the present time there were only eleven councils which covered only indigenous people and their land.

129. At its thirty-sixth session, the Trusteeship Council had noted the continuing policy of the Administering Authority to strengthen the local government system and to increase the independence and broaden the responsibilities of the local government councils. The Council had also favoured the emphasis on meeting local expenditures with local revenues to the extent possible and on having grants from the Administering Authority matched by local funds and efforts. This stress on self-help, in the view of the Council, would significantly enhance the value of the local government councils in terms of a political education and the development of self-reliance in the people of the Territory. The Council had also noted that 20 per cent of the people of the Territory were still without local government councils and hoped the Administering Authority would continue its effort to extend this system of local councils to all the people of the Territory as soon as feasible. The development of local government in the major urban centres needed to receive greater emphasis; in particular, popularly elected urban councils should be established. The Council was concerned at the lack of progress in this regard in the past year and hoped the Administering Authority would accelerate its efforts to implement the Council's previous recommendations on this subject.

130. At the thirty-seventh session of the Trusteeship Council, the Special Representative stated that the House of Assembly had agreed that urban local government councils be introduced in the main towns and that all councils assume responsibility for the provision of municipal services in towns within their areas. With regard to the introduction of full urban local govern-

ment, following the announcement on 22 August 1969 by the Administration of its intention to introduce urban local government in the towns of Port Moresby, Lae, Rabaul and Madang by 1 July 1970, the House of Assembly had considered a paper entitled "The Introduction of Urban Local Government" and on 21 November 1969 had resolved that it take note of the paper and support the early introduction of urban local government; but it considered that the date of the introduction of local government in each urban centre should take into consideration the recommendation of the Consultative Committee, provided that the date was not later than 1 January 1971.

131. In explaining the aim of the Buin Local Government Council, of which he was the President, Mr. Aloysius Noga, adviser to the Special Representative, stated at the thirty-seventh session of the Trusteeship Council that the aim of the council was first to try as best it could in the various projects to create, above all, a sense of unity amongst the Buin people. If it could achieve that end, its aim at the next step was to unite the Buin Local Government Council with the other councils on Bougainville. This was what was in the minds of the people in the Trust Territory; it was the one aim that they strove for. It would come one day when the people, having unity, would consider themselves as one people and one nation. But that unity must first be achieved by the local government councils.

#### *District and town advisory councils*

132. District advisory councils are non-statutory bodies, which give residents an opportunity to express their views and to offer advice to the district commissioner on matters affecting their district. There is a district advisory council in each of the twelve districts of the Territory. Each council consists of the district commissioner, who is chairman, and members appointed by the Administrator for terms of two years. Members are eligible for reappointment. Each council has a majority of indigenous members. The Administering Authority reports that the councils are proving a useful means of broadening the participation of the indigenous people in the political life of the Territory and of associating them more closely with other racial groups in the handling of local affairs.

133. Town advisory councils are non-statutory bodies established to advise the Administration on matters affecting township areas not within the area of a local government council. There are six town advisory councils in the Territory of New Guinea. Membership of the councils consists of private citizens and Administration officials appointed by the Administrator for one-year terms or until such time as a local government council takes over the control of the town, whichever is the shorter period; the chairman is elected annually from among the members. New Guineans are included in the membership of all town advisory councils.

134. At its thirty-seventh session, the Council adopted the following conclusions and recommendations:

*The Trusteeship Council, recalling the recommendations of its thirty-sixth session concerning the development of local government in major urban areas, is pleased that the House of Assembly has agreed to the introduction of urban local government councils in the main towns, and that these councils assume responsi-*



bility for the provision of municipal services within their areas. The Council notes the statements of Mr. Noga, the Special Adviser, which gave evidence that the Administering Authority has continued to strengthen the local government system.

The Trusteeship Council also hopes that local government councils will be introduced as soon as possible into those other areas which do not have them so that all the people of the Territory will benefit from the system of local government councils.

The Council takes note of the Special Representative's statement concerning the difficulties encountered in the extension of local government in the Gazelle Peninsula. The Council continues to believe that, provided due caution is observed, this important step towards the development of local government should be taken.

The Council also favours the emphasis on meeting local expenditures with local revenues to the extent possible and on having grants from the Administering Authority matched by local funds and efforts. The stress on self-help, in the view of the Council, will significantly enhance the value of the local government councils and the development of self-reliance among the people of the Territory.

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

135. The public service of the Territory of Papua and New Guinea is constituted under the Papua and New Guinea Act, 1949-1968, and regulated by the Public Service (Papua and New Guinea) Ordinance, 1963-1968. Control of the public service in such matters as the creation and abolition of offices, changes in the classification, designation and duties of officers, the determination of salaries and allowances and the making of regulations and determinations under the Ordinance is exercised by the Minister of State for External Territories. There is also a Public Service Board composed of four members, two of whom are indigenous persons, which is responsible, *inter alia*, for the proper administration of the public service and for providing the Minister with reports and recommendations on matters required to be dealt with by him.

136. At the thirty-seventh session of the Trusteeship Council, the Special Representative stated that the policy of the Administering Authority was to build up an efficient public service ultimately staffed by Papuans and New Guineans, fully capable of carrying out executive functions of government in a future independent Papua and New Guinea; and, after independence, to assist in providing skilled expatriate staff as a form of aid and as required by the independent government.

137. In the report under review, the Administering Authority stated that on 12 June 1969, the Governor-General assented to the Public Services Conciliation and Arbitration Ordinance, 1969, passed by the House of Assembly in March 1969. At 30 June, the Ordinance had not entered into force. Under the new Ordinance, the present arbitrator would be replaced by a Conciliation and Arbitration Tribunal comprising: (a) a chairman; (b) two members (one nominated by the Public Service Board and one nominated jointly by public service industrial organizations); and (c) four assistant members (two nominated by the Public Ser-

vice Board and two nominated by the public service organizations) who would by convention be indigenous persons. The Administering Authority further stated that in particular cases the tribunal would consist of either the chairman and two assistant members or the chairman, two members and two assistant members, depending on the importance of the matters to be dealt with. Assistant members would have deliberative but no voting power. Determinations of the tribunal would be subject to assent by the Governor-General. The Special Representative informed the Trusteeship Council at the thirty-seventh session that the Ordinance had come into force on 6 February 1970.

138. The Public Service consists of three divisions—the First Division, which includes departmental heads; the Second Division, which includes positions of an administrative, professional or clerical nature; and the Third Division, covering all offices not included in the First or Second Divisions. The minimum educational qualifications for entry into the Second Division is successful completion of three years' secondary education. No general minimum educational qualification is required for the Third Division, entry requirements being related more directly to the technical skills or experience needed for a particular position. Such formal education as is required similarly depends on the duties of the position.

139. Numbers of staff classified according to the nature of their appointment status were as follows:

	30 June 1968	30 June 1969
Statutory appointees .....	36	39
<i>First, Second and Third Divisions</i>		
Permanent officers:		
Overseas .....	1,773	1,640
Local .....	7,747	8,095
Contract officers and employees: <sup>a</sup>		
Contract officers .....	2,132	2,700
Employees .....	104	29
Temporary employees:		
Overseas .....	2,390	2,407
Local .....	4,319	5,123
	Sub-total	18,501
Mixed race employees .....	75	53
	TOTAL	18,576
		20,033
		20,086

<sup>a</sup> A contract officer or employee is a person recruited on overseas conditions for a specified period.

140. In its annual report under review, the Administering Authority stated that the great majority of persons classified as "Administration servants" had now been absorbed into the public service. The 233 remaining at 30 June 1969 were either educationally unqualified or medically unfit for permanent appointment. In those cases where medical reasons have prevented permanent appointment, the application was being kept under review.

141. The Administering Authority stated that the localization of the public service was proceeding at a rate commensurate with the growing capacity of the local people to administer the Territory's affairs. The localization of the service would gain added impetus with the establishment of a section in the Department of the Public Service Board that is responsible for

adequate arrangements for local officers and for their advancement to positions at all levels of the public service, ensuring as far as possible a uniform approach to the problems of standards. In this connexion, the Administering Authority reported that during the year ending 30 June 1969, 348 local officers were appointed to the public service. Included in that figure of appointments were a number of trainees who had completed training at approved institutions during the year. The Administering Authority also reported that at 30 June 1969 the number of local officers and employees in the Second Division was 845—an increase of 302 over the previous year; and the number of local officers in the Third Division was 12,369, representing an increase of 846 over the same period.

142. At the thirty-seventh session of the Trusteeship Council, the Special Representative stated that at 31 March 1970, there were 1,160 local officers in the Second Division and 12,970 local officers in the Third Division. This represented an over-all increase of 912 local officers over a period of nine months. At 30 June 1969, local officers had represented 65.93 per cent of the total service, while at 31 March 1970, they had represented 66.76 per cent. He also stated that the localization section had commenced operations in October 1969. This section maintained a close liaison with all Administration departments in order to select and foster the development of indigenous officers with potential for further training and advancement.

143. The Special Representative further stated that the Public Service Board, in pursuing its policy of developing local officers with potential for senior positions, had this year initiated a scheme of cadetships. The object of this scheme was to ensure the recruitment into the public service of a controlled flow of local officer graduates from tertiary institutions. Sixty-one cadets had started professional and administrative courses this year.

144. According to the report under review, a single salary structure, classifying positions throughout the service on the local officer level, came into effect on 1 August 1968. The change from the dual salary system stemmed from the adoption by the Administering Authority of a report of a special committee appointed to inquire into the organization of the territorial public service in 1966/1967. Overseas officers receive allowances to bring their total remuneration up to existing salary levels, in order to retain their services and recruit replacements to provide expertise and assistance still needed by the public service, but not yet available from local recruits.

145. The Administering Authority also stated that local female public servants performing the same work as, or very similar work to, males, and doing the same range and volume of work as males and under the same conditions, would be paid the former male rate.

146. The Department of the Public Service Board carried out training functions through the Training Section and the Administrative College. Training inspection is carried out by the Assistant Inspector (Training) to assess the training needs of each department. The Administrative College implements courses suggested by the Training Section and performs direct teaching duties.

147. During the year under review, 217 students attended seven different courses of one or two years'

duration conducted at the Public Service Training Centre (formerly called the Administrative College). Twenty short-term courses with an attendance averaging twenty officers for each course were also conducted. Small training teams from the College visited Rabaul and Lae to give refresher courses to officers of these centres. Four additional courses of this type were planned for the second half of 1968. The Administering Authority informed the Trusteeship Council that 279 students had enrolled at the Training Centre in 1969.

148. At its thirty-sixth session, the Trusteeship Council had noted the marked increase in the number of indigenous employees in the Second and Third Divisions. The Council continued to believe that the already substantial effort to replace expatriate officers with properly trained local personnel must be increased and accelerated. In this regard, the Council had been encouraged by the emphasis being placed on education and training in the new development plan and hoped this effort would produce significant results in the localization of the public service. The Council had suggested, as an additional step, that the Administering Authority should work out programmes for definite phases of localization in all departments.

149. In the report under review, the Administering Authority stated that the observation of the Trusteeship Council concerning the activities of the Administering Authority in the public service had been noted. The Administering Authority informed the Council that it was actively examining the methods and procedures by which localization of the public service could be accelerated. The special section to be established in the Department of the Public Service Board (see para. 141 above) would give added impetus to the localization of the public service.

150. At its thirty-seventh session, the Council adopted the following conclusions and recommendations:

*The Council is pleased to note that in the field of public service the Administering Authority has made major efforts to meet the suggestions made by the Council at its thirty-sixth session. The Council also notes that the single salary structure for indigenous and non-indigenous personnel will be extended to the police force in the immediate future and that civil service salaries have been associated with the general productivity levels of the Territory. The Council notes the establishment of a special localization section within the Department of the Public Service Board and trusts that the work of this section will accelerate the localization of the public service.*

*The Council, recalling the views expressed at its thirty-sixth session, notes the marked increase in the number of indigenous employees in the Second and Third Divisions and notes that the Public Service Board has commenced a system of cadetships to develop local officers with potential for senior positions. The Council continues to believe that the already substantial effort to replace expatriate officers with properly trained local personnel must be increased and accelerated. In this regard, the Council is encouraged by the emphasis being placed on education and training by the Administering Authority under its five-year development plan and hopes that this effort will produce significant results in the localization of the public service. The Council believes that greater strides must be taken in the localization of the public service to assure the success of recent and future constitutional reform.*

## 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

#### *Central government organs*

151. The representative of the United States of America said that the two interim reports indicated that important results could be expected of the discussions of the Select Committee on Constitutional Development with the Administering Authority and of its study of other systems of government and their possible suitability for Papua and New Guinea.

152. The development of the Administrator's Executive Council had been carried forward by consultations with the Administering Authority on a wider range of issues. Of primary importance was the greater voice given to this Council in fiscal matters. His delegation fully realized that the system of ministerial members was experimental and was certain that the Administering Authority would continue to give careful consideration to the recommendations of the Select Committee.

153. The representative of the Union of Soviet Socialist Republics stated that one of the most important indices of political development in any territory was what was done by the legislative bodies. Since its establishment in 1964 the House of Assembly had not been invested with full legislative powers. It was still not entitled to take decisions on certain vital questions: to approve the budget of the Territory or to adopt independently any bills or legislative enactments. The Administrator and the Governor-General of Australia were entitled to impose a veto on any decisions of the Assembly.

154. Moreover, quite recently, the Administering Authority had set up an Administrator's Executive Council, and had stated that this was an effective instrument for governing the Territory. However, the Administrator was not bound to act in conformity with the advice of the Council. Thus, both organs were in total control of the Australian authorities. His delegation could therefore see no recognizable progress in the field which affected the activities of the higher legislative bodies.

155. The representative of the United Kingdom stated that his delegation had noted in particular the changes introduced in March of this year, by which the ministerial members had been given greater responsibility and the collective responsibility of the Administrator's Executive Council had been increased. Those measures indicated that very satisfactory progress had been made over the past year. The increased responsibility of ministerial members, both individually and collectively, reflected a progressive transfer of power to the elected representatives of the people.

156. The representative of France observed that political evolution, which had for long been marking time, had accelerated sharply since the establishment of the House of Assembly; a change of tempo had first been noticed less than four years later, when the Administrator's Executive Council had been set up.

157. Next, the ministerial members appointed in 1969 to co-operate with the departmental heads in the day-to-day conduct of affairs had, within a few months, assumed full responsibility for management of the departments and could make budgetary proposals.

158. The Executive Council now deliberated on general policy and financial matters. Committees were being set up, so that the Assembly might be more closely associated with the preparation of the budget. The Select Committee of the House of Assembly, which had only recently returned from a fact-finding tour in the interior, was preparing to set out for the Pacific, Asia and Africa in search of the ideal constitution to meet the requirements of the Territory. The acceleration of the process of emancipation of Trust and Non-Self-Governing Territories would give rise to specific problems distinct from those created by political evolution alone. It would certainly be useful to keep them in mind when the new fundamental law of the Territory was being drafted.

159. The representative of China stated that the people of Papua and New Guinea, through their elected representatives, had not only participated significantly in the administration of their day-to-day affairs, but had also embarked on the task of designing their political future. His delegation welcomed the constitutional changes recently introduced by the Administering Authority, which were indeed another important step towards self-government. His delegation was highly interested in the current activities of the Select Committee, which no doubt would lead to further constitutional proposals.

160. The Special Representative of the Administering Authority stated that it must not be forgotten that the present political structure of Papua and New Guinea was that recommended by the Constitutional Committee of the first House of Assembly. The powers exercised by the ministerial members and by the Administrator's Executive Council had already evolved beyond those recommendations and further constitutional changes to be put into effect later this year were now under examination. The Administering Authority awaited with interest the recommendations of the new Select Committee on Constitutional Development. He assured members of the Council that these recommendations, as the previous ones had, would do much to shape the future of the Territory.

161. The Special Representative pointed out that contrary to the assertion of the representative of the Soviet Union, the House of Assembly did approve the budget of the Territory, if it agreed with it. It most certainly had the power to reject the budget. It could and did pass bills put forward by private members or groups of members. It could and did pass or reject or amend bills put forward by Administration initiatives. It was true that disallowance power existed, but it had been used so sparingly as to exclude it as an instrument of control. In six years of existence of the House of Assembly he could recall only two occasions when this power had been used.

162. He said that the people of Papua and New Guinea certainly had no apprehension about the shape of their political future and were confident that they could determine it when they wished. The Administering Authority supported them in this.

#### *Political education*

163. The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had by no means promoted any increase in the political activity of the indigenous population of New Guinea. He recalled that whereas in 1968, more than 412,000 persons had participated in elections to local

government bodies, in 1969 only slightly more than 227,000 persons had participated of the 761,000-odd people who had originally been entered on the electoral lists.

164. According to the data which had been provided by the Administering Authority itself, in 1968, forty-one elections had been held, and in 1969 there had been fifty-two elections. The clarification which had been given by the Special Representative essentially contained a tacit acknowledgement of the considerable decrease in the number of voters participating in the elections to the local governing bodies in 1969.

165. The Special Representative of the Administering Authority stated that the terms of office of local government councils varied according to their own desires. Some local government councils served for one year before re-election, some for two, and some for three. So in any one year the councils carrying out elections were mostly different from the councils carrying out the elections in the previous year. In 1967-1968, there had been forty-one elections, and the enrolled voters in those forty-one council areas had numbered 556,963. In 1968-1969 there had been fifty-two elections and the numbers totalled 412,176. In short, in the 1968-1969 year the number of enrolled voters in the councils carrying out elections had been substantially smaller than that of the previous year.

166. However, there had also been a drop in the proportion of people voting in 1968-1969. These had been almost all different councils, and the reason for the decline in vote was not readily to be seen. The most populous council in the Territory of Papua-New Guinea was the Gazelle Peninsula Council, where there had been some difficulty in the council area which had resulted in substantial abstention from voting.

167. The representative of China stated that his delegation had noted with satisfaction the political education programme which the Administering Authority had announced in the House of Assembly in November 1968. His delegation felt that this important programme deserved greater resources to be devoted to it. The purposes of political education could be achieved perhaps more effectively by the practical use of political institutions, and by actively involving the people in the processes of the functioning of those institutions.

168. In referring to the suggestion of the representative of China that greater resources should be devoted to political education, the Special Representative of the Administering Authority stated that he shared this concern for the success of the programme. He pointed out that in allocating thirty-six officers to full-time duties of this nature, the Administering Authority was already making an effort which was taxing its limited manpower resources.

#### *Local government councils*

169. The representative of the United States of America said that his delegation was pleased to note that the value of local government councils had been enhanced both by an increase in the number of councils and in the percentage of the total population within council areas and by steps which were being taken to introduce local government in urban areas. His delegation hoped that the Administering Authority would be in a position to report the successful implementation of local government councils in urban areas at the next session of the Trusteeship Council.

170. The representative of the United Kingdom stated that it was worthy of note that, with the recent increase in the area covered by local councils, 90 per cent of the population of the Trust Territory was now represented by such councils. It was a point for satisfaction that urban local government was to be established in the main towns by the end of this year. His delegation had noted that each council obtained most of its current revenue from a personal tax. Although the level of the tax varied from council to council and although the tax rate could be reduced when the deduced cash income of a village or an individual was low, it was perhaps for consideration whether the local government revenue, like the territorial income tax, could not be raised more on a progressive basis related to the means of the individual local taxpayer.

171. The representative of France said that, as the Visiting Mission and the Trusteeship Council had requested, the Administering Authority had undertaken to introduce the system of local government in the capital and in the three main towns in the Territory. However, the House of Assembly, while approving the plan, had recommended that it should be postponed to enable the competent committee to be consulted. His delegation hoped that the consultation would take place and the committee's views be obtained in time for the system of urban councils to be instituted by 1 January 1971, the date set by the House of Assembly.

172. The representative of China stated that it was his delegation's belief that the political evolution of the Territory could not be complete if the whole Territory and all its population were not brought within the framework of elected local governments.

173. His delegation had noted the progress made in the local government movement throughout the country in the past year. His delegation was particularly happy that the House of Assembly had agreed with the recommendation of the Council at its last session to introduce local government in the urban centres.

174. In explaining the aim of the Buin Local Government Council, of which he was the President, Mr. Aloysius Noga, adviser to the Special Representative, stated that the one aim of the Council was first to try as best it could in the various projects to create, above all, a sense of unity amongst the Buin people. If it could achieve that end, its aim at the next step was to unite the Buin Local Government Council with the other councils on Bougainville. This was what was in the minds of the people in the Trust Territory; it was the one aim that they strove for. It would come one day when the people, having unity, would consider themselves as one people and one nation. But that unity must be achieved by, above all, the local government councils.

175. In referring to the suggestion made by the representative of the United Kingdom that consideration should be given to the introduction of a progressive element into the taxation system of local government councils, the Special Representative stated that the Administration too had arrived at the conclusion that there needed to be an over-all review of revenue sources. To that end it had engaged an eminent American economist to advise it. He said that the United Kingdom representative's proposal would certainly be included in their consideration of the consultant's recommendations.

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

176. The representative of the United States of America stated that while noting recent developments in the localization of the public service and operations of the Public Service Board, his delegation felt that more could and should be done in this field.

177. The representative of the United Kingdom stated that his delegation had noted the numerical increase over the past years in local officers in the Second and Third Divisions of the Public Service. He said that the Administration was to be commended for establishing a localization section within the Department of the Public Service Board, and it was the hope of his delegation that this, together with the training programmes in operation in the Administration, would enable an increasing number of New Guineans to qualify for posts in the public service.

178. The United Kingdom delegation had been glad to hear that a single salary structure was expected to be introduced in the police force in the immediate future. It was satisfactory to learn that the civil service salaries had been fixed so as to bear a relation to the general wage level of the Territory and were thus associated with the general productivity levels.

179. The representative of France said that the wages and salaries reform, which had ended all disparity between the indigenous and expatriate workers, had not, of course, done anything to close the gap between urban wage-earners and public servants.

180. In a period of economic expansion, that gap could provide an incentive to education and attract gifted individuals into the public service. That, of course, implied an improvement in the training of public officials. In that connexion, the concurrence of the mea-

asures concerning the islands and the establishment of a localization section within the Public Service Board was significant.

181. His delegation welcomed the fact that the relative increase in the number of local officers during the previous year had affected the Second Division, rather than the Third, since the success of constitutional reforms largely depended on progressive localization, without which a divergence would soon appear between the institutions and those who served them.

182. The representative of China stated that his delegation was pleased to note that the situation regarding the localization of public service had shown further improvement. His delegation was impressed by the sharp increase in the number of local officers in both the Second and Third Divisions. It was his delegation's hope that local officers would be given First Division posts in the near future.

183. The Special Representative of the Administering Authority referred to the remarks of the French representative concerning the disparity between the earnings of public servants, other urban workers and the rural population, and stated that this was a concern which the Administering Authority shared. The wages machinery which it had set up was designed to provide that relativities would be maintained between the earnings of these sectors of the economy.

184. The Special Representative agreed that, while much had been achieved in the localization programme of the public service, more needed to be done. He was confident that under the guidance of the new Public Service Board more would be achieved. He pointed out that the First Division positions were very limited in number. The Administration already had two local officers in this division as members of the Public Service Board, and another acting in a First Division position.

## C. ECONOMIC ADVANCEMENT

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

#### GENERAL

185. The basis of the Territory's economy is primary production. Agriculture continues to be the most important activity and, in the year under review, agricultural products made up approximately 85 per cent of the total value of exports. The economy is still largely dependent on copra and copra products. However, the timber industry continues to develop and manufacturing industries, which are being fostered, are of growing significance. The Administering Authority reports that, during the year under review, increasing interest was shown by major mining companies in exploration for minerals, particularly base metals, but that gold production continued to decline in importance.

186. The main activity of the indigenous population continues to be subsistence agriculture, but increasing numbers of New Guineans are growing cash crops for export or for local sale. The major cash crops produced by indigenous growers for export continued to be copra, cocoa and coffee.

187. The Administering Authority continues to regard capital formation as a major problem in the eco-

nomical advancement of the Territory. It has stated that the need for capital has been met in a number of areas by community activity such as co-operative ventures, economic projects organized by local government councils, and loan societies, as well as by loans from funds administered by the Papua and New Guinea Development Bank.

188. In March 1968, there were seven associations of co-operative societies and 165 co-operative societies with a turnover of \$A3.8 million. The Administering Authority regards co-operatives as a major means of ensuring indigenous participation in the economy. Over the past five years their membership throughout Papua and New Guinea has risen from 85,000 to 110,000 and their turnover from \$A2.3 million to more than \$A6 million.

189. In the report under review (T/1704), the Administering Authority stated that arrangements were in hand for the establishment of a Co-operative College at Laloki on the outskirts of Port Moresby. The first stage of the building complex was expected to commence in the first half of 1970 and the first of its students would take up residence later in that year. Assistance from the United Nations Development Programme/Special Fund had been sought for the establishment of the College and organization of courses.

190. In the report under review (T/1704 and Add.1), the Administering Authority stated that the investment of outside capital in the Territory was encouraged subject to suitable safeguards such as provision for equity participation by indigenes to protect the interests of New Guinea and its people and to ensure that their full participation in the economic life and wealth of their country would not be prejudiced. The promotion of active participation by the local people in secondary industry by the provision of counselling in all aspects of business management was the responsibility of the Department of Trade and Industry. Efforts of the Administration to encourage primary production were also assisted by special entry arrangements to the Australian market.

191. At its thirty-seventh session, the Council adopted the following conclusions and recommendations:

*The Trusteeship Council noted that the launching of the large Bougainville mining project had required adjustments to the five-year plan. Statistics for the first year of the plan show that the results in 1968/1969 were better than anticipated as regards exports of copra oil, coconuts, cocoa and especially tea; that they fell short of the estimates for the sale of rubber and timber and plantings of tree crops; and that industrial production developed generally at the rate anticipated. Imports, particularly capital equipment, were the most affected by the operations undertaken in connexion with the Panguna mining project.*

*The Council expresses the hope that the necessary adjustments will be made in the five-year plan in order to restore its balance and to enable the population of the whole Territory to derive the greatest advantage from capital investment in the island of Bougainville.*

#### ECONOMIC DEVELOPMENT PLAN

192. In September 1968, a five-year economic development programme (1968/1969-1972/1973), which was described in the Council's previous report, was endorsed by the Territorial House of Assembly and the Australian Government.

193. At its thirty-sixth session, the Trusteeship Council had welcomed the five-year economic development plan as a step which should accelerate the Administration's basic goal of increasing the economic self-reliance of the Territory and thus prepare the way for the meaningful exercise of self-determination. The Council had been impressed by the \$A1,000 million level of expenditures and by the important dual emphasis on increased production and on increasing the role of the local population in all aspects of the Territory's activities. The Council had recognized that even under the plan, major changes would take time, but it requested the Administering Authority to report to the Council at its thirty-seventh session regarding the progress made during the first year, particularly in the matter of indigenous participation.

194. The Council had noted with approval the Administering Authority's continuing effort to attract from outside sources the additional capital required for the Territory's development, while at the same time continuing its policy of protecting indigenous interests and consulting them as appropriate. The Council had also endorsed the Administration's effort to increase the participation of indigenous personnel in the ownership and operation of such outside ventures and would look

forward to reports on specific developments towards these ends. In this connexion, the Council had urged the Administering Authority to make an early determination and announcement of plans to establish means whereby the shares already reserved for indigenous personnel in projects such as the New Britain palm oil venture and the Bougainville copper proposal could be put more directly into the hands of the indigenous people.

195. At the thirty-seventh session of the Trusteeship Council, the Special Representative stated that there had been a high rate of expansion of production in 1968/1969, although there had been some weak spots in the economy. The five-year development programme had deliberately been formulated without taking account of the copper mining project on Bougainville Island, which at that time was only at the investigation stage. The project would bring enormous advantages to the Territory, but now that it was proceeding it had created a strong demand for labour. This in turn had had some impact in other areas of economic development.

196. The Special Representative stated that export income for the whole of Papua and New Guinea for 1968/1969 had risen by 9 per cent to a total value of \$US71 million compared with the programme estimate of \$US67 million. During the third quarter of 1969, exports had totalled \$US25 million, representing a 12 per cent increase over the corresponding figure for the same quarter in 1968.

197. He further stated that while the general picture of primary exports had been pleasing, there were indications that new planting had fallen short of the programme targets in coconuts, rubber and tea. The number of small-holder blocks becoming available for settlement was well below the programme target. This was related to land tenure problems.

198. The Trusteeship Council was informed by the Special Representative that in the manufacturing sector there had been a high rate of expansion in 1968/1969 to \$US70 million for the whole of Papua and New Guinea, which was 9½ per cent higher than the 1967/1968 figure of \$US64 million. This achievement had been only \$US200,000 below the development programme target. In the engineering sector the growth rate had been 13 per cent, giving a total output of \$US23 million, slightly above the programme target. In both the food, drink and tobacco sector and other manufacturing sectors the growth rates had been 12 per cent, giving an output only fractionally below the programme estimates. Electricity generated had risen to 149 million kWh in 1968/1969, which had been 18 per cent higher than the previous year.

199. The Trusteeship Council was further informed that imports had risen only slightly through the year, but preliminary figures for the first six months of 1969/1970 had shown a rapid increase. The import gap could be expected to widen due to the increased level of capital imports necessary for development, and a rising level of consumer goods imports was expected to result from increased incomes. Imports of capital equipment to Bougainville would aggravate the situation up to 1972/1973, after which the position should ease as exports of copper, together with declining requirements for capital equipment at Bougainville, were expected to help narrow the import gap.

200. The Special Representative also informed the Trusteeship Council that the Administering Authority had now decided that the option to take up an equity of \$US27 million, which represented 20 per cent of the Bougainville mining company's total share issue, should be exercised. The Australian Government had already provided the first moiety of \$US13 million to enable this to be done. According to the Administering Authority, the House of Assembly of Papua and New Guinea had adopted the Loans Bill (Bougainville Copper Agreement) on 19 November 1969, which authorized the Administration to borrow \$A25 million for this purpose.

201. With regard to indigenous participation in the economic development programme, the Special Representative stated that in agriculture, it was envisaged that the indigenous people would account for approximately 60 per cent of all new plantings of tree crops. This effort was to be backed by a widespread agricultural extension service.

202. The general question of equity participation by indigenes in overseas-owned enterprises had been under study. The Administering Authority had now announced that it proposed to ask the Territorial House of Assembly for legislation to establish a statutory corporation to acquire equity in major investment projects in the Territory. This new institution would have a close link with the Papua and New Guinea Development Bank, and its principal functions would be to take up shares in appropriate enterprises and hold them for future disposal to the people of the Territory, to underwrite local share issues, and to establish unit trusts or investment companies. It was anticipated that the new institution would make a close study of problems of disposing of its equity to the indigenous inhabitants, and would be in a position to make recommendations as to how this should be done.

203. Mr. Aloysius Noga, adviser to the Special Representative, referring to the copper mining project on Bougainville Island, stated that a satisfactory negotiation and agreement had been obtained by the owners of the land, the Administration and the company, Conzinc Rio-Tinto. In trying to find out whether or not there was worth-while copper to work, the company had spent millions of dollars, after which it had discovered that there had been quite an amount of copper deposit in the area.

204. The Bougainville copper project, to the individual Bougainvillian, was one of the effective ways of developing, on a much bigger scale, the economy of Bougainville and the Territory of Papua and New Guinea. Bougainville had had in past years a good reputation for its cocoa and copra, and now its pride increased when it knew that it could also export copper.

205. He knew that there had been much misgiving, wrong opinions had been formed, and perhaps even wrong conclusions had been drawn about the negotiations and the actual work of the company on the Bougainville copper project. The copper mining at Panguna was a sure way of promoting the economy, in particular of Bougainville, and of the Trust Territory of New Guinea. The owners of the land from which copper was or would be extracted already possessed thousands of dollars which otherwise had been undreamed of until Conzinc Rio-Tinto set foot on Bougainville. The peoples of the mining area now enjoyed the benefit of the good roads. They could now

with ease and convenience bring out their cash crops, which had been formerly carried on their shoulders for a distance of miles. The ordinary Bougainvillian, New Guinean and Papuan could now find himself a job to earn his living.

#### INDIGENOUS PARTICIPATION

206. At its thirty-seventh session, the Council adopted the following conclusions and recommendations:

*The Council continues to believe that no effort should be spared to increase the participation of the indigenous population in the economic advancement of the Territory.*

*It takes note that four fifths of the individual loans granted by the Development Bank in 1968/1969 went to Papuans and New Guineans, four fifths of the money loaned went to non-indigenous borrowers. The Council expresses the hope that an increasing proportion of total loan funds will go to indigenous borrowers. It has noted the explanations given by the Administering Authority concerning the small amount of the loans received by the local population both in absolute value (less than \$A2,000 per contract) and in comparison with the value of borrowings by expatriates (approximately \$A26,000). The Council notes with satisfaction that the Administration intends to propose to the House of Assembly a bill to establish an investment corporation, which, in co-operation with the Papua and New Guinea Development Bank, would acquire equity in certain enterprises for future disposal to the people of the Territory under terms to be specified.*

*It observes in that connexion that half the shares of the Palm Oil Nucleus Estate belong to the Administering Authority, which intends to reassign them in future to the indigenous population, and that the major part of the estate is being worked by Papuan and New Guinean farmers holding long leases.*

*The Council hopes that in the same way the indigenous population, for whom the Administration is holding in trust one fifth of the capital of the Bougainville mine, will gradually be associated as directly as possible in the ownership of the company. It notes with satisfaction that the Administering Authority has encouraged the establishment of indigenous companies around the mining project.*

*The Council notes with interest that the indigenous people are applying for public loans and that savings and loan associations are being established in the Territory. It is gratified to note that the assistance of the International Development Association and the International Bank for Reconstruction and Development has been sought in order to increase the resources of the Native Loans Board and hopes that negotiations towards that end will soon be completed.*

*Bearing in mind the importance of a co-operative movement involving 110,000 people, the Council hopes to learn at its next session that the assistance sought from the United Nations Development Programme for purposes of expanding the Co-operative College has been obtained.*

#### PUBLIC FINANCE

207. The revenues of Papua and New Guinea are supplemented by a direct, interest-free and non-repayable grant from the Administering Authority. The grant for 1968-1969 was \$A87,271,286, and of this

amount \$A64,269,499 was allocated to the Trust Territory of New Guinea. The revenues raised within the Trust Territory, which are derived chiefly from import tariffs and direct taxation, amounted, excluding loan raisings, to \$A28,893,317 in 1968-1969. In addition, in 1967/1968 the Commonwealth of Australia spent \$A31.6 million on essential works and services in Papua and New Guinea.

208. At its thirty-sixth session, the Trusteeship Council had again welcomed the continued increases by the Administering Authority in its budgetary grant to the Territory. It had also been encouraged by the decreased percentage of the grant in relation to the total Territorial budget, which reflected the progress toward economic self-reliance. The Council had noted the further increase in the capital of the Papua and New Guinea Development Bank, and its efforts to increase local staff and to decentralize its operations. The Council hoped these efforts would continue at a rapid pace and that both the number and size of loans to indigenous people would increase in the coming years.

209. In the report under review (T/1704), the Administering Authority stated that the Papua and New Guinea Development Bank, which opened in July 1967, had been allocated a total of \$A6 million by the Papua and New Guinea Administration and that the Territory's 1969-1970 budget provided for a further allocation of \$A3.5 million. The annual report further states that 1,217 loans totalling \$A7.7 million had been approved by the Development Bank since the commencement of operations. In addition, the Bank had taken equity in six local companies, amounting to \$A1.6 million, and had the options of acquiring share-holdings in three others.

210. During the year ending 30 June 1969, a total of 719 loans amounting to \$A5.4 million had been approved. Four fifths of all loans granted to that date had been made to indigenous borrowers; however, because projects attracting indigenous participation were generally of a smaller scale than those entered upon by the non-indigenous sector, the amount of non-indigenous borrowing far exceeded that of Papuans and New Guineans. As indigenous entrepreneurs developed interest in more ambitious projects and the Bank's efforts to increase its lendings to Papuans and New Guineans began to bear fruit, a higher proportion of the actual amount of loans advanced by the Bank would devolve on the indigenous sector.

211. In the report under review, the Administering Authority reiterated that the activities of the Papua and New Guinea Development Bank would not be restrained by lack of funds. The decentralization of the Bank's activities and the degree to which the localization of its staff would be carried out would depend upon the demands placed on its services and the availability of suitably trained staff. It also stated that the head office of the Development Bank was in Port Moresby, but it had established regional offices in Lae, Rabaul and Mount Hagen.

212. At its thirty-seventh session, the Council adopted the following conclusions and recommendations:

*The Trusteeship Council welcomes the increase in the budgetary grant from the Administering Authority, which reached \$A87 million in 1968/1969. It noted with interest the role played by the Estimates Committee, composed of ministerial members, and the Budget*

*Committee of the House of Assembly in preparing the budget, and the rather complex procedures whereby the ministerial members, the Administrator's Executive Council and the representatives of the Administering Authority participated in the process of preparing the budget.*

*It recommends that, subject to the report of the Select Committee on Constitutional Development, the Administering Authority should improve the machinery for the progressive transfer of further financial responsibility to the elected representatives of the people.*

#### AGRICULTURE

213. For the year ending 30 June 1969, indigenous growers produced 32,027 tons of copra, the principal plantation crop, which represented approximately 28 per cent of the total copra production. Exports of cacao beans for 1968/1969 amounted to 23,461 tons, of which indigenous farmers produced 5,485 tons. Exports of coffee beans totalled 14,603 tons, of which 9,410 tons were produced by indigenous farmers. The production of pyrethrum was solely in the hands of indigenous farmers and total production in 1968/1969 was 428 tons.

214. At its thirty-sixth session, the Trusteeship Council had noted the effort made by the Administering Authority to increase indigenous participation in the production of major agricultural products, particularly cash crops for export, and urged that this programme be expanded. The Council had also noted that, in response to its earlier suggestion, the Administering Authority was working actively in the field of agricultural research and was seeking new cash crops which might be successfully introduced in the Territory. The Council had looked forward to further reports on these questions, especially indigenous participation in agriculture. The Council had noted with particular interest the progress being made in the New Britain palm oil project. The Council had believed this project combined a number of sound principles such as the attraction of outside capital, protection of indigenous interests, participation by indigenous people, and the introduction of a new cash crop. The Council had looked forward to further reports on this project, including plans for getting that portion of the project's equity reserved for the indigenous population more directly into their hands.

215. According to the report of the Administering Authority, the Administration of the Territory had entered into negotiations and ultimate agreements for credit and financial assistance to be provided through the International Development Association (IDA) and the International Bank for Reconstruction and Development (IBRD). An agreement between the Administration and IDA provides for credit to assist in the development of the Territory's oil palm industry. The cost of the small-holder portion of the project was estimated at the equivalent of \$US3.3 million and IDA would provide credit totalling \$US1.5 million. The remainder of the cost would be met by the Administration. An amount of \$US600,000 from the IDA credit would be made available to the Papua and New Guinea Development Bank, which would re-lend these funds to small-holders for on-farm development and subsistence during the initial period of planting. A five-year development programme which was being undertaken provides for an expenditure in excess of \$US13 million by the Administration over the four years 1968/1969-1971/



1972, and IBRD assistance to the extent of \$US6.3 million has been given to supplement this expenditure and to ensure achievement of the projected programme.

216. The report under review also stated that the Administering Authority was continuing its policy of research and development in agriculture and the introduction of new cash crops in the Territory. That policy was aimed at diversification of the agricultural sector and increased indigenous participation in all aspects of agriculture. The indigenous people were obtaining experience in the financing, cultivation and marketing of agricultural production as a result of that policy. Further reports would be made to the Council.

217. At its thirty-seventh session, the Council adopted the following conclusions and recommendations:

*The Council notes with satisfaction the increase in the production of marketable crops: an increase of 5 per cent for copra oil, 9 per cent for coffee, 14 per cent for cocoa and over 600 per cent for tea.*

*Noting the insufficient increase in surveyed land made available to farmers, the Council recommends that special attention be given to this problem inasmuch as the local population is still essentially rural. It has in mind particularly the farmers affected by the mining operation on the island of Bougainville.*

*The Council hopes that activities such as silk production will be developed in order to increase the diversification of the economy and that the production of pyrethrum and rubber, which declined during 1968/1969, will be stimulated in view of the return they provide to farmers.*

#### FISHERIES

218. The report under review stated that many of the coastal and island people were actively engaged in organized fishing, and catches surplus to their own needs were normally used to barter with the hinterland people or sold to town markets. Better equipment and techniques were continuing to improve catches and more fish were being produced for cash sale by organized village groups. Several vessels with refrigerated holds transported those species in demand from village fishing groups to the principal towns. The number of commercial projects had varied, and in the past year more than thirty-one boats had operated in Papua and New Guinea. In the second half of the year two commercial companies had commenced surveys, with the emphasis on prawning. A large number of local fishermen were being trained by these companies and were employed on their ships.

219. Twelve New Guineans had qualified as fishery assistants and were working in various parts of the Territory, and a further fourteen were in training.

220. At its thirty-sixth session, the Trusteeship Council had welcomed the continued efforts of the Administration to further the training of Papuans and New Guineans in various aspects of the fishing industry. The Council had noted the statement of the Special Representative regarding the recent Agreement on Fisheries between the Governments of Australia and Japan. The Council had also noted that efforts would be made pursuant to this Agreement to establish joint fishing ventures in the Territory, which should increase the participation of the indigenous population and the development of this potentially rich resource.

221. In the report under review, the Administering Authority stated that it was continuing its policy of investigating the fishing potential of the Territorial waters. It was also consulting with interested parties on the most suitable and equitable methods of exploiting these resources, bearing in mind the need to provide for indigenous participation in all aspects of such exploitation.

222. The annual report further stated that a two-man United Nations Development Programme (UNDP)/Food and Agriculture Organization of the United Nations (FAO) survey team carried out an investigation of the potential for a local tuna fishing industry during May 1969 and would advise the Administering Authority on the potential for the development of such a tuna industry. A UNDP/FAO fisheries expert had surveyed the fisheries potential and indicated promising lines of investigation.

223. At its thirty-seventh session, the Council adopted the following conclusions and recommendations:

*The Trusteeship Council notes with satisfaction that the number of indigenous persons qualified as fishery assistants and the number in training in public institutions and fishing companies has increased over the past year. Regretting, however, that catches of a number of species of fish have either remained at the same level or declined, the Council expressed the hope that the survey undertaken with United Nations assistance on the potential for a local tuna fishing industry will shortly yield results.*

#### FORESTS

224. Forests cover more than 70 per cent of the total area of the Territory and vary in type from the swamp and lowland forests of the coastal plain to alpine vegetation and moss forest. The lowland forests contain most of the readily accessible millable timber. At 30 June 1969, the area under exploitation within the Trust Territory of New Guinea was 422,134 hectares, with a timber yield of 136,646,000 super feet.

225. The annual report of the Administering Authority stated that in 1968/1969, timber rights over twelve areas totalling 361,148 hectares were purchased. Timber rights totalling 3,198 hectares expired over six areas. Survey work carried out included the assessment of 135,500 hectares and intensive working plan studies of 200,000 hectares in the Hoskins and Lae areas. Approximately 1,000 hectares of sample plots were established in all.

226. At its thirty-sixth session, the Trusteeship Council had been encouraged by the continuing efforts of the Administration to increase forestry planting, but had renewed its endorsement of the 1968 Visiting Mission's recommendation that steps be taken to encourage and facilitate local cutting and marketing of indigenously owned timber.

227. In the report under review, the Administering Authority took note of that recommendation and stated that the forestry policy which was being followed in the Territory was aimed at the most economic development of forests so that they might be most successfully exploited to the benefit of the indigenous people. It also stated that proposals for local participation were encouraged.

228. At its thirty-seventh session, the Council adopted the following conclusions and recommendations:

*The Trusteeship Council reiterates its recommendations concerning the exploitation of forests. It welcomes the fact that consumption of locally processed products is increasing but recommends that efforts similar to those made in other fields should be continued to increase the participation of the indigenous population in the industrial marketing of timber by providing the necessary technical and commercial training.*

#### LAND TENURE

229. Land in the Territory is classified as indigenous, freehold and Administration. The Land Ordinance, 1962-1967, limits dealings in native land and subjects all dealings in land other than native land to the prior approval in writing of the Administration. Indigenous owners have no power to sell, lease or dispose of indigenous land, except to other Papuans and New Guineans in accordance with local custom, or to the Administration; they have, however, the same capacity as non-indigenous people to deal in land leased from the Administration. The Administering Authority has stated that it is aware that customary land tenure is not satisfactory for economic progress as it frequently lacked the flexibility needed to encourage land development. A system which gave clear and transferable title to the land was likely to provide greater incentives for progress. The present laws had been designed to give the greatest possible opportunities for land development by the indigenous people consistent with respect for their wishes. The title given enabled the owner to mortgage his land although the rights of the mortgagee were restricted.

230. At its thirty-sixth session, the Trusteeship Council had noted the attention which the Administering Authority was giving to this problem but stated that much more needed to be done. The Council had looked forward to a report from the Administering Authority on the review which was being made of the land laws of the Territory.

231. In the report under consideration, the Administering Authority stated that a review of the present policy and land laws of the Territory was currently being undertaken. Mr. S. Rowton Simpson, Land Tenure Adviser to the Ministry of Overseas Development, United Kingdom of Great Britain and Northern Ireland, had visited the Territory during the year and, at the request of the Australian Government, had reported on land tenure problems.

232. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-seventh session that Mr. Simpson's report had been tabled in the House of Assembly of Papua and New Guinea in August of last year and had been debated in November 1969. Based on Mr. Simpson's recommendation, a technical party of officials concerned with land matters had visited Kenya in January 1970. The party considered that while the situations in Kenya and Papua and New Guinea were not the same, they were sufficiently similar for the main outlines of the Kenya legislation to be adapted to the Territory.

233. In March of this year the Administration had made a statement in the House of Assembly outlining the principles of proposed new legislation which would, in the main, provide for a single register of titles and a single set of procedures for all dealings in land; a new

system and procedures for deciding customary ownership, and individual ownership converted from customary ownership, in specially selected areas; a system of control by local bodies over dealings in converted land; and the registration of ownership groups so that they could be registered as owners of land. The Administration was making every endeavour to have the legislation adopted and in operation by the end of this year, so that the first work in the new specially selected areas could commence in 1971.

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

*The Trusteeship Council notes with satisfaction the measures taken to implement its previous recommendations on the subject of land tenure: the appointment of an expert, whose report has been submitted to the House of Assembly; the visit to Kenya by a technical party of officials; the preparation of legislation with the assistance of an expert; the drafting of an outline for new legislation.*

*The Council recommends, however, that, in keeping with the spirit of the Trusteeship Agreement, the legislation should be applied with caution to ensure that the conversion of customary rights in order to stimulate production does not lead either to usurpation of group-owned rights by individuals or to a proliferation of ill-considered transactions. In particular, it urges that the new legislation be applied in carefully chosen areas, whose inhabitants would be made aware of its consequences and taught to take advantage of its provisions for the benefit of the economy as a whole.*

*The Trusteeship Council notes that, notwithstanding the precautions taken, some of the inhabitants had grave reservations about the establishment on Bougainville Island of a large mining operation and that serious incidents occurred on two occasions. It notes the assurances given by the Administering Authority about the satisfactory outcome of the negotiations with the inhabitants concerned, but recommends that the Administering Authority should continue to deal most carefully with any land claims from the inhabitants of Bougainville.*

*The Trusteeship Council also invites the Administering Authority to expedite the final settlement of land disputes which have contributed to disorders in the Gazelle Peninsula and elsewhere.*

#### INDUSTRIES

235. Traditionally, secondary industry in the Territory has been concerned mainly with the processing of primary products for export. Examples are the manufacture of plywood, coconut oil and copra by-products, passionfruit juice and pulp, pyrethrum, and desiccated coconut. The Administering Authority expects an increase in manufactured exports as production levels of the base commodities increase and as additional items of production are manufactured locally. Manufacturing is still at an early stage of development and many industries depend heavily on imported raw materials. Indigenous involvement at entrepreneurial levels in larger manufacturing enterprises is not extensive, being limited mainly to sawmilling and small cottage industries. Scope however exists for increasing indigenous ownership through companies, partnerships and individual entrepreneurs as well as through co-operatives and joint ventures between indigenes and expatriates.

236. In its report for the year under review, the Administering Authority stated that there were a number of incentives and advantages available to prospective manufacturers in the Territory. Among the incentives offered under the Industrial Development (Incentives to Pioneer Industries) Ordinance, 1965-1969, were provision for complete exemption from Territory income tax to companies engaging in approved pioneer industries for their first five years of commercial operation. On 30 June 1969, thirty-two industries had been declared pioneer and thirty-three companies granted pioneer certificates.

237. According to the report under review, indigenous entrepreneurs received advice in business management from business advisory services located in the main centres to encourage them to engage in manufacturing industries. The Development Bank was empowered to provide credit for indigenous enterprises where such credit was not readily available on reasonable terms and conditions from commercial banks.

238. In the report under review, the Administering Authority stated that there were 2,089 companies registered under the Companies Ordinance of Papua and New Guinea at 30 June 1969. Of these, 1,725 were local companies and 364 were registered as foreign companies.

239. At its thirty-sixth session, the Trusteeship Council had noted with interest the description of the Bougainville copper project which was under consideration and hoped the final decision would be made to undertake this venture. The Council had believed that this joint effort involving both outside capital and local participation, aimed at successfully developing the Territory's natural resources, would prove of substantial benefit to the Territory and its people. The Council had noted the efforts to consult the indigenous people regarding this project, not only at the national level but locally on Bougainville Island as well. The Council had recommended, as in the case of the palm oil project, that definite steps be taken to get that portion of the project's shares reserved for the people more directly into their hands.

240. In the report under review, the Administering Authority stated that the Bougainville copper project would contribute substantially to the Territory's economic self-reliance. According to forecasts, the project would provide the Territory with an annual revenue in excess of \$A50 million by the end of the 1970s. The people on Bougainville Island would also benefit from attendant development—road-building, utilities, local purchases by the company, increased employment and an opportunity to acquire new skills and attain responsible positions. The Administering Authority also stated that if, when the results of the final feasibility study became available in the latter part of 1969, the Company decided to proceed, investment of the order of \$A250 million would be involved. Under the Bougainville Copper Agreement, the Administration had to provide land for a town and port. The town would be the biggest in Bougainville, and the choice of site must therefore be suitable to the people. The Company had been advised by engineers and town planners, and the Administration by its own field officers, engineers and planners; the foremost consideration had been the people's rights. The Administering Authority further stated that as soon as details of the indigenous participation in the Bougainville copper and the New Britain palm oil projects had been completed, the manner of equity

participation for the indigenous people would be announced.

241. At its thirty-sixth session, the Trusteeship Council had been encouraged by the increase in tourist traffic to the Territory and had noted the steps taken to date by the Administering Authority to assist the development of a tourist industry. The Council had continued to believe that tourism could be the source of considerable economic benefit and urged the Administering Authority to encourage its development with proper regard to indigenous participation. At the same time, the Council had urged the Administering Authority to bear in mind the need for safeguards to avoid any undue disruption of the social and cultural life of the people.

242. In the report under review, the Administering Authority stated that the Papua and New Guinea Tourist Board, established in 1966 to promote the tourist industry, publishes pamphlets and posters for distribution to travel agents outside the Territory. With the Board's encouragement, regional tourist associations had been set up in Port Moresby, Rabaul, Lae, Madang and the Eastern Highlands to develop local attractions and to improve facilities for tourists. The Board had joined the Pacific Area Travel Association as a full government member, and the Territory's participation in international tourist activities was expected to increase in the years to come. The Administering Authority took note of the observations made by the Trusteeship Council concerning the need for safeguards to avoid any undue disruption of the social and cultural life of the people in any development of the tourist industry.

243. At its thirty-seventh session, the Trusteeship Council adopted the following conclusions and recommendations:

*The Trusteeship Council welcomes the progress in implementing the project to exploit the Bougainville copper deposits which will place New Guinea among the world's leading copper producers.*

*It notes with satisfaction that the agreement with the mining company was debated and then approved unanimously by the House of Assembly, that special officials were sent to the area to make sure that the local population agreed to the project, that the Territory has a substantial interest in the equity of the company and that the Administering Authority has helped indigenous inhabitants who want to take advantage of the project's multiplier effect and set up small businesses.*

*The Trusteeship Council is concerned, however, about the obvious unsettling effect on the local community of the establishment of such a large enterprise and invites the Administering Authority to do everything possible to ensure that the whole population benefits from the launching of the project, that there is no steep rise in the cost of living on the island and that a solution is found to any reconversion problems which may arise when certain stages of the operation have been completed.*

*The Trusteeship Council notes with interest the effects, now becoming evident, of changes which have been introduced in the Industrial Development Ordinance, which grants tax exemptions to encourage pioneer industries. The granting of loans by the Papua and New Guinea Development Bank to enterprises that cannot obtain assistance from commercial banks has also contributed to industrial development. The Coun-*

cil welcomes the fact that the value of manufactures rose by 9.5 per cent during the past year.

*The Trusteeship Council recommends that the Administering Authority should strengthen the specialized services which give advice to local enterprises, in order to increase the proportion of manufactured goods produced by locally owned companies.*

#### TRANSPORT AND COMMUNICATIONS

244. At 30 June 1969, expenditures on road and bridge construction and maintenance totalled \$A11,318,528. At the same date, there were 5,216 miles of vehicular roads, with 4,025 miles suitable for medium to heavy traffic and 1,191 miles suitable for light traffic and at intermittent access.

245. In the report under review, the Administering Authority stated that major projects completed during the year were the Sepik Highway (Wewak to Maprik), the Zakozoi Bridge and Gilagil Bridge on the North Road. Major projects under construction were the Popondetta-Kokoda (stage 2) Gusap-Dumpu Road, Buin-Boku Road, Kieta-Toimanupu Road, the Mount Hagen to Mendi Road (via Ialibu), Ramu Highway (stage 2A), and Sepik Highway (Maprik to Dreikikir). Subdivisional roads to Waigani and Gordons were progressing and the Wabag to Wapenamanda Road was nearing completion. In addition to the above, numerous bridges were being constructed as part of the road contracts.

246. With the extension and improvement of the road system, road transport services continue to increase. The principal all-weather roads begin at the main ports, and road transport services now carry a significant volume of inward and outward traffic in adjacent areas. Improvements to roads in the Highlands and other areas referred to above will allow the transportation of heavier loads over longer distances.

247. According to the report under review, the Department of Posts and Telegraphs is proceeding with its plans to upgrade all telephone, telegraph and trunk line services. At present it is intended to construct a total of 47 telephone exchanges with a capacity of 22,600 lines by June 1974. Of these lines, 21,810 will be connected with automatic exchanges and approximately 90 per cent of these connexions will have long-distance dialling facilities. As automatic machines are progressively installed, the need for Morse code transmissions will decrease, and it is expected that by the end of 1973-1974 there will be 374 telegraph channels in operation. This increase in channels will also enable the introduction and expansion of a Territory-wide Telex service. Financial assistance for the provision of these facilities will be given by the International Bank for Reconstruction and Development to the extent of \$US6.3 million over the four years to 1971-1972. This will be supplemented by Administration expenditure to the extent of \$US8.2 million.

248. At its thirty-sixth session, the Trusteeship Council had noted the continued high priority given by the Administering Authority to developing and improving transportation and communications in the Territory and the emphasis placed on this area in the Five-Year Economic Development Plan. The Council had looked forward to learning the results of the recent investigation by the United Nations Development Programme consultants of the Territory's transportation facilities and the steps undertaken to implement their recommendations.

249. In the report under review, the Administering Authority stated that the final report by the UNDP consultants was expected to be ready in September 1969. It would then have to be considered by the Administration and the Australian Government. Until these examinations were completed, it would not be possible to present a consolidated attitude to the Trusteeship Council.

250. At its thirty-seventh session, the Trusteeship Council adopted the following conclusions and recommendations:

*The Trusteeship Council confirms its desire to be informed of the recommendations of the United Nations experts on the development of transport facilities and of the conclusions drawn therefrom by the Administering Authority.*

*The Trusteeship Council notes with interest that improvement of the road system is continuing and that there was a considerable increase in the funds used for equipping and maintaining airfields in 1968/1969.*

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

#### ECONOMIC DEVELOPMENT PLAN

251. The representative of the United States of America stated that the report of the Administering Authority on the implementation of its five-year development programme indicated that it was off to a good start. While recognizing the efforts to increase indigenous participation in primary production and the necessity to supplement budget allocations with private foreign investments, his delegation felt that the projected control of primary agricultural production by indigenous persons should be further expanded.

252. His delegation was particularly gratified that measures were being taken to ensure that the Bougainville mining project would offer both sound economic advantages for the Territory as a whole and just compensation for the residents of the area immediately affected by the project.

253. The representative of the Union of Soviet Socialist Republics stated that a great deal had been said about the laudable intentions of the Administering Authority to stimulate the initiative of the indigenous population in the economic area. But, as statistical and other data showed, the economic policy pursued by the Administering Authority was by no means to encourage the development of an independent economy which could stand on its own feet. As before, its policy was primarily aimed at strengthening Australian and other foreign capital in the economy, to the detriment of the vital interests of the indigenous population.

254. The representative of the Soviet Union further stated that the deleterious consequences for the future of the Territory resulting from the predominance of foreign monopolies were not difficult to foresee. By the time the population of the Territory achieved independence and political sovereignty, all the key positions and the entire economic structure would, if the Administering Authority continued to pursue its present economic policies, be in the hands of the Australian and foreign monopolies, which would thus be the *de facto* owners of the Territory. Considering further the situation in the Territory, his delegation could not but note the almost complete inactivity and impotence of the Administering Authority in the face of the ever-growing

social and economic problems in Papua and New Guinea.

255. The representative of the United Kingdom stated that his delegation had noted the expansion of production in the year under review and the considerable increase in export income. His delegation was glad to learn of the proposal to enlarge and to extend the co-operative training college and it had no doubt that the continued development of the co-operative movement would be of great value for the economic development of the Territory and for a wide distribution of the consequent benefits to the population at large.

256. The representative of the United Kingdom said that his delegation had already expressed its conviction that the Bougainville copper scheme would be of great benefit to the Territory as a major long-term development and would contribute substantially to the prosperity and future well-being of its people in the years ahead. He welcomed the assurance given by the Administering Authority that it was endeavouring to ensure the fullest protection for both the social and the economic rights of the people. He also welcomed the statement by the Special Representative that all land leases had to be approved by the Administrator's Executive Council, and that all acquisitions of land for the copper project must have the approval of the people. In his delegation's view, it was right and appropriate that the investment of outside capital in the Territory should be encouraged, subject to suitable safeguards to protect the interests of the population.

257. The representative of France said that the copper mining project, which, it was already apparent, would transform the economy of New Guinea and necessitate a reappraisal of the data for the five-year plan, was taking shape with a rapidity that could not have been foreseen in 1969.

258. The influx of capital goods in large quantities distorted the pattern of imports and the balance of payments, while at the local level the preparation of sites, access roads and housing was causing turmoil in the area. Nevertheless, as was the case elsewhere, the Territory would be advancing by several years the time when its economic take-off was possible, and the communities in the vicinity of the mines would be experiencing the traumatic effects of a sudden and massive injection of money.

259. The representative of China stated that the five-year economic development programme had enjoyed a good start. The high growth rates in the manufacturing sector and in power generation were particularly noteworthy, which were indeed encouraging signs in an economy that was agricultural. The five-year programme would be greatly boosted by the Bougainville copper mining project which was expected to be in production by 1972. It was indicated that this giant project, although financed by outside capital, would benefit considerably both the local population and the Territory as a whole. He pointed out that although outside investment could accelerate the economic development of the Territory, it was still essential to put emphasis on the promotion of indigenous economic advancement. His delegation recognized the obstacles that had caused difficulties for indigenous participation in the modern sector of the economy and hoped those obstacles would be overcome in due course.

260. The Special Representative stated that the Administering Authority recognized that the part played

by Papuans and New Guineans in the economic development of their own country must be increased and accelerated. It knew that it was now not adequate, and that it was a potential source of future problems.

261. The Special Representative also stated that this had been a problem to which the solutions had not been easy. He recalled his opening statement, in which he had set out the steps which were being taken in the endeavour to overcome it and these included the provision of business advice, the provision of finance by the Development Bank, the construction of special centres for the use of indigenous entrepreneurs and the engagement of a UNDP consultant to advise on the ways in which indigenous people could be motivated to undertake business careers. The Administering Authority had been giving a great deal of consideration to other ways in which this problem might be attacked.

#### PUBLIC FINANCE

262. The representative of the United Kingdom stated that the figures in the annual report showed a significant increase in the number of loans made by the Papua and New Guinea Development Bank and in the total amount which had been lent to indigenous people. Nevertheless, the gap between loans to indigenous and non-indigenous borrowers did not appear to be getting any smaller, and his delegation was glad to hear that the Bank was confident that loans to indigenous New Guineans could continue to increase. His delegation was also glad to note the steady increase in the size of the grant from the Administering Authority, but it had been more encouraged to observe that, with the expansion of the economy, the past year had seen the grant come to represent a significantly smaller proportion of total expenditure than had been the case in 1968/1969. The Trusteeship Council should be able to express renewed satisfaction on the important indication that had been given of growing viability on the part of the Trust Territory.

263. The representative of France stated that it was not so much the increase in population, which reflected improved health conditions, as economic development that accounted for the rise in budget income. The latter still lagged behind the rise in expenditure; in one year, the deficit had risen from \$54 million to \$64 million, excluding loan funds. That situation, like the extremely adverse balance of trade, was not in itself a cause for criticism; it expressed in numerical terms the Administering Authority's policy of anticipating future income and accelerating investment, so that when the Territory came to take charge of its own affairs it would have achieved an adequate measure of economic self-sufficiency.

264. The representative of China said that his delegation had noted the increasing role played by the Papua and New Guinea Development Bank. It was felt, however, that the activities of the Bank with respect to the indigenous people should perhaps be further intensified.

265. The Special Representative of the Administering Authority agreed that the very considerable gap between the Development Bank's loans to indigenes and its loans to expatriates needed to be narrowed. He said that the Board and the management of the Development Bank also agreed and they were working actively and constructively so that this might be achieved, but this is a problem which would require time for its solution.

266. The representative of the United Kingdom noted that there had been significant increases in exports of copra and coconut oil, coffee, cocoa and tea. It was to be hoped that the other new crops and the silk industry would successfully contribute to the diversification of production and to the provision of suitable cash crops for the people, especially in the less accessible areas of the Territory. His delegation also hoped that the apparent decline in the production of important crops such as pyrethrum and rubber, as well as that of timber, could be stemmed. The work of the agricultural extension service was clearly of great importance in fostering the development both of existing and of new types of crops within the Territory.

#### LAND TENURE

267. The representative of the United Kingdom pointed out that although there was just over 200,000 hectares of land in the Territory—less than one per cent of the total area—which was owned freehold by non-indigenous persons, it had clearly led to local resentment, particularly in the Gazelle Peninsula of New Britain. His delegation hoped that, with the expected increase in conversions of customary held land to freehold, care would be taken to avoid the social risks which could arise from any significant large-scale purchases of this converted land by non-indigenous persons, and was glad to hear that a close watch would be kept on this matter.

268. The representative of France said that, in a country where disputes concerning land could easily lead to public disturbances, plans were being made for a complete reorganization of the system of land tenure. In view of the care with which the reform was being prepared, his delegation was sure that very careful consideration had been given to the matter. Nevertheless, certain of the objectives gave rise to some concern. The systematic conversion of customary land

rights into individual titles was obviously desired by enterprising farmers, who wanted to become the formal owners of the land they had developed. It would also be welcomed in both urban and suburban areas by holders of land who had found buyers willing to pay good prices. However, in customary-law countries whose economies were only just beginning to develop, such a conversion held many obvious risks. The problems involved were well known in developing countries. His delegation wondered whether for New Guinea—an equatorial territory which produced cocoa and coconuts—Kenya really provided a better example than countries like Ghana or Nigeria, where the same kind of speculation was occurring but without general conversion having taken place first.

269. The Special Representative stated that the Administering Authority had given a great deal of thought to the problem of land tenure conversion, which was perhaps the most difficult and far-reaching of the many problems to be solved in Papua and New Guinea. He had been most gratified therefore that members of the Council should have considered this topic so thoroughly, and they could be assured that full weight would be given to the points of view which they had expressed.

270. It should be realized that the Administration was only now considering the details of the proposed legislation. A great deal of care and attention had already been devoted to considering the principles on which this legislation should be based and similar care would be given to working out the details. A cornerstone of Administration policy in New Guinea had been the preservation of the land for the people of New Guinea. He assured the Council that the House of Assembly would certainly scrutinize the proposed legislation with great care and would be alert to make sure that it accorded with the views of the people, and that it would facilitate transition in those areas which were ready for it, but preserve the welfare of people in less economically sophisticated areas.

### D. SOCIAL ADVANCEMENT

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

##### RACIAL DISCRIMINATION

271. In the report under review (T/1704 and Add.1), the Administering Authority stated that all elements of the population were secure in the enjoyment of human rights and fundamental freedoms with no discrimination on grounds of race, sex, language or religion. It was still considered necessary, however, to retain certain legislative provisions in order to protect the interests of the indigenous people in such fields as land acquisition and employment.

##### LABOUR

272. There were 80,138 indigenous persons in paid employment at 30 June 1968. Private industry employed 63,533, of whom 38,821 were employed in primary production. The Administration and the Commonwealth Government employed 16,605.

273. According to the report of the Administering Authority (T/1704), there have been steady increases

in the numbers of indigenous people engaged in wage employment in recent years. The proportion of wage earners to the estimated adult male indigenous population is now about 20 per cent. A high proportion of the population is engaged in various forms or modifications of the traditional subsistence agriculture system and an increasing number is engaged in growing crops for export. The most marked change in recent years in the pattern of wage employment has been the increasing proportion of workers engaged in urban employment in such fields as manufacturing, building construction and commerce, relative to the proportion in rural employment. The numbers employed in both urban and rural sectors, however, have increased absolutely.

274. The Special Representative informed the Trusteeship Council at its thirty-seventh session that a Board of Inquiry had been established in January 1970, under the Industrial Relations Ordinance, to investigate and report on the level and component of the rural minimum wage for the Territory. The Board was required to consider the needs of employees and the capacity of the economy to pay. It would also study increased efficiency of management.

275. At 30 June 1969, the following district staff, both indigenous and expatriate, were employed by the Department of Labour in Papua and New Guinea: 3 regional labour officers, 14 labour inspectors, 12 employment officers, 24 other indigenous staff. All but two of the employment officers were local officers. A workshop for all regional labour officers has been held in Port Moresby to ensure, among other things, uniformity of activity occasioned by departmental decentralization.

276. At 31 December 1969, there were twenty-seven workers' associations with a total membership of 17,853. These included workers' associations at Lae, Wau-Bulolo, Goroka, Mount Hagen, Madang, Wewak, Lorengau, Kavieng and Rabaul.

277. The Apprenticeship Ordinance, 1967, which came into operation in February 1968, provides for apprenticeship in specific trades leading to the granting of trade certificates. Apprenticeship is controlled by an Apprenticeship Board, which consists of nine members and includes representatives of employer and employee associations. In addition, the Board has a permanent staff consisting of an executive officer, an industrial officer and two supervisors who are officers of the Department of Labour. The apprenticeship scheme enables apprentices who complete their indentures and pass their final trade examinations to gain recognition as skilled tradesmen. At 30 June 1969, there were 871 New Guineans under apprenticeship agreements, of whom 359 were training in Papua. A total of 303 New Guinean apprentices have completed their training and received trade certificates.

278. At its thirty-sixth session, the Trusteeship Council had noted the efforts to expand the labour inspectorial staff and hoped that they would continue and that greater use would be made of indigenous staff.

279. In the report under review (T/1704), the Administering Authority stated that Administration officers were available to assist industrial organizations to obtain registration and develop their own administrative procedures. The apprentice training schemes for indigenes had been expanded to provide training, both in the Territory and overseas, for apprentices and supervisory staff. This training would be available to employees in both the public and private sectors.

280. At its thirty-seventh session, the Trusteeship Council adopted the following conclusions and recommendations:

*The Trusteeship Council notes with interest the increase in the number of indigenous people engaged in wage employment and the parallel increase in trade-union membership, which included slightly less than one quarter of the salaried earners in 1969.*

*The Trusteeship Council is anxious to ascertain whether the annual increase in the number of people in wage employment is really helping to improve living standards and wishes to be informed of the conclusions of the Board of Inquiry on the level, composition and regional variations of the rural minimum wage. It expresses concern about the large number of urban wage earners who appear to be paid less than \$A6.50 a week and would welcome a fuller explanation.*

*The Trusteeship Council recommends that the Administering Authority continue to pay special attention to the training of skilled workers in the Bougainville*

*area, so that the indigenous inhabitants working in the copper project are not limited to unskilled jobs.*

#### PENAL PRACTICES

281. At its thirty-seventh session, the Trusteeship Council adopted the following conclusions and recommendations:

*Noting that the existing legislation concerning corporal punishment has not been applied in practice for many years, the Trusteeship Council recommends that the Administering Authority invite the House of Assembly to repeal this legislation.*

#### PUBLIC HEALTH

282. At 30 June 1969, there were seventy-four Administration hospitals in New Guinea. Of these, two were tuberculosis hospitals, three were leprosy hospitals and one was a combined leprosy and tuberculosis hospital. There were thirty-six Administration health centres including eight rural health centres providing maternal and child health services. The 654 village clinic centres were serving 2,046 villages with a total population of 436,182. There were also 855 aid posts throughout the Territory.

283. At 30 June 1969, there were 26 specialist medical officers (including one indigenous officer) and 86 medical officers (including 17 indigenous officers) employed by the Administration in the Trust Territory. In addition, there were 41 non-Administration medical officers.

284. The three leprosy hospitals, two tuberculosis hospitals and one combined leprosy and tuberculosis hospital which were wholly the financial responsibility of the Administration, were staffed and administered by missions. The missions were assisted by the Administration through a system of grants-in-aid, subsidies and by the supply of drugs, dressings, equipment and general stores.

285. The annual report also stated that there were thirty-two dental clinics in the Territory staffed by eleven dental officers, thirty-five dental nurses/assistants and seven dental technicians.

286. Expenditure on health services during the year ending 30 June 1969 amounted to \$A18,287,000 compared with \$A7,838,510 for the preceding year. Capital expenditure on hospital buildings and facilities totalled \$A1,330,000 while grants to missions for health services amounted to \$A473,690.

287. At its thirty-sixth session, the Trusteeship Council had noted the continuing emphasis being placed by the Administering Authority on the Territory's health programme. The Council had hoped that there would be steady expansion of health services and that increasing emphasis would be given to public health education.

288. In the report under review, the Administering Authority stated that it would continue its policy of providing health services and expanding public health education as an essential element in its social development programmes for the Territory. The health programme set out in the five-year economic development programme provided for special emphasis to be placed on preventive health measures including anti-malaria, tuberculosis and leprosy activities, medical training and community health education.

289. The Special Representative informed the Trusteeship Council at its thirty-seventh session that

because of the appearance of a new influenza strain in 1968, a mass vaccination campaign had been considered by the Health Department early in 1969, and it had been initiated as soon as the widespread nature of the epidemic had become apparent. The Administration was maintaining surveillance over all vaccinated areas and this would continue indefinitely. Some long-term measures to be carried out as a result of this epidemic were the establishment of an Epidemiology Division of the Department of Public Health to study and advise on epidemics, increased research into pneumonia deaths, additional health units in rural areas with improved staff and drug holdings and preparation of an emergency plan to meet similar circumstances.

290. At the thirty-seventh session of the Trusteeship Council, the representative of the World Health Organization (WHO) stated that it was giving courses in village midwifery training and practice and strengthening and extending village midwifery services in Papua and New Guinea. Its programme of assistance to the Territory in 1969 had consisted mainly of advisory services and fellowships. WHO was also associated with an applied nutrition education and training project which was financed by the United Nations Children's Fund (UNICEF). The financial provisions for WHO's total programme of assistance to the Territory amounted to \$39,000 in 1969 and would be \$84,505 in 1970 and \$110,708 in 1971. They expected to spend \$12,560 to assist the Territory in the field of health education in 1970.

291. He further stated that WHO was aware that malaria remained the major health problem in the Territory and had noted that the Administering Authority was according high priority to its control. They fully concurred with the progressive efforts which were being made to promote the participation of the general health service in the malaria control programme, particularly in passive case detection. This was in line with a resolution which was passed in May by the WHO Assembly and which emphasized the need to initiate malaria control schemes within the general health services.

292. At its thirty-seventh session, the Trusteeship Council adopted the following conclusions and recommendations:

*The Trusteeship Council, noting with satisfaction that the Administering Authority provides health protection for almost all the population, recommends continued efforts to achieve a quantitative and qualitative improvement in the care provided. In that connexion, it notes with interest that work has begun on the construction of a hospital costing \$A4 million on Bougainville.*

*The Council recommends that the Administrative Authority intensify its efforts in the field of preventive medicine, particularly against pneumonia, which causes many deaths in the highlands.*

*It welcomes the establishment of an Epidemiology Division in the Department of Public Health.*

#### HOUSING

293. According to the report of the Administering Authority, during the year ending 30 June 1968 1,157 dwelling units valued at \$A8,990,000 were completed. At the same time, 302 dwelling units were under construction valued at \$A2,503,000. On 30 March 1969 (covering a period of nine months), 507 dwelling units valued at \$A4,386,000 were com-

pleted, while 313 dwelling units valued at \$A2,445,000 were under construction.

294. At its thirty-sixth session, the Trusteeship Council had noted with approval the effort being made in the construction of low-cost housing and hoped that this programme would be continued.

295. At its thirty-seventh session, the Trusteeship Council adopted the following conclusions and recommendations:

*The Trusteeship Council notes with interest that the Housing Commissioner has taken up his duties. It recommends that the Administering Authority should instruct the Housing Commission to concentrate on providing assistance to the inhabitants of squatter settlements.*

*The Trusteeship Council notes that, in order to offset the decrease in the amount of housing completed during the period June 1968 to March 1969, the rate of housing-starts, which improved during the same period, must be accelerated.*

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

##### LABOUR

296. The representative of the United States of America noted with satisfaction recent advances in the protection of indigenous labour.

297. The representative of the Union of Soviet Socialist Republics said that his delegation could not but note the almost complete inactivity and impotence of the Administering Authority in the face of the ever-growing social and economic problems in Papua and New Guinea. He said that he needed only to cite from the annual report that more than 50,000 male indigenes received less than \$A6.50 per week in wages, in other words, less than the minimum subsistence figure mentioned to the Council by the Special Representative. This was how the Administering Authority was seeking to solve the important problem of wages.

298. The Special Representative of the Administering Authority stated that on the subject of the construction labour recruited for the Bougainville project, it seemed apparent that the development of the Territory was proceeding at such a rapid pace that there would be no need to re-train this labour: there would be ample opportunity for its employment on other construction projects. In fact, construction companies were having to import temporary expatriate labour on the Bougainville project because New Guinean skilled and semi-skilled labour resources were exhausted.

299. The Special Representative further stated that the mining company was developing very extensive training programmes, and should there not be sufficient opportunity for their employment on other construction projects, arrangements would be made for the re-training of many of those now engaged on construction activities. He mentioned that the Administration had already established committees to watch over the sociological and economic impact of the Bougainville project and to plan and co-ordinate whatever action was found necessary.

##### PUBLIC HEALTH

300. The representative of the United States of America stated that faced with the obvious difficulties of terrain and distance, the already excellent health



programme had continued to improve in both quality and flexibility.

301. The representative of the Union of Soviet Socialist Republics stated that the situation in New Guinea had by no means improved. Not a single new hospital had been built during the period under review and the number of nurses in hospitals had even decreased. As before, there were only two hospitals for tubercular patients in the Territory. The number of prisons in the Territory almost equalled the number of hospitals. In New Guinea, only six private doctors, one dentist and twenty pharmaceutical chemists were registered. There was completely unsatisfactory medical care for the health of pregnant women and newly born children and there seemed to be an absence of any data in the report as to the reasons for the high infant mortality.

302. The representative of France noted that half of the deaths in the highlands were commonly known to be the result of pneumonia and suggested that particular emphasis might be placed not only on the study but also on the prevention of that disease.

303. The Special Representative of the Administering Authority stated that the Administration was now

devoting attention to the study of pneumonia, and every weight would be given to the suggestion that prevention as well as treatment needed to be emphasized. In the health programme as a whole the Administration was laying particular emphasis on health education and preventive medicine.

304. In referring to the comments of the representative of the Soviet Union, the Special Representative said that it was true that no new hospitals had been built in the Territory in the last year, although a \$4 million hospital was under construction in Bougainville, and a considerable expansion and improvements had taken place at a number of others.

305. The Special Representative pointed out that the small number of private doctors and dentists did not indicate that medical services were inadequate; it indicated that because of the conditions in the Territory, medical services were primarily the responsibility of the Administration and there was only a limited opening at this stage for private practice. The tuberculosis campaign had been so successful that neither of the two hospitals for tuberculosis was full, nor were they likely to be filled in the future. Effective domiciliary treatment was controlling this disease.

## E. EDUCATIONAL ADVANCEMENT

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

306. The Department of Education is responsible for the administration of the Education Ordinance and Regulations. All non-government schools in the Territory are conducted by missions. The Ordinance requires all non-government schools, except institutions conducted by missions for the exclusive purpose of training their own religious personnel, to be registered, recognized or exempted by the Director of Education. The mission schools are subject to inspection by departmental inspectors.

307. During 1968/1969, the number of Administration schools increased from 358 to 385 and the number of pupils enrolled from 56,298 to 60,325. The number of recognized mission schools decreased from 923 to 892, while enrolments increased from 100,721 to 103,473.

308. At 30 June 1969, the total number of children enrolled in primary schools was 149,026. Of these, 51,626 were attending Administration schools and 97,400 were at recognized mission schools. In the report under review (T/1704 and Add.1), the Administering Authority stated that exempt schools had been included in the statistics up to 30 June 1968. They were, however, no longer included, as these schools did not reach the minimal requirements for subsidized schools.

309. The Administering Authority informed the Trusteeship Council at the thirty-seventh session that a total of 65 new primary schools had been opened in Papua and New Guinea at the beginning of 1970, and that total enrolment had increased from 206,800 in 1969 to an estimated 213,000 in 1970.

310. Pupils enrolled in primary "A" schools numbered 4,008 and those enrolled in primary "T" schools totalled 145,018.

311. The Administering Authority informed the Trusteeship Council at the thirty-seventh session that the number of integrated dual curriculum primary schools in Papua and New Guinea had risen from four to eleven and an experimental school had been established at the University of Papua and New Guinea, where further research was being conducted into the development of a curriculum and school organization to meet the needs of both indigenous and expatriate children in the Territory.

312. At 30 June 1969, there were eighteen Administration high schools with an enrolment of 5,879 and twenty-four mission high schools with an enrolment of 4,793. In the previous year the figures were 5,060 and 4,121, respectively.

313. The Administering Authority informed the Trusteeship Council at its thirty-seventh session that enrolments in high schools in Papua and New Guinea had risen from 15,400 in 1969 to some 17,000 in 1970.

314. According to the report under review, the United Nations was providing assistance through a UNICEF/UNESCO science teaching project to promote the introduction of science into the primary school curriculum. Following completion of a pilot project, the teaching of science in primary schools would be introduced in 1970 and kits of science apparatus would be supplied to some 360 schools: the programme would be expanded in future years. UNICEF had allocated US\$275,000 to that part of the project relative to secondary schools. Equipment supplied under the project had been received in Territory high schools during the year under review.

315. Technical education was provided at technical schools, colleges and vocational centres. Special training in commercial and business studies was offered at commercial training centres. Also, training in the manual arts was offered in Administration and some mission high schools. Enrolment of students at the various types

of Administration technical schools in Papua and New Guinea totalled 3,539 in 1969. Of this number, 2,245 were in vocational centres and 1,294 in technical schools. There were two technical schools and thirteen vocational centres conducted by missions with a total enrolment of approximately 480.

316. Teacher-training courses are conducted at Administration and mission colleges. Administration colleges conduct two-year primary courses, secondary teaching courses of three years' duration and technical teaching courses ranging from six months to two years. At 30 June 1969, the total enrolment in all teacher-training colleges in the Territory of Papua and New Guinea was 432 in Administration colleges and 798 in mission colleges. The corresponding figures for 1968 were 399 and 677.

317. The Administering Authority informed the Trusteeship Council at its thirty-seventh session that in 1970 about 140 indigenous primary teachers would attend teachers colleges for additional training to prepare them to take up more senior positions in schools or in administrative and inspectorial positions in 1971.

318. According to the Administering Authority's current report, the demand for in-service training was continually increasing, and was being met by the senior officers' course, short training courses on a regional basis, correspondence courses and overseas tours. The former senior officers' course held since 1963 had been replaced by special courses of six months' duration for senior indigenous teachers who had demonstrated outstanding ability. A continuous full-time training programme had been arranged to prepare these officers for responsibilities as headmasters of primary schools.

319. In 1968/1969, expenditure on education was \$A9,347,000 compared with \$A7,975,000 for the preceding year. Grants-in-aid provided for mission schools totalled \$A1,909,000 compared with \$A1,528,000 in the preceding year.

320. The Special Representative informed the Trusteeship Council at the thirty-seventh session that in 1963/1964 the Administration had spent about 15.1 per cent of its budget on education. This had risen to an estimated 17.5 per cent in 1969/1970 and it was further estimated that this proportion would be maintained for the next four to five years. In Papua and New Guinea \$US12.7 million had been spent in 1964/1965, \$US32 million would be spent in 1969/1970 and something like \$US42 million in 1972/1973.

321. The University of Papua and New Guinea offers degree and post-graduate courses in arts, law and science and diploma courses in education. A permanent council of the University, which included two indigenous members, was appointed in November 1968. The enrolment in 1969 was 268, compared with 197 for the previous year. In 1969, the University received a grant of \$A3.65 million from the Administration.

322. The Special Representative informed the Trusteeship Council at the thirty-seventh session that there had already been an expenditure of more than \$13.2 million since activities had commenced in 1966 at the University of Papua and New Guinea. There was presently a total academic staff of more than 100 and an enrolment for 1970 of about 800.

323. The Institute of Higher Technical Education, which began its first courses in 1967, is now established at Lae. It offers diploma courses in civil engineering, surveying, mechanical engineering and accountancy.

In 1969, student enrolment was 140 compared with 95 for the preceding year. Other specialized institutions in the Territory are the Agricultural College, the Medical College, the Forestry School and the Police Training College.

324. The Special Representative stated at the thirty-seventh session of the Trusteeship Council that the Institute had been developing rapidly, with a total expenditure of about \$6.6 million, a current academic staff of 40 and a rapidly growing student body now over 200.

325. Apart from scholarships offered by the Reserve Bank of Australia and the Walter Strong Trust Fund, most of the scholarships available for higher education in Australia have been offered by the Administration. The scholarships cover all tuition fees and other expenses. During the period under review, there were six New Guinean students studying at Australian universities in the faculties of agricultural science, economics, law, forestry, social studies and pharmacy.

326. At its thirty-sixth session, the Trusteeship Council had noted the creation of an Advisory Committee on the Organization of Education aimed at improving the co-ordination of the activities of both Administration and mission schools and at ensuring greater local participation in planning and financing primary education. The Council believed the work of this Committee had great importance and looked forward to a report on its findings.

327. The Council had urged that the increased effort to train indigenous teachers be continued and expanded. It also trusted that the vocational training programmes would be expanded. The Council also renewed its recommendation that the "A" schools be abolished entirely in favour of integrated schools with modifications of the syllabus as needed. It continued to believe that the history, culture, and traditions of the Territory and surrounding areas should receive substantial emphasis in the curricula of the primary and secondary schools.

328. The Administering Authority stated in the report under review that the Advisory Committee on the Organization of Education had been conducting meetings throughout the Territory to obtain the views of all sectors of the population on the closer co-operation in education of all interested persons and bodies. It also stated that emphasis continued to be placed on the recruitment and training of indigenous teachers. It took note of the observations of the Trusteeship Council on the merging of the "A" and "T" schools and repeated its view that while there were valuable cultural advantages in such a merging, there were, however, other factors which required consideration. The supply of manpower and materials for education was limited and this factor had to be borne in mind in planning and developing the education programme. Finally, the Administering Authority stated that the observations of the Trusteeship Council concerning the emphasis which should be placed in the development of primary and secondary curricula on the history, culture and traditions of the Territory and surrounding areas had been noted and had received attention during the periodic reviews of these curricula.

329. The Administering Authority informed the Trusteeship Council at its thirty-seventh session that the recommendations of the Advisory Committee on the Organization of Education in Papua and New Guinea had been accepted by the House of Assembly and by the Administering Authority. Legislation was now being planned to establish a Territory Education

Board, representing all significant sectors of territorial education to plan for educational development for the whole of the Territory, and to create a Territory Teaching Service as an employing authority for all teachers. All teachers within that service would have salaries paid by the Administration and this would increase educational costs in Papua and New Guinea by about \$US7.31 million in the remaining three years of the present five-year-plan period.

330. At its thirty-seventh session, the Trusteeship Council adopted the following conclusions and recommendations:

*The Trusteeship Council notes the continued efforts of the Administration to improve the quantity and quality of education in the Territory. In this connexion it welcomes the gradual increase in the number of teachers and pupils in the Administration schools and the similar trend in mission schools which in 1966 showed a substantial statistical decrease in both categories when substandard institutions and teachers were omitted from statistical returns. The number of teachers and students rose in 1969 by about 340 and 7,000 respectively. It regrets, however, that over one half of the school-age population does not yet receive any schooling.*

*The Council notes that the recommendations made at its last session led the Administering Authority to draft legislation establishing a Territory Education Board and a Territory Teaching Service to co-ordinate public and private education and provide a single education system. It notes that the effort to make better use of teaching facilities has already resulted in a more rational use of the private schools in the development of the Territory's educational system.*

*The Council, recalling its recommendation at its thirty-sixth session, invites the Administering Authority to pursue its plan to merge the "A" and "T" schools, making any necessary adjustments in the curriculum.*

*The Council notes with interest that the establishment of Sogeru Senior High School has filled the gap between graduation from high school and the beginning of higher education. It notes that the number of students at the University of Papua and New Guinea is increasing rapidly and that the University is to award its first diplomas, although only six Papuan and New Guinean students are attending Australian universities. It also notes that the first qualified surveyors have graduated from the Institute of Higher Technical Education and that the first secondary school teachers to graduate from Goroka Teachers' College are available for service in the Department of Education.*

*The Trusteeship Council draws the attention of the Administering Authority to the need to train many more teachers, to increase school enrolment and to raise the number of technical schools and colleges, so that those students with technical orientation can be accepted upon completion of their primary studies.*

*The Trusteeship Council notes with interest that the Bougainville mining company has organized technical training courses in co-operation with the Administering Authority.*

#### DISSEMINATION OF INFORMATION ON THE UNITED NATIONS

331. According to the report under review, the social studies syllabus makes provision for school children to acquire a knowledge of the United Nations

and of the International Trusteeship System. Current activities of the United Nations are publicized by the broadcasting and newspaper services and special days sponsored by the United Nations are suitably recognized. The annual report further states that the Department of Information and Extension Services co-operates closely with the United Nations Information Centre in Port Moresby and, besides giving practical assistance with the translation, printing and distribution of United Nations material, itself produces material dealing with the United Nations.

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

332. The representative of the United States of America stated that his delegation was pleased to note that the Administering Authority had acted on the recommendations of last year's session of the Council to take steps to fuse a truly national system of education and, in particular, noted the creation of a Territory Board of Education and a Territory Teaching Service. The projected increases in both budget allocations for education and the number of trained candidates for teacher training boded well for the future success of the Administering Authority's educational scheme.

333. The United States delegation repeated its hope that the Administering Authority and the House of Assembly would continue to devote their attention to the integration of both "T" and "A" schools and to the development of curricula with direct relevance to the needs of the Territory.

334. The representative of the Union of Soviet Socialist Republics stated that however much the compilers of the report under consideration strive to drown the true facts in a flood of minor details they could not succeed in hiding the genuinely desperate situation in the field of education. Could the Administering Authority boast of its accomplishment if, at present, only six students from New Guinea were receiving an education in Australian universities? Just as at the beginning of the colonial era, primary and secondary education continued to be inaccessible to the overwhelming majority of school-age children in the Territory.

335. The representative of the Soviet Union further stated that in the Territory there was a total of forty-two secondary schools attended by slightly more than 10,000 children. What progress, then, could be claimed in this field if the total number of T-type primary schools showed a decrease in 1969 from the number existing in the preceding year? The number of teacher-training schools had likewise decreased. He referred to the Special Representative's statement in which he had said that for the year 1970 the number of students in primary schools in the Territory had been 213,000, and that by 1975 that figure would reach 240,000. In other words, it was expected that the number would increase annually by 5,000, whereas the yearly growth in population was 38,000. Thus, out of the total of 38,000, only 5,000 children would be admitted each year to the schools. In the opinion of the Soviet delegation, the alleged increase constituted simply additional proof of the incapacity of the Administering Authority to cope with this most important problem of education in the Territory.

336. The United Kingdom delegation had noted that the long-term objective of the Administering Authority's

educational programme was to provide a system under which primary education would be available to all, and secondary and post-secondary education available to all with the ability to make adequate use of it. This was indeed a most commendable goal. Nevertheless, a great number of additional teachers and facilities were still required before the goal could be attained, and the full realization of the educational objectives of the Administration had inevitably to await the time when sufficient secondary school graduates were coming forward to teacher training. His delegation had been glad to note in this connexion that enrolment in teacher-training colleges in the Trust Territories had continued to rise markedly.

337. The United Kingdom delegation noted that while the number of enrolled pupils showed a welcome increase, the actual number of schools in the Territory had undergone a slight reduction in the year under review. This would be a matter for regret if it suggested that new schools had not been built in those areas where they did not already exist.

338. The establishment of a unified educational system approved by the House of Assembly was a welcome move, and the establishment of a teacher-training service throughout the Territory as an employing authority for all teachers within the system should have useful effects in permitting resources to be more effectively deployed as well as in assisting the unity of the people of the Territory.

339. His delegation was glad to note the significant increases in the enrolment at the University of Papua and New Guinea and at the Institute of Higher Technical Education. Such advances were of particular interest in view of the statements made several times to the 1968 Visiting Mission by New Guineans themselves that self-determination could come only when a sufficient number of the indigenous population had reached a standard of education which would enable them to play a part in the running of their country.

340. The representative of France said that, after five years of stagnation and even regression, the increase during the past school year in the number of children enrolled in primary schools in New Guinea had apparently reached the extraordinarily high rate of 40 per cent, and that perhaps deserved some comment.

341. The integration of education, which, as the Council had noted, was eliminating duplication, wasted effort and disparities in curricula and was also developing a sense of nationhood, would undoubtedly make it possible to reach the goal sooner, although it would of course be necessary to preserve the religious freedom of the missions which had given the country its first schools and had in 1969 been educating about two thirds of the children of primary-school age. The

universal use of English at all levels also contributed to the cohesiveness of the educational system. In addition, it served the policy of national integration, which would undoubtedly be impeded if instruction was given in vernacular languages, in a country where there were 700 such languages. He noted that French was taught as an optional subject at the beginning of the secondary-school curriculum, and he hoped that pupils who chose to take it would be able to continue their study of French long enough to acquire a reasonable command of the language.

342. The representative of China said that his delegation noted with satisfaction the continuing growth of school enrolment, as well as the expansion of school facilities. His delegation was impressed by the steady increase in the educational budget, and was glad to see graduates beginning to come out of the post-secondary institutions to reinforce the Territory's technical and professional work force. His delegation welcomed the Administering Authority's long-term objective to provide a comprehensive educational system covering the whole Territory under which primary education would be available to all, and secondary and post-secondary education available to all with the ability to make adequate use of it. In the view of his delegation, that objective was a sound and practical one, although its fulfilment would require time. To attain that objective it might be necessary to give priority to secondary education, which, despite the expansion during the past few years, remained the weaker spot in the present educational system of the Territory.

343. In referring to the statement of the representative of the Soviet Union, the Special Representative of the Administering Authority stated that although the number of schools had declined the number of children in school had increased from 157,000 in 1968 to 164,000 in 1969.

344. The Administering Authority hoped that the integration of Mission and Administration teachers into one national education system would make a valuable contribution to the fullest possible use of the limited resources of educational manpower. It was even possible that this rationalization might lead to some further small reduction in the number of schools, by fusion where there might be duplicated facilities, but he said that the Administering Authority would certainly ensure that there was a continuing increase in the number of pupils. The expansion of education into areas not already adequately served had continued and would continue at the fastest possible rate.

345. The Special Representative pointed out that, despite the growth in population, the Administration is managing to hold constant the percentage of children of primary school age who receive primary education while, at the same time, achieving a very substantial increase in secondary and tertiary education.

## **F. 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**

346. At its thirty-sixth session, the Trusteeship Council had noted with satisfaction the steps taken during the period under review in instituting the

constitutional arrangements and the operation of the system to date. It had also noted that attention was already being given in the Territory to the next steps that might be taken in the evolution towards self-determination. The Council had noted the statement of the Special Adviser, Mr. Kapena, that the great

majority of the members of the House of Assembly were taking a cautious approach towards changing their present status, and that they felt strongly that the future was theirs to decide without interference or direction by others.

347. Nevertheless, 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, the Council sought to ensure that the people were brought to self-determination as swiftly as feasible.

348. The Council had noted the view of the Administering Authority that the choice of their future form of government was one for the people of the Territory to make; that it was for them to decide the pace of political development and the nature of that development; and that changes which the majority of the people did not want would not be imposed on the Territory.

349. The Council had recalled that at its thirty-fifth session, it had endorsed the Visiting Mission's recommendation that some firm assurance should be given the people that self-government or independence did not in itself involve cessation of financial and technical assistance from Australia. The Council had welcomed the Administering Authority's assurance that Australia would continue to give financial and other assistance to the Territory. It considered, however, that more detailed and explicit assurances of assistance would be an important contribution to the ability of the people to exercise their right of self-determination.

350. The Council had also noted that the Administering Authority had introduced a new programme of political education in the Territory, but believed, as recommended by the 1968 Visiting Mission, that such a programme should be directed towards explaining future possibilities as well as current institutions. Specifically, the meaning of the terms "independence" and "self-government" needed to be explained and the experience of other Territories in their evolution from dependent status should be made known. It had therefore renewed its endorsement of the Visiting Mission's recommendations with respect to self-determination. Such an effort should increase the understanding and awareness of the people of the Territory regarding the possibilities for their future and thus enable them to make an informed and perhaps more rapid decision as to their choice.

351. In its annual report for the year ending 30 June 1969, the Administering Authority stated that its policy was that the destiny of Papua and New Guinea was to become a self-governing country developed for independence if and when it was clearly demonstrated by the majority of the indigenous population that this was what they wished. The present constitutional arrangements in the Territory were the result of the examination of the Territory's needs by a Select Committee on Constitutional Development of the House of Assembly. The House of Assembly had endorsed the recommendations of that Select Committee and these had also been accepted by the Administering Authority. It further stated that the House of Assembly in June 1969 had agreed to set up a further select committee to consider ways and means of presenting, and to draft for the consideration of the House, a set

of constitutional proposals to serve as a guide for future constitutional development in the Territory.

352. The Administering Authority noted the Council's comments on the political education programme. It would expect that the future political education programme and the work of the Select Committee on Constitutional Development would incorporate the suggestions made by the Council.

353. At the thirty-seventh session of the Trusteeship Council, the Special Representative quoted from a recent statement by the Governor-General of Australia concerning his Government's position in regard to the future of the Territory. In opening the Australian Parliament on 3 March 1970, the Governor-General stated that his Government would take steps to advance Papua and New Guinea further along the road to self-government and eventual independence. His Government did not believe that an arbitrary date for independence of Papua and New Guinea should be set by it, even against the wishes of the people of the Territory, and it would not do so; but it did believe in constant advancement towards self-government. Consideration of major changes in constitutional arrangements for self-government should await presentation to the Territorial House of Assembly of the report of the Select Committee on Constitutional Development, which was at present inquiring into this matter.

354. The Special Representative informed the Trusteeship Council at its thirty-seventh session that further constitutional changes to be put into effect later this year were now under examination.

355. At its thirty-seventh session, the Trusteeship Council adopted the following conclusions and recommendations:

*The Council notes with satisfaction the successful operation to date of a system of ministerial members and the recent changes arising from discussions between the Administering Authority and the House of Assembly Select Committee on Constitutional Development. The Council also notes that the Select Committee has undertaken a study of further steps that might be taken in the evolution towards self-determination.*

*Nevertheless, 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, the Council seeks to ensure that the people are brought to self-determination as swiftly as feasible.*

*In this connexion, the Council welcomes the recent declaration by the Administering Authority which, while reiterating its belief that an arbitrary date should not be set for independence, also expressed anew its commitment to self-government and eventual independence and its belief in constant advancement towards self-government. The Council notes with satisfaction that in pursuance of this belief, and after discussion with the House of Assembly Select Committee on Constitutional Development, the Administering Authority has taken steps to increase the powers of the ministerial members and the Administrator's Executive Council.*

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

356. The representative of the United States of America expressed his delegation's strong belief in the correctness of the remarks made by the Governor-General of Australia in opening the Australian Parliament on 3 March 1970 to the effect that no arbitrary date for self-determination and eventual independence would be set against the wishes of the people of the Territory and that consideration of major changes in constitutional arrangements for self-government should await presentation to the Territorial House of Assembly of the report of the Select Committee on Constitutional Development.

357. The representative of the Union of Soviet Socialist Republics stated that the report under consideration and other material convincingly demonstrated that Australia had failed to fulfil its obligations under the Trusteeship Agreement and the Charter. The policies of the Administering Authority concerning the Territory simply amounted to a policy to annex it as a colony. The Territory was simply a raw-material appendage to Australia; it was an economic stamping ground for colonial monopolies and a military bastion for Australia in South East Asia.

358. The representative of the Soviet Union further stated that the negative position of the Administering Authority concerning the granting of independence to the Territory in accordance with the Declaration contained in General Assembly resolution 1514 (XV) and the Trusteeship Agreement remained unchanged. The Administering Authority had in point of fact done very little for the political, economic and social progress of the peoples of New Guinea and once again remained silent on the question of the time-table according to which independence was to be granted to New Guinea.

359. The representative of the Soviet Union said that Australia, with the support of other colonial Powers and their allies, had been able to railroad any resolutions it liked through the Council. It was precisely for this reason that the historic Declaration on the Granting of Independence to Colonial Countries and Peoples had remained unfulfilled, as also had the provisions of the Charter on Trust and Non-Self-Governing Territories. The Administering Authority should immediately fulfil the provisions of the Declaration and should take steps to transfer full and complete authority to the indigenous population of New Guinea. Inadequate political, economic and social preparedness, or a lack of preparedness in the field of education, should not be used as a pretext for delaying independence, because this backwardness was cultivated and strengthened by the Administering Authority itself in violation of the aims and purposes of Trusteeship.

360. The representative of the United Kingdom stated that the last year had been one of considerable progress in the directions laid down in the Charter and in the Trusteeship Agreement and towards carrying out the recommendations made by the Council last year. Not only in the political field, with new

measures designed to increase the responsibility of the elected representatives of the people, but also in the economic and educational fields, and indeed in the social field as well, there were signs of steady progress and solid achievement.

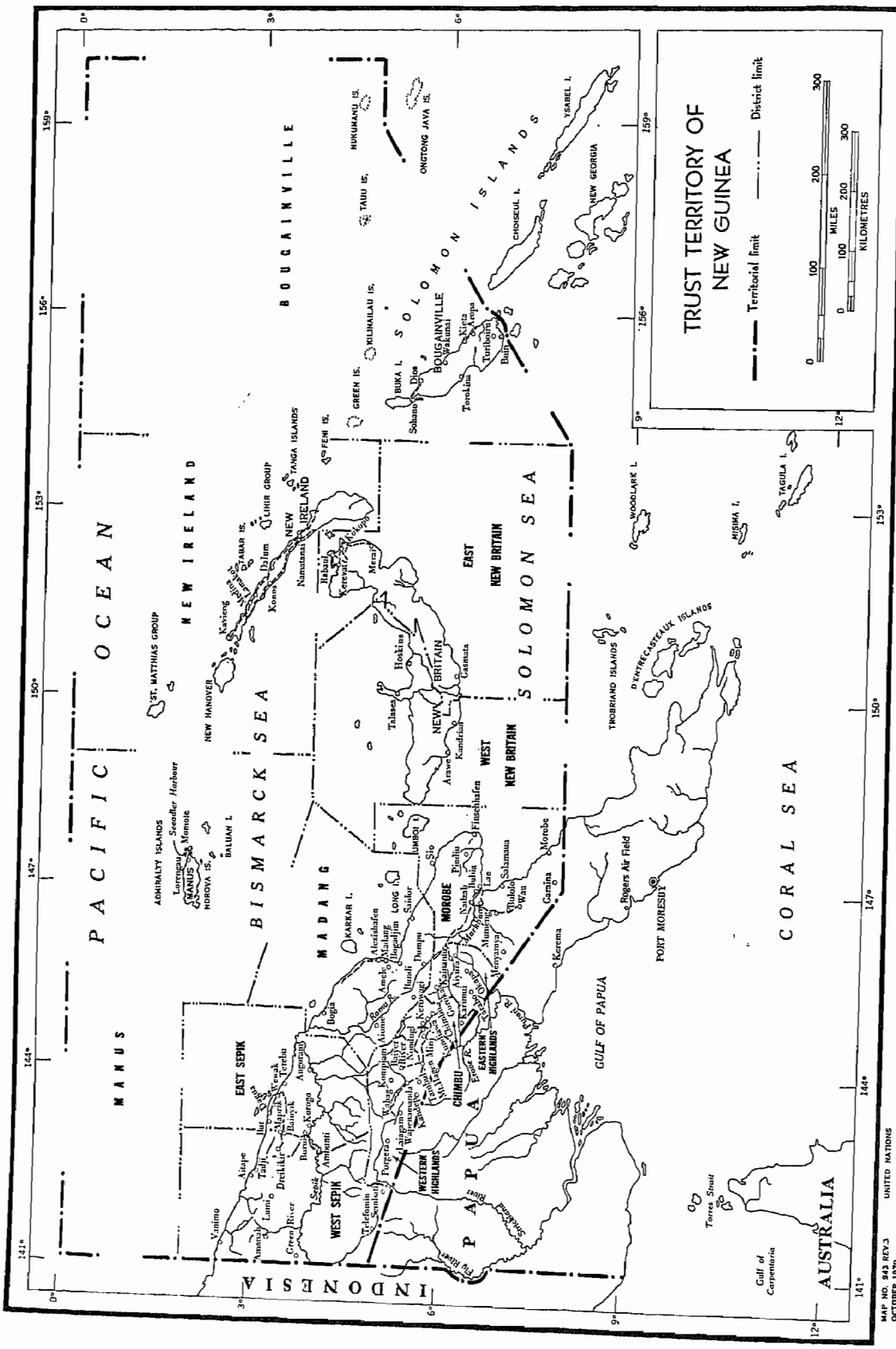
361. The representative of the United Kingdom further stated that the timing or the form for completing the process of self-determination could only be decided in the light of clearly formulated views on the part of the elected representative of the people of the Territory and in conformity with the Charter, which emphasized the freely expressed wishes of the people as an essential element in attaining the goals of the Charter. He expressed his delegation's belief that through the deliberate policies of the Administering Authority the conditions for self-government were being steadily brought into being in all fields and that they were bringing nearer the day when the people of the Territory would feel freely able to decide on their future and on the full control of their own affairs.

362. The representative of France said recent statements by the Administering Authority showed that the most important proposal made by the Council in 1969 had been borne in mind. He recalled that the Council wished to be assured that the people of New Guinea would be led towards self-determination as rapidly as was practical.

363. The representative of China stated that it was clear to his delegation that during the period under review the Trust Territory had continued its progress towards the realization of the objectives set forth in the United Nations Charter.

364. The Special Representative of the Administering Authority stated that the people of Papua and New Guinea certainly had no apprehension about the shape of their political future and were confident that they could determine it when they wished. The Administering Authority supported them in this. The Australian Government's attitude had been clearly stated by its Governor-General on 3 March 1970.

365. In concluding his statement, the Special Representative of the Administering Authority said that the Administering Authority would like to accelerate the pace of indigenization to increase significantly and rapidly the Papuan and New Guinean share in agricultural, commercial and industrial developments, to see the people of Papua and New Guinea with an increased awareness of themselves and their national identity, to provide greater educational opportunity for many more children and adults too and to expand the malaria control programme to fully protect all of the people. Social change could not be avoided and perhaps the associated stresses stimulated the creative nature of a people, but the Administering Authority would like to accomplish changes, while preserving tradition. There were many other tasks, too, in this shared responsibility, but it was a responsibility where final decisions and final allocations of finance and of manpower were increasingly in the hands of the people who would benefit from those decisions—the people of Papua and New Guinea.



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OCTOBER, 1976