



**REPORT
OF THE
TRUSTEESHIP COUNCIL**

20 June 1968 — 19 June 1969

**GENERAL ASSEMBLY
OFFICIAL RECORDS : TWENTY-FOURTH SESSION
SUPPLEMENT No. 4 (A/7604)**

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New York, 1969

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 1969 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

On 31 December 1968, Liberia retired as a member of the Council, its three-year term having expired. In accordance with the action taken by the General Assembly at its 1641st plenary meeting on 19 December 1967, the Council was thereafter composed of members administering Trust Territories and members mentioned by name in Article 23 of the Charter and not administering Trust Territories.

B. Officers

2. Mr. Paul H. Gaschignard (France) and Mr. Patrick Shaw (Australia) were elected President and Vice-President, respectively, at the beginning of the thirty-sixth session on 29 May 1969.

C. Sessions and meetings

3. The Council held the following meetings during the period covered by this report: thirty-sixth session (1342nd to 1354th meetings), 29 May to 19 June 1969.

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.¹

F. Relations with the specialized agencies

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

8. UNESCO submitted to the Council its written observations (T/1699) on the annual report of the Administering Authority on the Trust Territory of New Guinea. At the 1350th meeting of the Council, on 10 June, the representative of UNESCO made a statement concerning educational conditions in the Trust Territory of the Pacific Islands.

9. At the 1348th and 1351st meetings of the Council, on 9 and 11 June, the representative of WHO made a statement and answered questions concerning health conditions in the Trust Territory of New Guinea.

¹ *Official Records of the Security Council, Twenty-fourth Year, Special Supplement No. 1.*

Chapter II

EXAMINATION OF ANNUAL REPORTS

10. 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 1968	9 April 1969	T/1692 and Add. 1
Trust Territory of the Pacific Islands	United States of America	Year ended 30 June 1968	21 May 1969	T/1694

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

<i>Trust Territory</i>	<i>Name of the Special Representative</i>	<i>Meetings at which the annual report was examined</i>
New Guinea	Mr. Desmond James Clancy Mr. Matthias Toliman (Adviser) Mr. Toua Kapena (Adviser)	1343rd-1346th, 1348th, 1351st

12. At its 1348th meeting, held on 9 June, the Council appointed a drafting committee composed of China and the United States of America to propose, on the basis of discussions 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.

13. The Council considered the report of the Drafting Committee (T/L.1145) at its 1353rd meeting on 17 June. The Council adopted the report at the same meeting.

14. Speaking in explanation of his vote, the representative of Australia said that, as was the custom of his delegation, he had abstained on the voting because it was not the function of his delegation to make recommendations to the Government it represented.

15. The representative of the Union of Soviet Socialist Republics said that the draft report did not reflect the actual situation in the Territory but contained an over-estimate of the efforts made by the Administering Authority to create the necessary conditions for preparing the indigenous population of New Guinea for self-determination and independence. The Soviet delegation had drawn attention to the inadequacy of the efforts of the Australian Administration in the Territory and had pointed out the negative role played by military activities by Australia in the Territory in the determination of the future status of the people of New Guinea. However, this analysis had not been reflected in the draft recommendations and conclusions recommended by the Drafting Committee. His delegation was especially alarmed at the absence of any mention in the draft of the demand for the immediate implementation by Australia of Article 76 of the Charter with regard to Papua and New Guinea, as called for by the historic Declaration on the Granting of Independence to Colonial Countries and Peoples. He also wished to express his delegation's complete disagreement with the reference in the draft recommendations and conclusions to General Assembly resolution 1541 (XV) of 15 December 1960, since that was completely inapplicable to the Territory of New Guinea. For those reasons, the Soviet delegation had voted against the draft report.

Chapter III

EXAMINATION OF PETITIONS

A. Examination of petitions

16. At its thirty-sixth session, the Trusteeship Council considered and examined: (a) a communication circulated under rule 24 of its rules of procedure; and (b) a petition circulated under rule 85, paragraph 1. The details of the communication and petition 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. Petitions concerning New Guinea

17. In a letter dated 29 July 1968, addressed to the President of the Trusteeship Council by Miss Koheda Kari and thirteen other persons at the Ahima Training Centre in Papua (T/COM.8/L.4), the authors referred to a statement attributed to the members of the United Nations Visiting Mission to the Trust Territory of New Guinea, 1968, to the effect that they were disappointed because they had not heard much from the women of the Territory during their visit. After offering their explanation of this situation, the authors suggested that women would be more willing to speak up if they could meet with a United Nations Mission separately from the men and speak to a woman representative of the United Nations.

18. The Council considered this communication at its 1348th meeting on 9 June 1969. The representative of the Administering Authority said that the Ahima Training Centre provided formal courses for female social welfare assistants and club leaders from all parts of New Guinea. There were seventy-two welfare centres and 362 women's clubs in the Trust Territory, which were active in raising the standard of life in villages by providing instruction to women in all aspects of domestic science and health. They also provided women with an important channel of expression of opinions. Women had the same educational opportunities and political rights as men throughout the Territory, and

the advancement of the status of women was progressing rapidly. While the Administering Authority would favour the next Visiting Mission to the Trust Territory giving consideration to special consultations with women or women's groups, it considered that that was a matter for the Mission itself to decide. At the same meeting, the Council decided to take note of the communication.

19. The petition before the Council (T/PET.8/25) consisted of a cable from Mrs. Klara Brown of Madang. She stated in her petition that she and her husband were being persecuted in the courts and could not obtain protection from the Australian authorities; she asked for help.

20. In its observations on the petition (T/OBS.8/16), the Administering Authority stated that the law courts of the Territory were open at all times to every person seeking redress for any wrong and that the courts operated without fear or favour. In the case of the petition from Mrs. Klara Brown, the Administration had not been able to discover what the alleged persecution was or who the persecutor or persecutors were, and until more was known of the petitioner's complaint, it was not possible for the Administration to ascertain what protection, if any, was necessary.

21. At the same meeting, the Council decided to take note of the observations of the Administering Authority on the petition and to draw the attention of the petitioner to those observations.

C. Petitions concerning the Trust Territories in general

22. In a letter dated 12 May 1969 addressed to the President of the Trusteeship Council by Mrs. Lydia M. Halsey, Administrative Secretary of the St. Joan's International Alliance, the author referred to the letter from Miss Koheda Kari (T/COM.8/L.4) and stated that it was essential to include at least one woman in all visiting missions. She trusted that the Council would take urgent notice of that request.

23. The Council considered this petition at its 1354th meeting on 19 June and decided to take note of it.

Chapter IV

VISITS TO TRUST TERRITORIES

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

24. 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.

25. At the same meeting on 19 June, the Council adopted resolution 2152 (XXKVI) setting forth the terms of reference of the Visiting Mission. In this resolution the Council directed the Mission: (1) 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; (2) 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; (3) 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. 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.

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

26. At its 1353rd meeting, on 17 June 1969, the Trusteeship Council considered the question of the attainment by the Trust Territories of the objectives of self-government or independence. Throughout the examination of conditions in the Trust Territories of New Guinea and the Pacific Islands, during the thirty-sixth session, members of the Council paid special attention to the measures and steps being taken to transfer all powers to the peoples of those Territories in accordance with their freely expressed will and desire, in order to enable them to enjoy self-government or complete independence within the shortest time practicable. The individual observations of members of the Council, as well as the Council's pertinent conclusions and recommendations, are contained in the report to the Security Council with respect to the Trust Territory of the Pacific Islands and in part II of the present report with respect to New Guinea.

27. At the 1353rd meeting, the representative of the Union of Soviet Socialist Republics said that an analysis of the situation in the Trust Territories and of the material submitted by the petitioners showed that the Administering Authorities, the United States and Australia, were continuing to ignore the requirements of the United Nations Charter and of General Assembly resolution 1514 (XV) and many other decisions of the General Assembly involving the advancement of the peoples of New Guinea and the Pacific Islands towards self-government and independence. The clearest example of disregard by the Administering Authorities of the resolutions mentioned was their continued refusal to set even an approximate date for the independence of the peoples of those Territories. In his delegation's view, the report of the Trusteeship Council should reflect the fact that the Administering Authorities had still not created the necessary conditions for the implementation, in the Territories under their administration, of the Declaration on the Granting of Independence to Colonial Countries and Peoples and of the other resolutions listed under item 7 of the agenda.

28. The representative of Australia said that during the debates on New Guinea in the Council, the underlying purpose of his delegation had been to show what had been done, what had been attempted, what had been achieved in the Trust Territory of New Guinea in the year under review towards preparing the people to exercise their right to self-determination. The comprehensive reports his delegation had submitted demonstrated this very clearly. Furthermore, there was no doubt about his delegation's compliance with its Charter obligations. As for the various resolutions of the General Assembly listed under this item, his Government always paid the closest attention to what the General Assembly said, and considered very carefully any recommendations

that it made. At previous sessions his delegation had had occasion to comment on a number of the resolutions listed, and at the current session he, as representative of Australia, and one of the special advisers who is a ministerial member of the House of Assembly, had commented in particular on resolution 2465 (XXIII). The records as they stood and the report on New Guinea which the Council had adopted at the current session gave a clear exposition of what his Government had done.

29. The representative of the United States of America stated briefly the position of his Government with regard to the applicability of General Assembly resolution 1514 (XV) to the Trust Territory of the Pacific Islands. His Government considered that the essential elements of the resolution were applicable to that Trust Territory. The United States supported firmly 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 considered that its policy with regard to the Trust Territory of the Pacific Islands was entirely consistent with the recommendations of resolution 1514 (XV). The language of certain parts of that resolution, however, 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". The United States was fulfilling and would continue to fulfil all of its obligations with respect to Article 76 of the Charter of the United Nations.

30. At the conclusion of the discussion, the Council decided to draw the attention of the members of the General Assembly and the Security Council to the conclusions and recommendations adopted concerning these two Trust Territories as well as to the individual observations made by members of the Trusteeship 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

31. 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 1353rd meeting, the President addressed a letter to the Chairman of the Special Committee informing him that the Council, at its thirty-sixth 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.

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

32. In resolution 2427 (XXIII) of 18 December 1968, concerning Papua and the Trust Territory of New Guinea, the General Assembly, *inter alia*, expressed regret at the fact that the administering Power had not

yet fully implemented the provisions of resolution 1514 (XV) and other relevant resolutions relating to Papua and the Trust Territory of New Guinea; called upon the administering Power to implement fully resolution 1514 (XV) and to this end to take the following measures in particular: (a) to fix an early date for self-determination and independence in accordance with the freely expressed wishes of the people of the Territories; and (b) to hold free elections under United Nations supervision on the basis of universal adult suffrage in order to transfer effective power to the representatives of the people of the Territories. The Assembly also requested the administering Power to report to 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 on the action taken in this regard.

33. The Council considered this resolution along with its examination of the annual report of the Administering Authority for the period 1 July 1967 to 30 June 1968 (T/1692 and Add. 1). At its 1353rd meeting, the Council decided to draw the General Assembly's attention to the action it had taken on this subject, and to the observations that had been made in the course of the debate. Conclusions and recommendations adopted by the Trusteeship Council at its thirty-sixth 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

34. 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.

35. The report submitted by the Secretary-General to the Council at its thirty-sixth session (T/1696) was the eighteenth annual report and covered the period from 1 June 1968 to 31 May 1969. 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 any of the two remaining Trust Territories during the period under review.

36. At its 1347th meeting, on 6 June 1969, the Council considered the report on the scholarship programme for inhabitants of Trust Territories. The representative of Australia stated that the great aim of educational policy was to make the Territory self-sufficient in educational institutions. The curricula of secondary and tertiary institutions followed the experience of Australia and other countries whose language was English. Persons from New Guinea wishing to study abroad would naturally opt for countries which provided instruction in English and which provided curricula and training more in accordance with the type of study they had already had and the type of activities which they wished to engage in at the end of their formal training. At the same meeting the Council decided to take note of the report of the Secretary-General (T/1696).

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

37. The annual report of the Secretary-General (T/1695) 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-sixth session, in accordance with the provisions of Trusteeship Council resolution 36 (III) of 8 July 1948 and General Assembly resolution 754 (VIII) of 9 December 1953.

38. The report, covering the period from 1 June 1968 to 31 May 1969, showed the total number of publications under different titles, films and radio pro-

grammes on United Nations themes, the United Nations Day and Human Rights Day messages, recorded by both the President of the General Assembly and the Secretary-General, and the United Nations Day message by the President of the Trusteeship Council and new films.

39. Special care was 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.

40. The report also contained an account of the consideration that had been given to the proposal made by the United Nations Visiting Mission to the Trust Territory of New Guinea, 1968,² to appoint a full-time travelling officer to the United Nations Information Centre at Port Moresby. In addition it set out an estimate of the annual cost of such an appointment, if it were to be made.

41. The Trusteeship Council considered the report at its 1350th meeting, on 10 June 1969. The representative of Australia referred to the annual report for the Trust Territory of New Guinea (T/1692), which stated that the social studies syllabus in Administration schools provided for school children to acquire a knowledge of the United Nations and of the International Trusteeship System. Textbooks containing comprehensive information on the United Nations and the specialized agencies were prescribed, and the book *United Nations for the Classroom* was used in the senior classes in indigenous schools. Current activities of the United Nations were publicized by the broadcasting and newspaper services and special days sponsored by the United Nations were suitably recognized. Film strips, pamphlets and other information material produced by the United Nations were distributed to schools. The Department of Information and Extension Services co-operated closely with the United Nations Information Centre at Port Moresby and besides giving practical assistance with the translation, printing and distribution of United Nations material, itself produced material dealing with the United Nations. At the conclusion of its consideration of the item, the Council decided to take note of the report of the Secretary-General.

C. Meeting records of the Trusteeship Council

42. In accordance with a request made at the previous session of the Trusteeship Council, the Secretariat prepared a note setting out the financial and other implications of a number of alternative systems of meeting records. This request had been made following the Council's consideration of a letter dated 15 April 1968

² For the Visiting Mission's report, see *Official Records of the Trusteeship Council, Thirty-fifth Session, Supplement No. 2*.

from the Chairman of the Committee on Conferences³ conveying a suggestion by his Committee that the Trusteeship Council be requested to re-examine its continuing need for verbatim records.

43. In its note, the Secretariat set out the estimated costs of three alternatives as follows: maintenance of the present arrangements under which summary records are provided in provisional and final printed form and verbatim records are provided in provisional form

³ T/1681. For the text of this document, see *Official Records of the Trusteeship Council, Thirty-fifth Session*, 1332nd meeting, para. 7.

only, \$1,780 per meeting; provision of verbatim records in both provisional and final printed form, \$2,100 per meeting; provision of verbatim records in provisional form only, corrigenda to be issued if necessary, \$1,320 per meeting.

44. The Council considered the question of its meeting records at its 1342nd, 1344th and 1346th meetings between 29 May and 4 June. At its 1346th meeting, the Council decided that the records of its meetings would consist of verbatim records in provisional form only, to which corrigenda would be issued as appropriate to cover substantive corrections submitted by delegations.

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

45. The Trust Territory of New Guinea covers some 92,160 square miles and 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. In its annual report for the period under review (T/1692), the Administering Authority stated that administrative control of the Territory had been further extended during the year when 150 square miles of West Sepik District were withdrawn from restriction. This has reduced restricted areas in the Territory to 670 square miles. Restricted areas are those not yet brought under full administrative control.

46. 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).

47. At 30 June 1968, the indigenous population consisted of an enumerated population of 1,671,943 and an estimated one of 5,331. At the census of June 1966, the non-indigenous population numbered 20,265.

48. At its thirty-fifth session, the Trusteeship Council had noted the progress achieved in the previous year with the successful completion of elections to a new House of Assembly and the implementation of the recommendations of the Select Committee on Constitutional Development. The achievement of these measures did not constitute the attainment of an ultimate goal, but rather an important step in a continuing process of increasing the responsibility which New Guineans exercised in the conduct of their country's affairs. While aware that further progress must accord with the wishes of the people, the Council had reaffirmed that it was the responsibility of the Administering Authority to increase the people's participation in their political institutions and to deepen their interest in questions concerning their political future. The Council had shared the concern expressed by the 1968 Visiting Mission to New Guinea that a sense of nationhood had not yet developed in Papua and New Guinea to any marked degree. While it was recognized that this sense of nationhood depended ultimately on the attitudes of the population itself, the Council had considered that the local government councils and the House of Assembly had an essential role to play in developing a national feeling. It had therefore endorsed the recommendations of the Visiting Mission: (a) that efforts be continued

to reach agreement on a national flag, a national anthem and a single name for the two Territories; and (b) that both the House of Assembly and the Administering Authority be urged to undertake without delay a vigorous and constructive programme of public education through all media, to instil in the people a sense of nationhood.

49. At the thirty-sixth session of the Trusteeship Council, the Special Representative of the Administering Authority recalled that the previous year's Visiting Mission had noted with concern that a sense of national unity had not yet developed in the Territory to any marked degree, and stated that such a development had to overcome many barriers—topographical, ethnic, linguistic and cultural. A social and economic pattern which for thousands of years had been based on the village unit was only now beginning to change. One of the Administration's most important aims was to foster a sense of national unity. At the opening of the current House of Assembly the previous year, the Speaker of the House had stressed the importance of the need to unify all the Territory's peoples. A motion declaring that national unity was essential for Papua and New Guinea had been adopted by the House of Assembly in November 1968. A second motion moved in the House in November 1968 seeks the appointment of a Select Committee on National Unity to report on a single name for the Territory, the form of a national anthem, a national flag and a national symbol. Debate on this motion is to be resumed at the June 1969 meeting of the House of Assembly.

50. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council, although appreciating the problems involved, renews the expressions of concern stated at its thirty-fifth session that a sense of nationhood has not yet developed in Papua and New Guinea to any marked degree. The Council is encouraged that the House of Assembly is taking an active interest in this problem. The Council continues to hope that a single name for the two Territories, a national anthem and a national flag will be adopted. The Council also strongly supports 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.

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

51. The representative of France stated that this year again the situation in New Guinea certainly seemed to have developed positively. Serious efforts had been made by the Administering Authority to foster the political, economic and social progress of the populations of the Territory, as well as their progressive evolution towards the capacity for self-government or independence, taking into account the freely expressed wishes

of the populations concerned. His delegation knew that the Administering Authority was aware of its responsibilities and that it was engaged in promoting the development of a feeling of national unity, which was still precarious in a Territory so compartmentalized, and that efforts were being made to inform the populations and, in the first place, their elected representatives, of the various alternatives open to them.

52. The representative of the United States of America stated that it was clear to his delegation that Australia had not only continued to carry out in an exemplary manner its obligations and responsibilities towards New Guinea and its people, but also that, as Administering Authority, it had taken definite and impressive steps in a number of directions to meet the suggestion made by the Council and by visiting missions in the past. His delegation was, however, concerned about the continuing need for the development of a national identity in the Territory and about the need for progress in this area prior to the exercise of self-determination. His delegation was certainly aware of the problems of history and geography which were involved, and was encouraged that the Administration was continuing its efforts to overcome them. Of particular interest and satisfaction was the attention which the House of Assembly was now devoting to this problem. His delegation hoped that by the next session of the Council there would be further progress in this field.

53. The representative of China stated that from the annual report and the statements made, his delegation had noted that the Trust Territory had continued during the period under review its progress towards the fulfilment of the basic objectives set forth in the Charter. His delegation wished to congratulate the people of Papua and New Guinea on the achievements they had made and to extend to them its best wishes for further success in their advancement towards the final goal of self-government or independence. It also expressed its appreciation to the Administering Authority for its untiring and ever-increasing efforts in carrying out its obligations under the Charter and the Trusteeship Agreement.

54. The representative of the United Kingdom of Great Britain and Northern Ireland stated that the developments in the Territory showed that sound foundations had already been laid on which the process of self-determination for the Trust Territory could go forward. He said that his delegation had paid a warm tribute to the contribution Australia had been making in New Guinea. In the view of his delegation, the Administering Authority had fully proved its determination to maintain the momentum. At the same time, he did not think that any one would dissent from the view that the date and the form for completing the process of self-determination must be decided by the elected representatives of the Territory. That would be entirely in line with Article 76 of the Charter, which emphasized the freely expressed wishes of the people as an essential element in attaining the goals set out in the Charter.

55. The representative of the Union of Soviet Socialist Republics stated that the report submitted for the Council's consideration, as well as other information available on the Territory, confirmed that the Administering Authority was still failing to take the necessary measures to implement the Trusteeship Agreement for the Territory, resolution 1514 (XV) of 14 December

1960 and other decisions of the General Assembly and the obligations emanating from the United Nations Charter. In substance the situation in the Trust Territory had not changed. As in the past, one rightly felt deeply alarmed at the fact that the Administering Authority, notwithstanding the apparently reassuring statement on page 23 of its report, had not, or only to a very slight extent, really promoted the formation of organs of self-government and the extension of their competence in the Trust Territory.

56. The Soviet representative further stated that the unsatisfactory situation of the indigenous people in the political, social and economic fields was aggravated by the continuing militarization of the Trust Territory. According to document A/AC.109/L.496, Australia had been putting into effect a three-year programme of military construction in the Territory since 1965, the cost of which was \$A40 million.

57. He also said that the facts in the annual report and other material showed that the Administering Authority appeared determined in its policy to delay indefinitely the granting of independence to the people of Papua and New Guinea in order to carry out a virtual annexation of the Trust Territory and to turn it into an economic appendage and military strongpoint for Australia.

58. The Special Representative of the Administering Authority assured the members of the Trusteeship Council that everything they had said would be studied very carefully by the Administering Authority. He stated that the Administering Authority constantly had its own policies and programmes under review and was always anxious to benefit from informed criticism, from new ideas and from the experience of other Territories and countries. There was no disagreement between the Australian delegation and the Council about the over-all objective in New Guinea, which was self-determination. The Special Representative said that most members had taken due note of how the Administering Authority was trying to achieve this and had given endorsement to its general approach.

59. The representative of the Administering Authority stated that the objective of everything the Administration did in the Territory was the exercise by the indigenous inhabitants of self-determination. But a people which determined itself had also, if the necessity arose, to defend itself. The present defence establishment was a very small one, but he thought that any common-sense examination of the problem would suggest that the Administering Authority would really be delinquent in its responsibilities under the Charter and under the Trusteeship Agreement if it did not make arrangements for the present defence of the Territory in what, after all, was a very unsettled world, and if it did not make arrangements for the formation and the constitution and development of a national Papuan and New Guinean defence force at the time when the present Trust status of the Territory came to an end.

60. He stated also that there was, under the Charter and under the Trusteeship Agreement, an obligation on the Administering Authority to make provision for the defence of the Trust Territory. It was perfectly open to the House of Assembly, or to any other elected body or any group of private persons in the Territory, to discuss the manner in which that obligation was discharged.

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

61. 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 by the Governor-General of an Administrator to administer the Government of the Territory on behalf of the Administering Authority.

62. Following the 1968 amendments to the Act, the former Administrator's Council was replaced by the Administrator's Executive Council. The Council consists of the Administrator, three official members of the House of Assembly appointed by the Minister of State on the nomination of the Administrator, the seven members holding office in the House of Assembly as ministerial members and one additional elected member of the House of Assembly who is not a ministerial member.

63. The function of the Executive Council, as set out in the Act, is to advise the Administrator on any matters which he is required by ordinance to refer to the Council for advice and on any matters which he refers to it at his own discretion. 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 provided by ordinance that an act or thing shall or may be done by the Administrator-in-Council, he must provide the House of Assembly with a statement of his reasons, not later than the first sitting day of its next meeting. In matters of budget policy and planning, the Council has the final responsibility within the Territory for advising the Administrator.

64. According to the annual report under review (T/1692), subject to the duty and responsibility of the Administrator acting on behalf of the Australian Government to administer the Territory, the Council is the principal instrument of policy for the executive Government of the Territory.

65. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-sixth session that the Administrator's Executive Council was envisaged as playing an increasingly important role in the development of policy in the Territory, as well as in major administrative decisions. In addition to the present statutory provisions requiring the Administrator to seek the advice of the Council, there had been and would continue to be a progressive enlargement of the range and significance of matters brought before it for consultation. The Council had met twenty-nine times between July 1968 and March 1969 and the Administrator had maintained the closest possible contact with it. A meeting of the Council had been held at Goroka in the Eastern Highlands as a practical demonstration that government was a national concern, and further meetings in other regional centres were under consideration.

66. The 1968 amendments to the Papua and New Guinea Act also provide for the appointment of ministerial members, seven in number, and up to ten assistant ministerial members, from elected members of the

House of Assembly. Ministerial office holders are appointed by the Minister for External Territories from a list (equal to the number of offices) drawn up in consultation between a House of Assembly Nominations Committee and the Administrator and approved by the House. Ministerial members are responsible, with the departmental head, for the over-all activities of their departments and for the framing of policy proposals, including proposals for expenditure of funds. In the House of Assembly, ministerial members represent their departments. Assistant ministerial members work with departmental heads on specified areas of departmental responsibility and carry out duties of a ministerial nature.

67. According to the annual report under review, the seven ministerial members have been appointed with responsibilities for the following departments: Trade and Industry, Public Works, Education, Post and Telegraphs, Agriculture, Stock and Fisheries, Public Health and Labour. Eight assistant ministerial members have also been appointed with responsibilities for the departments of Lands, Surveys and Mines, Treasury, Information and Extension Services, Forests, Technical Education and Training, Local Government, Co-operatives and Rural Development.

68. At the thirty-sixth session of the Trusteeship Council, Mr. Matthias Toliman, Ministerial Member and Special Adviser to the Special Representative, stated that work as ministerial members was giving them the experience they needed in the work and function of government, and they must have this experience before taking on further responsibilities. They considered that they were exercising an important degree of executive authority in the running of the Government. In addition to the responsibilities they had in their own departments, they participated in the Administrator's Executive Council in the discussion of a large number of important questions concerning the Government of the Territory. In this way they were able to tell the Administrator what members of the House of Assembly were thinking and what people in all parts of Papua and New Guinea were saying. They knew what the people of Papua and New Guinea were asking for and what they regarded as matters of highest priority.

69. The House of Assembly, the main legislative organ, was inaugurated in 1964. It consisted of fifty-four elected and ten nominated official members. Under a 1966 amendment to the Papua and New Guinea Act, which provides for a new composition of the House of Assembly, and following the elections of February-March 1968, the House now has a total membership of ninety-four, consisting of eighty-four elected and ten official members.

70. General elections are held in the Territory every four years, on the basis of universal adult suffrage and a common roll. The Territory of Papua and New Guinea is divided into sixty-nine open and fifteen regional electorates. Forty-eight of the open electorates are wholly within the Trust Territory of New Guinea and three are partly in that Territory. Every 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.

71. During the year under review, the first House of Assembly met twice: 28 August to 8 September and 13 to 21 November 1967. Following the elections in 1968, the second House of Assembly was elected and met for the first time from 4 to 18 June 1968.

72. The House of Assembly is empowered to make ordinances for the peace, order and good government of the Territory, but the Papua and New Guinea Act requires that an ordinance shall not have any force or effect until it has been assented to by the Administrator or, in certain cases specified in the Act, by the Governor-General.

73. The Special Representative informed the Trusteeship Council at its thirty-sixth session that since 1 July 1967 to the present time, formal assent had been given to 148 bills which had been adopted by the House. No bills had been disallowed. Assent had been withheld from one bill, a private member's bill on arbitration in the Public Service. This bill had been repealed by the House itself in March 1969 and in its place the House had adopted at the same session an ordinance on conciliation and arbitration in the Public Service. Thirteen bills which had been passed at the session of the House held in March 1969 were still under consideration.

74. In the year under review, there were nine Assembly committees. They included the Budget Committee, composed of five elected members without ministerial office. According to the Administering Authority, the Budget Committee forms a link between the House and the Administration, and through it, the Administering Authority.

75. At the thirty-sixth session of the Trusteeship Council, the Special Representative stated that the Budget Committee advised the Administration on the type of budget as well as on its contents. Ministerial members worked jointly with the civil service heads of their respective departments in the preparation of the budget proposals of those departments and the Administrator's Executive Council considered the budget as a whole. Necessary legislation was prepared and presented to the House by the Administration. The House debated the legislation incorporating the budget, and approved it before it could become law. Furthermore the House had a Public Accounts Committee which kept a running check on public expenditure.

76. At its thirty-fifth session the Trusteeship Council, recalling the views expressed at previous sessions concerning the composition of the House of Assembly and bearing in mind the observations of the 1968 Visiting Mission to the Territory, had been pleased to note that the elections to the second House of Assembly had been well organized to ensure maximum possible participation, that they had been conducted on a basis of universal adult franchise and a common roll, and that an absolute majority of the elected members were indigenous. The Council had taken note of the view expressed by the Visiting Mission that preferential voting was probably the most suitable system. It had commended to the attention of the Administering Authority and the House of Assembly, which had the responsibility for changes in the electoral system, the Visiting Mission's suggestion for a modification in this system.

77. The Council, bearing in mind the views expressed at previous sessions that the next step in constitutional development was to bridge the gap between a fully representative parliament and fully responsible government, had noted with satisfaction that the reforms recommended by the Select Committee on Constitutional Development concerning policy-making and executive bodies in the territorial Government had this goal in mind and that they had been fully implemented. The

Select Committee's recommendations had led to the creation of the Administrator's Executive Council and to the appointment of seven ministerial members as well as eight assistant ministerial members. These arrangements were transitional in character and were to be reviewed after a minimum of two years. The Council had endorsed the Visiting Mission's expression of hope that there would then be further development towards full ministerial responsibility, and had noted that it was anticipated that the new House would reconvene the Select Committee on Constitutional Development to keep constitutional and political change under constant review. In this connexion, it had endorsed the Mission's recommendation that a careful and extensive study be made by the House of Assembly of the various alternative forms of governmental structure, to help acquaint the House and the people with the various possibilities before a final decision was made. The Council had also endorsed the view of the 1968 Visiting Mission that expert assistance should be made available to the House for this purpose.

78. The Council had taken note of the statement of the Special Representative that the Select Committee had rejected the proposal for a split budget and that the Administrator's Executive Council had been given the final responsibility for advising the Administrator on matters of budget policy and planning. The Council had agreed with the Visiting Mission that some way must be found, without delay, to involve the House in real financial responsibilities. It had therefore endorsed the Mission's recommendation that, as a preliminary step, the House be empowered to allocate to each district its share of the funds available for subsidies to local government councils.

79. According to the annual report under review (T/1692), the new constitutional arrangements and the system of ministerial and assistant ministerial members were constantly being considered by the Administering Authority, and further changes proposed by the majority of the people of Papua and New Guinea, through their elected representatives in the House of Assembly, would be considered by the Administering Authority.

80. The Special Representative informed the Trusteeship Council at its thirty-sixth session that in November 1968 the House of Assembly had requested the Administration to appoint a commission of inquiry to examine the electoral system of Papua and New Guinea and its operation up to the present time. The Commission had been set up on 2 May 1969. Its terms of reference included: consideration of the workings of the provisions of the Electoral Ordinance and in particular the method of compiling the common electoral roll, the question of voting age, absentee voting, and the system of voting. The Commission had been directed to make recommendations on changes in the existing law and practice and was required to present its report to the Administration by January 1970, or such later date as agreed to by the Administrator.

81. The Council was also informed by the Special Representative that following discussions between the Speaker of the House and the former Public Service Commissioner, a Research and Information Service for the House of Assembly had been established. The main functions of the Service would be to provide an impartial source of advice on legislation and other matters. It would be the nucleus of a legislative reference and research service for members.

82. The Special Representative further stated that the introduction of the constitutional changes recommended by the Select Committee meant significant political progress in the Territory. As the Council had been informed the previous year, the Administering Authority considered that the present constitutional arrangements were transitional and would be reviewed. The House of Assembly was naturally watching the working of the new system very closely. In March 1969, Mr. Paulus Arek—who was an adviser to the Australian delegation to the United Nations General Assembly at its twenty-third session—had introduced a motion in the House of Assembly for the appointment of a select committee to consider ways and means of preparing and presenting, and to draft for consideration, a set of constitutional proposals to serve as a guide for future constitutional developments in the Territory. The House was to discuss that motion in June 1969.

83. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council notes the operation of the first year's experience with the new constitutional arrangements, the establishment of which was described to the Council at its thirty-fifth session as a step towards full ministerial responsibility. Although transitional in nature, this new system appears to be progressing well and providing valuable experience to indigenous members of the House of Assembly.

The Council also notes that there is a motion before the House of Assembly to establish a Select Committee to draft proposals for further constitutional developments. The Council expresses the hope that the members of the House of Assembly will examine fully the present constitutional arrangements for the Territory and study various alternative forms of Government open to it. The Council also hopes that the House of Assembly, in performing its task, will receive any assistance which it requires.

The Council also hopes the Administering Authority will continue to broaden indigenous participation in all institutions of government.

The Council, recalling the views expressed at its thirty-fifth session, notes the increased responsibility being given to the ministerial members and the active role which they are taking, working in co-operation with the civil service head, in formulating policy and supervising the operations of their departments. The Council notes the favourable evaluation of this system of ministerial members given by the Special Adviser, Mr. Toliman, the Ministerial Member for Education. The Council continues to believe that the level of responsibility given to the Papuans and New Guineans must increase.

The Council is also pleased by the increasingly important role being played by the Administrator's Executive Council with its New Guinean majority. The Council hopes that the Administering Authority will continue its policy of expanding both the responsibility and the decision-making role of the Executive Council.

The Trusteeship Council notes the role of the Administrator's Executive Council and the House of Assembly in planning and approving the budget. The Council nevertheless continues to believe that further steps must be taken as soon as feasible to broaden the real financial responsibility of the House.

The Council is pleased to note that the Administering Authority, in response to the request of the House of

Assembly, has created a Commission of Inquiry to examine the electoral system of Papua and New Guinea and trusts that the Commission will consider the suggestions of the last Visiting Mission as to ways in which a fair and efficient electoral system might be improved

Political education

84. In its annual report (T/1692), the Administering Authority stated that the political education campaign had proceeded during the year both before and after the elections held in February-March 1968. The Administering Authority was continuing its plans to determine the most appropriate means of developing the political education of the people of the Territory.

85. At its thirty-fifth session, the Trusteeship Council had endorsed the view expressed by the 1968 Visiting Mission that one important facet of political education was travel abroad, and had concurred in its recommendation that every opportunity be taken to enable political leaders to visit other countries, in particular those in the course of development.

86. The Special Representative informed the Council at its thirty-sixth session that a new programme of political education had been initiated early in 1969 and would continue until some months before the elections for the House of Assembly, to be held in 1972. It was designed especially to provide instruction on the principles and structures of democratic government. It covered involvement in current events and the practical use of political institutions and aimed at promoting understanding of the principles of democracy among the people, so that they would be better able to form opinions and make judgements. The programme was being brought to villages and small communities and would concentrate particularly on local government councils, women's clubs, youth groups and school pupils. Political education broadcasts were provided in English, Motu, Pidgin and some local languages and special publications on political matters were being used by teachers, senior students, members of local councils and leaders of various groups.

87. The Special Representative also informed the Council that the Administering Authority continued to pay attention to the important aspect of political education by means of travel abroad by indigenous people, and particularly those active in government. For example, twelve Papuan and New Guinean members of the House of Assembly had undertaken a political education tour of Australia in October 1968, three other Papuans and New Guineans had attended the South Pacific Commission Conference in Nouméa, two members of the House of Assembly had visited several African countries, the Ministerial Member for Public Health had attended WHO's South-East Asian Regional Medical Conference in Manila, and the Ministerial Member for Trade and Industry had attended the Eighth Annual Tourism Convention in Fiji.

88. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council commends the action of the Administering Authority in establishing a comprehensive programme of political education as was recommended by the Council to carry on and complement the programme which was conducted before the 1968 elections. The Council was encouraged by the expanded programme of foreign travel by the elected representatives and officials of the Territory which the Administering Authority has promoted in the past year. The Council

expresses its hope that all aspects of the political education programme will be continued and expanded and that it will have a beneficial effect in promoting popular understanding of democratic political processes and developing a sense of national unity.

Political parties

89. At its thirty-fifth session, the Trusteeship Council had recalled the hope expressed at its thirty-fourth session that representative political parties would be formed to contest the 1968 elections, and had noted that two political parties had taken part in the campaign and secured representation in the House of Assembly. The Council had expressed the hope that there would be an expansion and development of these and other parties, on a Territory-wide basis, contributing to the growth of both political coherence and a sense of nationhood.

90. The political parties in existence at the time of the 1968 elections were: the Papua and New Guinea United Pati (PANGU), the Christian Democratic Party, the Territory Country Party, the All Peoples Party, the New Guinea Agricultural Reform Party and the National Progress Party.

91. The Special Representative informed the Trusteeship Council at its thirty-sixth session that with the exception of the *Pangu Pati*, those parties had not been noticeably active since the 1968 elections. They appeared to have little formal organization and only a small membership at this stage. The Special Representative recalled that the 1968 Visiting Mission had emphasized that parties in New Guinea were at an early stage of development, without grass-roots organization or organized party campaign. The Mission had reported that it had sensed in a number of its public meetings that there still existed considerable opposition by many New Guineans to the whole idea of political parties.

92. The great majority of the members of the House of Assembly did not have a formal party affiliation. The *Pangu Pati*, with eleven members, was the largest party in the House and had been active in a number of matters. Its platform included home rule leading to ultimate independence, and one name, one country, one people. A group of some sixty members who had no party affiliation had been meeting regularly during the parliamentary session to discuss matters of common interest.

93. Since October 1968, three new small political groupings had been formed in the islands region: the Melanesian Independence Front, which aimed at political and economic independence for the islands region; the United Niugini Political Party, which stressed the unity of the Territory; and the United Islands Political Society with aims of working for national unity and forming an autonomous regional State consisting of the New Guinea islands within a Papua-New Guinea federation of States, operating under a presidential system.

94. At the Council's thirty-sixth session, the representative of the Administering Authority stated that the great majority of opinion was for the maintenance of the Territory as one unit, and that was an absolutely vital aim of the Administering Authority. In fact, all the present development programmes were insistent on the economic, social and political integration of the major regions of the Territory.

95. At its thirty-sixth session the Council adopted the following conclusions and recommendations:

The Council is concerned that only one of the political parties which was active last year has continued to show much noticeable activity in the intervening months. Although appreciating that the basic desire for and support of political parties must come from the people of the Territory, the Council continues to believe that political parties could play a significant role both in political education and in developing national cohesiveness, as well as their essential role in democratic government.

Judiciary

96. The courts which exercise 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.

97. The Supreme Court, established under the Papua and New Guinea Act, 1949-1966, 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 decisions of the courts of inferior jurisdiction and from the decisions of the Land Titles Commission (on questions of law only) lie to the Supreme Court. 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.

98. At its thirty-fifth session, the Trusteeship Council had noted the statement of the Special Representative of the Administering Authority that the training programme to qualify Papuans and New Guineans for appointment as magistrates in the courts had developed to the point where it was expected to produce ten new magistrates each year. The Council had concurred in the 1968 Visiting Mission's expression of hope that it would be possible to replace those public servants who were currently exercising judicial functions with well-trained professional magistrates.

99. In the report for the period under review (T/1692), the Administering Authority stated that it was continuing its policy of transferring the administration of justice to indigenous hands and relocating this function from the Department of District Administration to the Department of Law. A local Magistrate Training Scheme had been established at the Administrative College in 1966, and ten indigenous magistrates and thirteen indigenous assistant magistrates had already been appointed. At the Trusteeship Council's thirty-sixth session, the Special Representative stated that as adequate numbers of trained and experienced magistrates became available, public servants who also performed judicial functions would cease to be magistrates.

Local government councils

100. At its thirty-fifth session, the Trusteeship Council had been pleased to note that with the establishment of eight new councils in the past year, local government councils had now been extended to approximately 80 per cent of the population. It had shared the Visiting Mission's hope that the Administering Authority's efforts to complete the network of local government councils would soon bear fruit. It had concurred in the Mission's view that the time had come for the councils, in particular those with more experience, to be given more autonomy. The Council had noted, in this connexion, the statement of the Special Representative that the range of functions of local government council activities was continuing to expand, as reflected by the increase in their annual expenditures on public services from a total of \$A1.6 million at the end of June 1967 to over

\$A2.5 million for the year ending 30 June 1968. The Council had noted with interest that a Local Government Association had recently been formed, a step which followed from the Administering Authority's policy of lessening the local government councils' dependence on the Administration in order to develop their initiative. The Council had looked forward to further reports on the Association and hoped that its role would be effective. This step was in line with the recommendation of the Visiting Mission that territorial conferences of local government councils be held at regular intervals.

101. In June 1967, there were eighty-six local councils covering a population of 1,256,000, compared to seventy-eight councils covering a population of 1,079,419 in the preceding year. During the year under review, seven new councils were proclaimed, the boundaries of eleven others were extended to include additional villages and towns and six others were amalgamated to form three. As a result of these changes, the number of councils in June 1968 was ninety, covering a population of 1,355,013. Of the ninety councils, seventy-three were multiracial.

102. In the report under review (T/1692), the Administering Authority stated that the local government ordinance under which councils were established provided for a degree of autonomy equivalent to or exceeding that enjoyed by local government councils elsewhere in the world. A council exercised wide powers and undertook a broad range of functions in its area. These powers and functions are limited only by the capacity of the council to raise funds and provide managerial skills. Councils were continually being encouraged to participate more fully in the management of local affairs and to accept greater autonomy. The policy of the Administering Authority was to encourage the councils to run their own administration as far as possible, contingent on obtaining and training suitable executive staff to meet their needs. When councils requested it, administrative advice and assistance was provided. Since 1966, council representatives had met at annual territorial conferences, and at the 1966 conference the decision had been taken to form a Local Government Association to be an independent organization representing the interests of all councils in Papua and New Guinea. An inaugural meeting of the Association was held in April 1968 and a constitution was adopted.

103. At the thirty-sixth session of the Trusteeship Council, the Special Representative stated that local government councils were expected to spend over \$A3 million in 1968/1969. The proportion of revenue raised locally by the local government councils was 60 per cent. The remainder was received from the Administration in the form of grants or subsidies.

104. The Special Representative further stated that the Local Government Association, which was formed in 1968, helped people realize that they were one part of a whole country with problems and needs of a national as well as a local nature. The Association's formation demonstrated the Administration's policy of encouraging more independent local government council action and lessening dependence on the resources of the Administration itself. This Association had been established to look after the interests of local government councils, to provide advice when such was sought, and to promote the efficient operation of local government throughout the Territory. The Association met annually and its executive committee had met four times since its inauguration.

District and town advisory councils

105. 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. Each council has a majority of indigenous members.

106. 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 nine town advisory councils in the Territory of New Guinea. The membership of these councils consists of private citizens and Administration officials appointed by the Administrator for two-year terms, the chairman being elected annually from among the members. New Guineans are included in the membership of all town advisory councils.

107. At its thirty-fifth session, the Trusteeship Council had noted the statement of the Special Representative that local government councils had continued to be extended to embrace urban and township areas, and that forty-seven towns and other main centres were then under local government as part of wider areas. With regard to the major centres of population, the Council had joined the Visiting Mission in commending the proposal of the Administering Authority to initiate municipal government in some of the larger towns, by appointing town managers as an intermediate step towards urban councils. The Council had shared the hope that the gradual introduction of elected urban councils, replacing the existing town advisory councils, would not be long delayed.

108. With regard to district advisory councils, the Trusteeship Council had noted that both the 1965 and 1968 Visiting Missions had observed that between the local government councils and the House of Assembly there were no really representative institutions in the Territory. Recognizing the disadvantages which might be involved in altering the present institutions at the intermediate level, it had joined the Visiting Mission in recommending that: (a) district commissioners be required to seek the advice of district advisory councils before taking certain decisions affecting the various branches of the district administration, and that district advisory councils should also take the initiative in making proposals to the district commissioners; and (b) district advisory councils be reconstituted to provide for members to be nominated by the local government councils in the district and to provide also for at least one local member of the House of Assembly to be appointed, together with two or three persons chosen for their contribution to progress in the district. The Council had believed that efforts should be made to define more clearly the powers of these reconstituted bodies.

109. In the annual report under review (T/1692), it was stated that as part of a policy of introducing municipal councils in the larger towns of the Territory, the Administering Authority was collecting relevant facts and statistical data to serve as a basis for the assessment of possible local sources of revenue for such councils and to define the precise relationships which would be established between the central and local governments of the Territory and municipal government bodies.

110. The Administrator of the Territory, on the advice of the District Commissioner, appointed members of the district advisory councils. The term of appointment of advisory council members is usually two years. An elected member of the House of As-

sembly might be appointed to the district advisory councils for the district in which he lives provided a vacancy existed. Members of the House of Assembly who were not members of district advisory councils might attend and participate in the proceedings of the council in respect of that portion of their electorate over which the council had jurisdiction.

111. The report further states that district commissioners were required to seek the advice of the district advisory councils on matters affecting district development and were specifically required to submit district works programmes to the district advisory councils before these were submitted to headquarters. Items for district advisory council meetings could be placed on the agenda by members of the councils.

112. With regard to the introduction of municipal government in the major centres of population, the Special Representative informed the Trusteeship Council at its thirty-sixth session that the Administering Authority was still actively pursuing the objectives recommended by the 1968 Visiting Mission and the Trusteeship Council but had no new developments to report to the Council. On the question of elected district bodies, the Administering Authority felt that the more immediate need was to strengthen local government councils and to encourage them to assume greater responsibilities, while at the same time fostering a sense of national unity.

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

The Council notes 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 is pleased to note the increase in the expenditures of the local government councils, up from \$42.2 million in the year ending 30 June 1968, to over \$43 million in the current year. 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. This stress on self-help, in the view of the Council, will significantly enhance the value of the local government councils in terms of political education and the development of self-reliance in the people of the Territory.

The Council also notes that 20 per cent of the people of the Territory are still without local government councils and hopes the Administering Authority will continue its effort to extend this system of local councils to all the people of the Territory as soon as is feasible.

In particular, the Council continues to believe that the development of local government in the major urban centres needs to receive greater emphasis and that in particular popularly elected urban councils should be established. The Council is concerned at the lack of progress in this regard in the past year and hopes the Administering Authority will accelerate its efforts to implement the recommendations on this subject set forth in the Council's report on its thirty-fifth session and those of the 1968 Visiting Mission.

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

114. 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. The Arbitration (Public Service) Ordinance, 1952-1968, provides for the appointment of a Public Service Arbitrator and the hearing and determination of claims submitted on behalf of officers and employees of the Public Service.

115. 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 qualification for entry to 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 also depends on the duties of the position.

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

	30 June 1967	30 June 1968	31 March 1969
<i>First, Second and Third Divisions</i>			
Permanent Officers:			
Overseas	1,961	1,773	1,678
Local	7,508	7,747	10,230
Contract officers and employees: ^a			
Contract officers	1,729	2,132	2,559
Employees	155	104	53
Temporary employees:			
Overseas	2,256	2,390	2,297
Local	3,338	4,319	4,963
Sub-total	16,947	18,465	21,780
Part-time employees	94	104	105
Mixed race employees	94	75	54
TOTAL	17,135	18,644	21,939

^a A contract officer or employee is a person recruited on overseas conditions for a specified period.

117. According to the Administering Authority, the great majority of Administration servants have now been absorbed into the Public Service. The 275 remaining at 30 June 1968 are either educationally unqualified or medically unfit for permanent appointment. In those cases where medical reasons have prevented permanent appointment, the application is kept under review.

118. During the year ending 30 June 1968, the number of local officers appointed to the Public Service totalled 797. Included in this figure is a number of trainees who complete training at approved institutions during the year.

119. During 1968 the decision of the Public Service Arbitrator on local officers' salaries was implemented in full. The method of calculation of increased salaries for promotions and grades, based on the award made by the Arbitrator, and the consequent variation within the local salary range for positions in the Second and Third Divisions of the Public Service.

120. At 30 June 1968, there were 543 local officers and employees occupying positions in the Second Divi-

sion of the public service and 11,523 local officers occupying positions in the Third Division. By 31 March 1969 the number of local officers and employees in the Second Division was 830—an increase of 287—and the number of officers and employees in the Third Division was 12,229, representing an increase of 706. Altogether, local officers made up 66 per cent of the Public Service.

121. The Public Service Board carries out training functions through two separate units—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.

122. The Training Section also processes applications for training and experience outside the Territory for both local and overseas staff. A total of 318 officers performed tours of duty overseas, 228 in Australia and ninety in other countries; seventy-two persons attended professional conferences, twenty attended courses sponsored by the South Pacific Commission and eight attended the East-West Center, University of Hawaii. Twenty officers attended United Nations and WHO seminars overseas.

123. The Administrative College was established in 1963 to meet the need for more advanced training of New Guinean and Papuan public servants. During the year under review, 191 students attended seven different courses of one or two years' duration conducted at the College. In addition, eight courses of short duration were conducted with an attendance averaging twenty-five officers for each course.

124. At its thirty-fifth session, the Trusteeship Council had noted that the policy of localization of the Public Service was progressing, with an increase of over 100 per cent in the number of local officers in the Second Division during the year which was then ending. It had endorsed the recommendation of the Visiting Mission that a date to be fixed after which no new expatriate officers below a designated grade were to be appointed, and had noted in this connexion that the Administering Authority had decided that no further base grade clerks would be recruited from overseas sources after 1 July 1968, except in very exceptional circumstances. The Council had endorsed the Mission's commendation of the plan to set up a public service board with indigenous members and the formation of a separate unit to promote and co-ordinate the localization of the Public Service. It had endorsed the recommendation of the Visiting Mission that a common salary scale for local and expatriate officers be put into effect as soon as possible. The Council had noted in this connexion the statement of the Special Representative that the recommendation of the Public Service Committee to establish a single-line service based on a common salary had been accepted by the Administration, and that legislation to implement this policy was before the House. The Council had also endorsed the Visiting Mission's recommendation that a permanent resident of the Territory joining the Public Service, regardless of nationality, be treated in the same way as any local officer of similar qualifications and experience performing the same duties. On the subject of remuneration, the Council had agreed with the Visiting Mission that a decision to grant equal pay for male and female employees was one which could not be deferred indefinitely.

125. The Council had noted that the Visiting Mission had received the impression that matters within generally established policy had still to be referred to Canberra for decision, and also that the delegation of authority at the district level was apparently inadequate. The Mission further believed that to promote more effective administration and more timely resolution of immediate problems, there should be greater flexibility and decentralization as between the Australian Government and the Administration and also as between the Administration and the districts.

126. Noting the steps taken to facilitate the travel of members of the House of Assembly to developing countries, as reflected in the annual report of the Administering Authority as well as in the statement of the Special Representative, the Council had concurred in the recommendation of the Visiting Mission that as far as possible the overseas training programme for public servants should include tours to newly independent countries which had recently passed through the same stages of development as New Guinea.

127. The annual report under review (T/1692) stated that the Administering Authority and the Administration of the Territory were pursuing a policy of giving increasing responsibility to local members of the territorial Public Service. The Administering Authority was keeping the situation under continuous review and no new expatriate position was included in the annual recruitment programmes unless local officers were not available.

128. The administrative relationship between headquarters departments and district staff and between the Minister for External Territories, the Department of External Territories and the Administration of Papua and New Guinea was constantly being tested and reviewed.

129. With regard to the Trusteeship Council's comment on travel by local officers to newly independent countries, it was reported that several Papuans and New Guineans had already been given the benefit of overseas tours to various developing countries.

130. At the Trusteeship Council's thirty-sixth session, the Special Representative stated that the Administering Authority continued to give high priority to improving the efficiency of the Public Service and accelerating localization. To carry out this task, a Public Service Board had recently been established. The Board consisted of four members, two of whom were indigenous persons. The four members had the rank of senior civil service heads of departments. One of the indigenous members had been given the specific responsibility of examining the question of accelerating the localization of the Public Service.

131. The Council was informed by the Special Representative that in June 1968 the House of Assembly had adopted legislation providing for a single-salary structure for the Public Service. The new structure came into operation in August 1968. Under the new arrangements all positions now carried only a local salary classification. Additional remuneration for overseas officers, related in most cases to what they would receive in Australia, was paid by way of special allowance.

132. The Special Representative also stated that a recent important development was the introduction of equal pay for the same or like work for indigenous female members of the Public Service, from 1 July 1969. The decision to introduce equal pay for women followed consideration of a report by a committee under

the chairmanship of the Ministerial Member for Labour. The Committee had taken into account social, economic and budgetary implications for the Territory and short-term and long-term implications for private employment. The Administrator's Executive Council had agreed with the Committee's findings.

133. The Special Representative informed the Council that early in 1969 an expert committee had been appointed to inquire into the efficiency of the existing Arbitration Ordinance and, in March 1969, the House of Assembly had passed an ordinance establishing new machinery for settling disputes and claims in the Public Service. This new ordinance, which had not yet come into effect, provided for greater flexibility and speed in dealing with employees' claims and for greater use of conciliation processes.

134. Under the new ordinance the present Arbitrator would be replaced by a Conciliation and Arbitration Tribunal to consist of a Chairman, two members—one nominated by the Public Service Board and one nominated by the Public Service employee organizations—and four assistant members—two nominated by the Public Service Board and two nominated by the Public Service employee organizations—who will be Papuans and New Guineans. The composition of the tribunal would vary for particular cases.

135. The 1968 Visiting Mission had agreed with the Administering Authority's view that the salaries of local public servants in New Guinea must have some relationship to the general level of incomes and to the economy of the country. It nevertheless considered that in view of the widespread dissatisfaction over the disparity in salaries between local and overseas officers, something would have to be done to improve the situation as soon as possible. The proposed new arrangements would provide a more satisfactory means of hearing salary claims for all public servants. The Special Representative informed the Council that the existing salary scales were fixed only after a very long and comprehensive examination of a great deal of evidence produced by the Administration and Public Service employees, including an examination of the salary structures and salary scales in a number of developing countries.

136. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

In the field of public service, the Council is pleased to note the major efforts made by the Administering Authority to meet the suggestions made by the Council at its thirty-fifth session. The Council notes with particular approval the introduction of a single-salary structure for indigenous and non-indigenous personnel, and the introduction of equal pay for male and female indigenous employees for the same or like work. The Council is also encouraged by the establishment of a Public Service Board to improve the efficiency of the Public Service and to accelerate localization. The appointment of indigenous persons to two of the four positions on the Board is a major step in itself in increasing the indigenous role in the Public Service.

The Council also noted the marked increase in the number of indigenous employees in the Second and Third Divisions. 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 in the new development plan and

hopes this effort will produce significant results in the localization of the Public Service. The Council suggests, as an additional step, that the Administering Authority should work out programmes for definite phases of localization in all departments.

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

137. The representative of France stated that the past years had witnessed the creation of a House of Assembly, a system of ministerial representatives, and the reform of the Administrator's Executive Council. He said that although no reform of this significance was brought about this year, it was quite normal that there be stages to consolidate the progress achieved and to prepare for the future. The French representative observed that the objective must be to expand progressively the powers of the House of Assembly and of the ministerial members, to prepare them, in the best possible conditions, when the time came for taking over the affairs of the Territory. Concerning the Executive Council, it appeared to his delegation that this body had already been extremely active as it had met twenty-nine times between July 1968 and March 1969. The convening of this Council outside the capital seemed to be an interesting initiative in the field of the political education of the population. He thought that it should be encouraged.

138. He had noted with interest that a motion had been presented to the House of Assembly requesting the creation of a select committee, which would make proposals to the House in order to prepare for future constitutional development of the Territory. His delegation wished to see that committee created and doing as much useful work as its predecessor.

139. With regard to the executive power, the French representative noted the wish of the Administration to expand progressively the importance of matters submitted to the Executive Council to enable it to play an ever more important role. He had also noted the fact that eight assistant ministerial members had been added to the original seven ministerial members. His delegation was happy to see that two of the ministerial members had been able to appear before the Council this year. He knew that, in preparing the representatives of the population for the exercise of administrative and executive responsibilities, the Administration had not lost sight of the day when they would be fully entrusted with those responsibilities.

140. The representative of the United States of America said that in the area of political development, the experience of the past year with the new structure, instituted as the result of the recommendations of the Select Committee, was most noteworthy. The active role already being assumed by the ministerial members and the increased responsibility given to the Administrator's Executive Council would indicate that this programme was off to a most auspicious start.

141. He also stated that his delegation would certainly agree that further change should be made at the time and in the direction decided upon by the people of Papua and New Guinea. The United States delegation was gratified, moreover, that the process of

considering what the next step should be was already under way.

142. The representative of China noted that the most noteworthy development had been the reform of the constitutional arrangements of 1968. His delegation was gratified to note that these constitutional changes had been recommended by the House's Select Committee on Constitutional Development, and it considered this as evidence of a trend indicating that the elected representatives of the people had taken the initiative in charting the course of the political advancement of the Territory. Although the legislative power of the new House of Assembly was still subject to certain limitations, his delegation was confident that the people would keep the present transitional system under constant review and would propose further constitutional changes that would keep pace with the development of the over-all condition of the Territory.

143. The innovation of the system of ministerial and assistant ministerial members was another interesting aspect of the new constitutional arrangements. The ministerial members were concurrently members of the Administrator's Executive Council. They shared responsibility with the departmental heads for the over-all activities of their departments and for the framing of policy proposals, including proposals for expenditure, to be channeled to the Administrator's Executive Council. In the House of Assembly, the ministerial members represented their respective departments in regard to motions, questions and the introduction and carrying out of legislation. His delegation welcomed this experimental system, as it gave valuable executive experience and responsibility to the elected representatives of the people. The ministerial office holders could also serve as bridges between the legislative and executive branches of the territorial Government for the harmonious handling of the affairs of the Territory. It was the hope of his delegation that this interim arrangement would work out satisfactorily and would lead to further steps which would permit the indigenous people to hold full-fledged ministerial offices.

144. The representative of the United Kingdom, in referring to the newly constituted House of Assembly and to the Administrator's Executive Council, stated that it was clear from all the information before the Council that these institutions, in the form that they had taken last year, marked a new period of political innovations which were designed to lead the Territory and its people forward on their path to self-determination in fulfilment of the Administering Authority's responsibility under the Charter and under the 1946 Trusteeship Agreement.

145. It was clear, moreover, that the present composition and powers of the various constitutional organs in the Territory were drawn up in full consultation with the elected representatives and the peoples of the Territory. It was also clear that the present constitutional position was regarded both by the elected representatives of the people of New Guinea and by the Administering Authority as transitional.

146. His delegation had been very much interested to hear that members of the House of Assembly who knew what the people wanted were about to embark, in a special committee of the House, on a close examination of the constitutional situation of the Territory. The decision to embark on this study would be, in his delegation's view, in full accord with the endorsement

last year by the Council of the Visiting Mission's expression of hope that there would be further development towards full ministerial responsibility.

147. The representative of the Union of Soviet Socialist Republics observed that the Administering Authority had declared that the House of Assembly and the organs of local government enjoyed extensive rights and privileges which, it said, had come into being as a result of various amendments to the Papua and New Guinea Act and as a result of the elections to the House of Assembly of 1968. Both the House of Assembly and the organs of local government continued to enjoy only limited rights. All power was concentrated in the hands of the Administrator and the commissioners. Thus the House of Assembly could not take decisions on one of the most vital questions in the life of the Territory: the budget of the Trust Territory. All ordinances and decrees adopted in the House of Assembly must therefore be submitted to the Administrator for his approval and then to the Governor-General before coming into force. It seemed that, regardless of what amendments were moved in the legislature and however convincing the speeches might be about the broad prerogatives and rights of the Territorial organs of government in which representatives of the indigenous people were seated, in fact, the Administering Authority had the last word. It could at any time reject any ordinance or bill that clashed with the interests of Australia or those of its allies in that part of the world. Thus the House of Assembly was under the strict control of the Administering Authority, which took advantage of the situation by putting into effect those decisions that were to its liking and rejecting those that were not.

148. The Soviet delegation believed that one of the most important steps towards the implementation of the right to self-determination and independence for the people of the Trust Territory was the immediate repeal of the right of the colonial authorities to veto decisions of the legislative organs of the House of Assembly of Papua and New Guinea and the transfer of all powers in the Territory to the representatives of the indigenous population.

149. In reply to the representative of the Soviet Union, the Special Representative said that the Administering Authority's disagreement with him was not one of interpretation but one of hard fact. The powers and responsibilities of the House of Assembly and the Administrator's Executive Council were based on the recommendations of elected representatives of the people, and those organs enjoyed widespread popular support and understanding throughout the Territory. Present constitutional arrangements were transitional in nature and subject to review.

150. With regard to the Assembly's powers on budgetary matters, he pointed out that continuous consultations took place between the elected members of the House of Assembly and the Administration on the budget. He described the role played by ministerial members and the Administrator's Executive Council in the preparation of the budget and emphasized that the House of Assembly debates the legislation incorporated in the budget and must approve it before it becomes law.

Political education

151. The representative of France recalled that the Visiting Mission had insisted on the need to promote the political education of the population, and in particular that of its elected representatives, by explaining the

various alternatives open to them, and in particular the experience of other Territories which had attained independence. He said that his delegation was therefore pleased that a new programme of political education had been set up, that trips abroad of representatives of the people had been encouraged and that a research and information service for the House of Assembly had been created.

152. The representative of China said that political education was one of the most important means of developing a sense of nationhood. His delegation had noted with satisfaction the intensive political education programmes that had been carried out throughout the Territory.

Political parties

153. The representative of China said that in the opinion of his delegation the activities of the political parties could serve significantly the purpose of political education. However, the people of the Territory were apparently indifferent or even opposed to the idea of political parties. Of course, there was really not much the Administration could do if that was the attitude of the people. But it seemed to his delegation that the operation of political parties had become an established practice in the system of democratic government. He therefore hoped that the Administration might still consider appropriate measures to be taken to promote the development of the idea of political parties.

154. The Special Representative of the Administering Authority stated that the building of formal party organizations in a society of scattered villages was a difficult undertaking and an expensive one in terms of time and money. The physical and social barriers to rapid communication, which were obstacles to administration and to economic development, were also big factors which militated against the development of political parties. He pointed out that political parties must be formed by independent individuals and groups to have real meaning and to represent true independent opinion. They could not derive their inspiration from the Administration. What the Administration could do, and was doing, was to tell people through its political education programme about ways in which they could combine their efforts for effective action through the machinery of democratic government.

Local government councils

155. The representative of France said that his delegation was pleased to see that the Administration continued to encourage the local government councils, those fundamental organs of local political life.

156. The representative of the United Kingdom stated that his delegation was very much interested in the progress of local government. More local government councils, covering a higher proportion of the population, had been set up, and the funds both raised by these councils and provided by the Administration had also increased.

District and town advisory councils

157. The representative of France said that his delegation was somewhat disappointed in hearing the Special Representative state that he had nothing to say about the creation of a system of municipal administra-

tion in the towns. His delegation agreed with the Visiting Mission that it was desirable to prepare the setting up of urban municipal councils. The French delegation was happy, therefore, to note the statement of the Special Representative that the Administering Authority was actively pursuing the objectives defined by the Mission in that regard.

158. The representative of the United Kingdom stated that there was a gap, as the Special Representative himself had said and as previous speakers had noted, in that some of the urban centres did not have local councils. His delegation had been interested to learn that the Administering Authority was collecting relevant facts to serve as a basis for the assessment of possible local sources of revenue for such councils. The existence of municipal councils in the urban centres of the Territory should also have a useful effect in giving political and administrative experience which could in due course serve both those concerned and the Territory itself in good stead.

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

159. The representative of China stated that the Public Service of the Territory should absorb as much local personnel as possible to ensure the fullest participation of the people in the management of their own affairs. His delegation was pleased to note that localization of the Public Service had been declared an established policy of the Administering Authority, which had directed its attention to the disparity of the numbers of local and overseas officers in the Second Division of the Public Service. The Special Representative had informed the Council that 287 local officers and employees had been added to the Second Division during the nine-month period from July 1968 to March 1969. His delegation felt very much encouraged by this trend and hoped that it would continue so that reliance on overseas personnel at the professional and clerical levels in the Public Service could be lessened if not altogether eliminated.

160. The representative of the United Kingdom stated that his delegation welcomed the fact that, with the expansion of education in the Trust Territory and the increasing number of New Guineans to fill posts in the Administration, localization of the Public Service was taking place at a growing rate. He welcomed the policy pursued by the Administration of giving increasing responsibility to local members of the territorial Public Service and noted that no new expatriate was included in the annual recruitment programmes unless local officers were not available. His delegation was glad to see that a localization unit had already been established and that this was to operate within the Public Service Board, which had itself recently been set up.

161. His delegation welcomed the establishment of the "single-line salary system", under which overseas officers received the same basic salary as local officers. It was also glad to note the impending establishment, at the beginning of July 1969, of equal pay for men and women in the public sector, following the report of the Committee presided over by the Ministerial Member for Labour.

C. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

162. According to the report of the Administering Authority (T/1692), the basis of the Territory's economy is primary production. Agriculture is the major activity. In 1967-1968, agricultural products made up approximately 85 per cent of the total value of exports. A timber industry was being developed. Gold production continued to decline in importance. Manufacturing industries were of growing significance, and their establishment was being fostered. Intensive mineral exploration and investigation had established the presence of large, low-grade deposits of copper and gold bearing areas. The feasibility of large-scale commercial development was under consideration.

163. Although the economy is still largely dependent on copra and copra products, it is becoming more diversified. The main activity of the indigenous population continued to be subsistence agriculture, but increasing numbers of New Guineans were growing cash crops for export or for local sale, raising livestock and participating in timber production, mining, commerce, transport, manufacturing and administration.

164. One of the greatest problems to be met within the economic advancement of the Territory was that of capital formation. The first New Guinean producers who entered into cash production already had their land, the wage-free labour of themselves and their families, and their own food and houses. Under guidance and with the distribution of seeds and plants by the Administration, they could establish new crops without any demand on outside capital. In areas recently brought under control, this was still largely the situation, but as the economy has become more complex, a need for capital to finance the enterprise of the producer has also emerged. 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 special administration funds. In March 1968, there were seven associations of co-operative societies. Co-operative societies numbered 165 with a turnover of \$A3.8 million per year. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-sixth session that co-operatives were a major means of ensuring indigenous participation in the economy. Over the past five years their membership throughout Papua and New Guinea had risen from 85,000 to 110,000 and their turnover from \$A2.3 million to more than \$A6 million. Plans had been made for a co-operative college that would accommodate 150 students, compared with 40 students at the existing Co-operative Education Centre, and provide courses adapted to new business activities by co-operatives in the Territory. A Territory-wide federation of co-operative unions had also been formed.

165. At its thirty-fifth session, the Trusteeship Council had welcomed the continued increase in the rate of economic development of New Guinea and noted with interest the statement of the Special Representative that a five-year development plan was in the final stages of preparation and that the programme would give emphasis not only to the rapid development of the economy, but also to the advancement of the

people through education and training and to their maximum participation in all fields of development.

166. The Council had noted with approval the increasing role played by indigenous people in industrial as well as agricultural production. It had also taken note of the development in the past several years of the policy of territorial participation in major enterprises financed and operated by overseas companies. The Council had agreed with the 1968 Visiting Mission that the capital required for a reasonably rapid development of New Guinea was so great that a proportion of overseas investment was necessary, but had shared the Mission's concern that the Territory itself should benefit from the fruits of this investment and its hope that the Administration's policy of requiring territorial participation in large enterprises would be continued and expanded.

167. The Council had welcomed the statement of the representative of the Administering Authority that negotiations were nearing final approval for a \$US7 million loan from the International Bank for Reconstruction and Development (IBRD) to help finance a major telecommunications project. The Council had also noted with interest that preliminary discussions had been held with IBRD on possible financing of agriculture and livestock development projects. The Council had welcomed the decision of the United Nations Development Programme (UNDP) to assist in financing a transport survey.

168. The Council had continued to believe that it was investment in the commodity-producing sector which gave the indigenous people of the Territory their most direct and permanent stake in the economy, and had recognized that there was a need to concentrate investment in this field.

169. In the annual report under review (T/1692), the Administering Authority stated that the investment of outside capital in the Territory was being encouraged, subject to suitable safeguards, to protect the interests of the indigenous inhabitants. Local entrepreneurs and business would be assisted by the territorial Department of Trade and Industry, by the Papua and New Guinea Development Bank and by other agencies to start and develop their own businesses.

170. At the thirty-sixth session of the Trusteeship Council, the Special Representative stated that to meet the targets of the development programme of Papua and New Guinea the Administration had stressed the need to attract greater private investment from outside the Territory. Like all developing countries, the Territory needed an established policy on outside investment to ensure that the interests of the people were safeguarded. It would be recalled that in September 1966 the House of Assembly had adopted a formal declaration on development capital, providing for various guarantees to investors; that declaration had been reaffirmed on 3 September 1968.

171. The Special Representative informed the Council that in March 1969 the Assistant Administrator for Economic Affairs had made a statement in the House of Assembly on policy concerning overseas investment. To ensure that the people could express their views on investment proposals through their elected representatives, the Administration would submit appropriate projects to the House of Assembly and consult the Administrator's Executive Council on investment matters. The Administration would welcome investment proposals which contributed to greater employment and

training opportunities for indigenous inhabitants. It favoured the processing of products in the Territory and the establishment of enterprises that would bring about improved public facilities. Particular emphasis would be placed on opportunities for inhabitants of the Territory to participate in the ownership and management of projects. Where practicable, investors should provide opportunities for significant local equity participation, especially in projects entailing use of the Territory's natural resources.

172. The Administering Authority adhered to the view that local participation in major private investment schemes in the Territory was desirable and it would continue to direct its policies towards this objective. At the thirty-sixth session of the Council, the Special Representative stated that evidence of the growing share of Papuans and New Guineans in economic development had been the increase in land under cultivation by them and their share of the production of major export crops. Indigenous production of coffee now accounted for almost two thirds of total production, more than a quarter of copra production and a quarter of cacao production. It was apparent that with the increase in indigenous plantings in recent years there would be further significant increases in both total indigenous production of these crops and the indigenous share of over-all production.

173. With regard to aid for Papua and New Guinea after self-government, the Special Representative at the thirty-sixth session of the Council stated that the Administering Authority had already pledged increased economic aid over the next five years. What would be provided after that could not be stated with any certainty. The Australian Minister for External Territories had said that the Australian grant provided many of the roads, wharves and public utilities, and paid for much of the Administration and essential services such as health and education. But the Australian grant would not always be the major factor on which the development of the Territory would depend. What the people of the Territory did for themselves and the extent to which the country could attract private investment from outside would be key elements. As the Territory advanced, its own efforts and the work of its own people would become the important factors. Aid from Australia would become less important.

ECONOMIC DEVELOPMENT PLAN

174. A new five-year economic development programme, entitled "Programmes and Policies for the Economic Development of Papua and New Guinea", was announced in the Australia Parliament on 10 September 1968 by the Minister for External Territories. The Special Representative at the thirty-sixth session of the Trusteeship Council cited the Minister's statement, in which it was said that the new programme, which envisaged the expenditure of nearly \$A1,000 million by the Administration over five years (1968/1969-1972/1973), took into account many developments in the Territory since 1964. Its objectives were in harmony with those proposed by the IBRD Survey Mission.⁴ The basic aim was to develop the Territory for self-determination and to ensure that when this stage had been reached the Territory would, to the

greatest extent feasible, be able to stand on its own feet economically.

175. Under this programme, major emphasis would continue to be placed on greater economic independence through increased production. The programme was based essentially on agricultural industries and provided for rapid advances in the planting of slow-maturing tree crops. The targets of the programme would be achieved only by substantially increased involvement of Papuans and New Guineans. The Administering Authority recognized the need for flexibility and for adapting the implementation of the programme to suit changing circumstances.

176. Other major aims of the programme would be to increase the capacity of the local people to develop and manage their own enterprises and also to provide greater opportunities for employment in private industry and in administration. Substantial progress was envisaged over a wide range of industries. In addition to intensified annual planting and cattle raising, it was planned to expand timber production and exports almost threefold and to more than double manufacturing output. There would also be a considerable increase in expenditure on roads, bridges and other transport facilities. Rapid growth in telecommunications would take place under a \$A14 million programme that was to be financed partly by a loan of \$A6.3 million from IBRD.

177. In education, priority would be given to secondary and tertiary education, with special attention to technical and vocational training. In health, the emphasis would continue to be placed on preventive medicine.

178. It was estimated that Administration expenditure under the programme would increase from \$A155 million in 1968/1969 to \$A235 million in 1972/1973 and average about \$A200 million a year over the five-year period. The development programme would also require increased Australian financial contributions to the Territory over the period of the programme. The Territory's budget for 1969 included a grant of \$A87 million from the Australian Government—an increase of 12 per cent over the figure for 1968. That grant represented 57 per cent of the Territory's budget. Forty-three per cent came from revenue raised in the Territory and from loans, which was striking evidence of the Territory's increasing ability to finance its own development.

179. The Special Representative informed the Council at its thirty-sixth session that the five-year programme was debated in the House of Assembly; at the conclusion of the debate the House, on 28 November 1968, adopted a resolution. He cited the resolution, in which it was declared that the House had noted with satisfaction the five-year economic development programme tabled on 10 September 1968; endorsed the proposed objectives and targets of the programme as a basis for planning; and declared that, on the basis of mutual co-operation between the Australian Government and the House of Assembly and the people of the Territory, it was prepared progressively to increase the Territory's financial self-reliance by raising the level of Territory revenue and loan receipts as much as practicable over the period of the programme.

180. The Special Representative also stated that the Administering Authority recognized the need for some flexibility in implementing a programme of this nature and for adapting it to meet circumstances which may change in a way not foreseen when the plan was drawn up. The programme was not perfect, and the Adminis-

⁴ For the report of the Bank Mission, see International Bank for Reconstruction and Development, *The Economic Development of the Territory of Papua and New Guinea* (Baltimore, The Johns Hopkins Press, 1965).

tering Authority did not take a rigid attitude about the details of the programme. The Special Representative stressed that throughout the period of the programme views and comments expressed on it by the House of Assembly would be given the fullest consideration.

181. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council welcomes the Five-Year Economic Development Plan which the Administering Authority announced in September 1968. The Council believes that this plan is 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 is impressed by the \$A1,000 million level of expenditures envisaged by the Plan over the five-year period 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. Not only would the Papuan and New Guinean interests be protected in all enterprises which might be instituted, but the Council also notes the major effort that would be devoted to education and training so as to provide the skills necessary for active participation. The Council notes that the indigenous involvement in the activities of the Plan had been instituted from the start with its submission to and approval by the House of Assembly.

The Council recognizes that even under the Plan, major changes will take time, but it requests 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.

The Council notes 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 is pleased that the Administration has pledged not only to consult the Administrator's Executive Council on investment matters, but has also promised to seek the approval of the House of Assembly for particular projects. The Council also endorses the Administration's effort to increase the participation of indigenous personnel in the ownership and operation of such outside ventures and will look forward to reports on specific developments towards these ends. In this connexion, the Council urges 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 can be put more directly into the hands of the indigenous people.

PUBLIC FINANCE

182. 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 1967-1968 was \$A77,594,252 and of this amount \$A54,453,853 was allocated to the Trust Territory. Revenues raised within the Trust Territory, excluding loans, amounted to \$A26,381,816, derived chiefly from import tariffs and direct taxation. In addition to the direct grant, the Administering Authority, through government departments and instrumentalities not directly responsible to the territorial Administra-

tion, spent \$A31.6 million during 1967-1968 on essential works and services in the Territories of Papua and New Guinea.

183. At its thirty-fifth session, the Trusteeship Council had welcomed the substantial increase in the previous year, from \$A70 million to \$A78 million, in the Administering Authority's direct grant to the budget of the Territory. It had been pleased to note that locally raised revenue had increased in the same period, so that the Administering Authority's grant, expressed as a proportion of the total of the budget, had declined from 58 to 57 per cent. It had continued to regard this trend as a significant indication of the move towards economic self-reliance. The Council had recalled the expression of hope at its thirty-fourth session that further capital would be made available to the Papua and New Guinea Development Bank, and had noted with satisfaction that the capital provided had increased from \$A1 million to \$A3.5 million during the first year of the Bank's operation. The Council had endorsed the 1968 Visiting Mission's view that as soon as possible there should be decentralization of the Development Bank's authority to enable loans up to a certain maximum to be approved at district level.

184. In the annual report under review (T/1692), the Administering Authority stated that in providing funds for the capital of the Papua and New Guinea Development Bank, the activities of the Bank would not be restrained for lack of funds. In its first year of operations the Bank had approved 500 loans totalling \$A3.7 million. The Bank was making every endeavour to reduce its reliance on seconded staff and was pursuing a policy of steadily increasing its local staff as the latter became available. The Bank would decentralize as soon as it was able to do so, depending on the availability of staff. The Special Representative informed the Trusteeship Council at its thirty-sixth session that a further \$A2.8 million, including \$A270,000 expected to be loaned by the International Development Association, had been provided to the Bank from the 1968/1969 budget. Up to 30 April 1969 the Bank had approved 879 loans for both Papua and New Guinea for a total amount of \$A7,682,000, 654 being for indigenes to a value of \$A935,000, 200 for non-indigenes, worth \$A4.6 million, and twenty-five to companies, partnerships and so on, with both indigenous and non-indigenous capital, worth \$A2.1 million. The Bank had appointed regional development officers at Lae and Rabaul. Its board had met at different centres in the Territory and hoped shortly to open a branch office in the highlands. It was making strenuous efforts to increase its lending to indigenous borrowers. Of the 738 loans approved since June 1968, 616 were for indigenes. The Bank was actively seeking to approve larger loans to indigenes and was confident that the average size of indigenous loans, now \$A1,400, would increase in the future as the managerial skills of the indigenes developed.

185. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council again welcomes the continued increases by the Administering Authority in its budgetary grant to the Territory, up 12 per cent from the total of \$A78 million for 1967/1968 to \$A87 million in 1968/1969. The Council is also encouraged by the decreased percentage of the Australian grant in relation to the total territorial budget, which reflects the progress toward economic self-reliance.

The Council notes the further increase in the capital of the Papua and New Guinea Development Bank, up a further \$42.8 million from the previous year's total of \$43.5 million. The Council notes the Bank's efforts to increase local staff and to decentralize its operations as its staff allows. The Council hopes these efforts will continue at a rapid pace and that both the number and size of loans to indigenous people will increase in the coming years.

AGRICULTURE

186. For the year ending 30 June 1968, indigenous growers produced 27,561 tons of copra, the principal plantation crop. This represented 28 per cent of the total copra production. Exports of cacao beans for 1967/1968 amounted to 19,998 tons, of which indigenous farmers produced 4,904 tons. Exports of coffee beans totalled 15,820 tons, of which 10,290 tons were produced by indigenous farmers.

187. At its thirty-fifth session, the Trusteeship Council had noted the observation of the 1968 Visiting Mission that the total value of agricultural exports had risen faster than had been anticipated by the IBRD Survey Mission, but that increases in production of three major crops—copra, cocoa and rubber—had fallen short of the Mission's forecasts, while production of the fourth major crop, coffee, exceeded predictions. The production short-falls were variously due to climatic conditions, disease and fluctuations in prices on the world market. The Council had agreed with the Visiting Mission's approval of the efforts being made to diversify agricultural production in order to reduce the Territory's dependence on a small number of cash crops, and had recommended that greater efforts and funds be devoted to agricultural research in new and improved cash crops, in plant disease, and in improving the crops grown by the indigenous population for their own consumption.

188. In the annual report under review (T/1692), the Administering Authority stated that it was actively pursuing a policy of research into agricultural problems. There were major research establishments located in five centres throughout the Territory together with many experimental plots for field trials. Three new cash crops introduced in recent years as a result of research by Administration officers were tea, pyrethrum and oil palm. The Special Representative informed the Trusteeship Council at its thirty-sixth session that the production of pyrethrum was solely in the hands of indigenous farmers. In 1964, there were 264 hectares sown, with 140 tons produced. By 1968 this had increased to about 1,400 hectares, producing 521 tons. The Special Representative referred to the palm oil development project at Cape Hoskins in New Britain and said that it had been established as a joint venture between an overseas private company and the Administration. The Administration held 50 per cent of the equity in the company on behalf of the people of the Territory, so that in the future half of the shares in this enterprise could be held by indigenous people. In the meantime the Administration would receive half of the profits. The overseas company provided half the capital and considerable experience and technical skill in the planting and processing of oil palm. When the project was fully established, 580 families from different parts of Papua and New Guinea would be settled on fifteen-acre holdings, each associated with an oil palm estate and mill which would be jointly owned by the territorial Administration and the overseas com-

pany. Earlier this year applications had been called for indigenous people to take up 258 blocks, and 722 applications had been received. There were at present approximately 290 Papuan and New Guinean settlers on the project. Research on local food crops had been concentrated on devising more economic, stable systems to replace shifting cultivation in areas where land shortages have been developing and to meet the needs of small-holders settling on permanent farms; and on tending frost-tolerant and storable food crops for people living at high altitudes where frost damage might cause food shortages.

189. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council notes the effort made by the Administering Authority to increase indigenous participation in the production of major agricultural products, particularly cash crops for export, and urges that this programme be expanded. The Council also notes that, in response to its earlier suggestion, the Administering Authority is working actively in the field of agricultural research and is seeking new cash crops which might be successfully introduced in the Territory. The Council looks forward to further reports on these questions, especially indigenous participation in agriculture.

The Council notes with particular interest the progress being made in the New Britain palm oil project. The Council believes this project combines 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 looks 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.

FISHERIES

190. The Department of Agriculture, Stock and Fisheries, which is responsible for the administration of fishing activities through the Division of Fisheries, protects indigenous fishing, favours locally-based industry and bases licence fees for overseas vessels on the expected return to operators. Better equipment and techniques are continuing to improve catches and more fish are being landed for cash sale by organized village groups. The number of commercial projects has varied; in the past year more than thirty-one boats have operated in Papua and New Guinea. There is one commercial fishing venture based at Lae using a refrigerated vessel to pick up fish from eight fishing groups. Shell fishing is almost entirely in the hands of indigenous fishermen. Twelve New Guineans have qualified as fishery assistants and are now working in various parts of the Territory, and a further fourteen are in training. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-sixth session that under a recent agreement on fisheries between Australia and Japan, Japanese fishing other than tuna long-lining would cease in the three to twelve-mile zone off the Territory. The phase-out for tuna long-lining had been limited to three years after the Agreement had been signed. The Government of Japan intended to make every effort to see that joint fishing ventures were established in the Territory. These ventures, in addition to making a significant contribution to the development of a fishing industry, would provide substantial employment and technical training opportunities for Papuans and New Guineans. The waters around the Territory were known to be a rich

source of tuna and related fish, and it was hoped that the proposed arrangements would lead to active participation by Papua and New Guinea in utilizing these resources.

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

The Council welcomes the continued efforts of the Administration to further the training of Papuans and New Guineans in various aspects of the fishing industry. The Council notes the statement of the Special Representative regarding the recent Agreement on Fisheries between the Governments of Australia and Japan. The Council also notes that efforts will 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.

FORESTS

192. 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 1968, the area under exploitation within the Trust Territory of New Guinea was 373,780 hectares, with a timber yield of 151 million super feet.

193. At its thirty-fifth session, the Trusteeship Council had noted with interest the statement of the Special Representative that timber production in Papua and New Guinea had increased from 91 million super feet in 1964 to 175 million super feet in the year under review. Exports of logs had increased to over 50 million super feet. The Council had hoped that this production increase would continue to contribute to the diversification of the Territory's exports. It had also endorsed the 1968 Visiting Mission's expression of hope that in the future, arrangements could be developed so as to make it possible for local clans, tribes and communities owning timber lands to combine, form companies, and cut and market their own timber.

194. In November 1968, the Department of Forests began its planting programme for 1968/1969. It was proposed to plant about 2 million trees on approximately 3,000 acres of land during the wet season. In addition to these plantings, large numbers would be distributed from the Administration's extension nurseries and council nurseries throughout the Territory. A survey of an area of about half a million acres in the West New Britain District had been completed in March 1969. Negotiations were proceeding with the owners of the land for the rights to extract the timber. A nine-week assessment survey had been completed in October 1968 of an area of about 300,000 acres in the Jimi Valley in the Western Highlands District.

195. In the annual report under review, the Administering Authority stated that indigenes owning land on which there was marketable timber might dispose of the timber to the Administration of the Territory. The rights to fell, cut and remove the timber were negotiated by officers of the Department of Forests, with officers of the Department of District Administration checking to ensure that the owners wished to sell their rights. The principle of providing opportunities for the people of the Territory to participate in major development projects either directly or through the territorial Administration has been accepted by the Administering Authority.

196. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council continues to believe that the forests of the Territory provide a resource which the indigenous people should be able to exploit successfully. The Council is encouraged by the continuing efforts of the Administration to increase forestry planting, but renews its endorsement of the Visiting Mission's recommendation that steps be taken to encourage and facilitate local cutting and marketing of indigenously owned timber.

LAND TENURE

197. 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 persons with regard to dealings in non-indigenous land. In its report, the Administering Authority stated that the customary forms of land tenure did not provide a satisfactory basis for economic progress as they frequently lacked the degree of 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, according to the Administering Authority, 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 mortgage were restricted.

198. At its thirty-fifth session the Trusteeship Council, recognizing that the development of land in the Territory could not proceed in an orderly way until the various and difficult problems of land tenure had been resolved, had commended to the attention of the Administering Authority the suggestions contained in the report of the 1968 Visiting Mission⁵ and had urged the Administering Authority, in consultation with the elected representatives of the people, to explore all possible avenues in its endeavour to reach just and equitable solutions to land problems.

199. In the annual report under review (T/1692), the Administering Authority stated that the present policy was that the long-term objective was to introduce throughout the Territory a single system of landholding providing for secure individual registered titles. However, the land tenure system in the Territory was continually under review. The Administering Authority took note of the recommendations of the Visiting Mission, which would be taken into account as part of a current review of the land laws of the Territory.

200. In March 1969, the Residence (Land Titles) Bill was introduced in the House of Assembly. The purpose of the Bill was to give certainty as to the ownership of land in Papua and New Guinea by making sure that the Administration had a good title to "Administration land". The areas of land covered by the bill were scattered throughout both Papua and New Guinea. Some were connected with the oil palm project at Cape Hoskins, the tea schemes in the Wahgi Valley, the coconut scheme at Sowan and the farming scheme in the Sepik.

⁵ Official Records of the Trusteeship Council, Thirty-fifth Session, Supplement No. 2, paras. 230-236 and 348.

201. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council, continuing to believe that a solution to the various and difficult problems of land tenure must precede orderly development of the land, notes the attention which the Administering Authority is giving to this problem. Much more needs to be done, however. The Council, recalling the suggestions of the 1968 Visiting Mission, looks forward to a report from the Administering Authority on the review which is being made of the land laws of the Territory.

INDUSTRIES

202. Traditionally, secondary industry in the Territory has been concerned mainly with the processing of primary products for export. According to the Administering Authority, there has recently been a marked growth in industries producing consumer goods which had previously been imported. In these cases the raw materials or semi-processed materials used in manufacture were usually imported. The industries included boat-building, bakeries, breweries and soft-drinks; the manufacture of barbed wire, nails, steel drums, paint, concrete pipes, fibreglass products, building materials, wooden and steel furniture, twist tobacco, cigarettes, batteries, industrial gases and farm machinery; and general engineering, plumbing and electrical services.

203. The ceramics expert from the ILO appointed under UNDP has completed his survey of the Territory of Papua and New Guinea to ascertain the potential for an indigenous ceramics industry. He is now training indigenous potters to produce better quality products suitable for commercial markets. His activities are centred on Madang in New Guinea.

204. Measures to assist the growth of industry include tariff concessions on most imported plant and raw materials used in manufacturing, tariff protection for locally produced commodities where this is shown to be necessary, special rates of depreciation for income tax purposes and preference for locally produced goods in government purchases. Exemption from the territorial income tax may be granted to a company engaging in an approved pioneer industry for the first five years of commercial operation. In addition, dividends paid from the income of such companies are also exempt from the territorial income tax. The Australian Government may also exempt from Australian income tax, dividends from territorial pioneer companies paid to Australian resident shareholders. The concessions available under the Industrial Development Ordinance, 1965-1967, have continued to generate considerable interest among potential investors in industry. The Special Representative informed the Trusteeship Council at its thirty-sixth session that in March 1969 the House of Assembly had passed legislation to establish a Tariff Advisory Committee which would conduct public hearings into applications for tariff protection from enterprises within the Territory.

205. In its annual report for the period under review, the Administering Authority stated that there were 1,840 companies registered under the Companies Ordinance of Papua and New Guinea at 30 June 1968. Of these, 1,532 were local companies and 308 were registered as foreign companies.

206. With respect to the Bougainville copper project, the Special Representative informed the Trusteeship Council at its thirty-sixth session that the Administration would receive dividends and royalties in addition to revenue from personal and company taxation. Ac-

cording to current forecasts, it would receive in excess of \$A50 million in annual revenue by the end of the 1970s. The copper project would therefore contribute substantially to the Territory's economic self-reliance. 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. 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.

207. 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 have 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 has joined the Pacific Area Travel Association as a full government member, and the Territory's participation in international tourist activities is expected to increase in the years to come.

208. At its thirty-fifth session the Trusteeship Council, recognizing that the development of tourism could prove to be of considerable economic value to the Territory, but bearing in mind the need for safeguards to avoid any undue disruption of the social and cultural life of the people, had commended to the Administering Authority for careful study the views of the Visiting Mission on possibilities in this field.

209. In its annual report under review, the Administering Authority took note of the views of the 1968 Visiting Mission on the need to develop a tourist industry. A plan to establish a school for waiters and hotel staff to be conducted in conjunction with the Department of Education was under review. A consultant had studied the development of a national museum and his report was awaited.

210. Tourist traffic had risen from 6,000 persons in 1961/1962 to 20,000 in 1967/1968, and it was expected to reach 50,000 in 1972/1973. The tourist industry provided direct employment for 2,000 workers in accommodation and ancillary services. The airlines and tourist companies ran package tour schemes, utilizing the new and improved type of tourist accommodation which was becoming more common throughout the Territory. The Tourist Board had received an Administration grant of \$50,000 in 1967/1968.

211. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council notes with interest the description of the Bougainville copper project which is under consideration and hopes the final decision will be made to undertake this venture. The Council believes that this joint effort, involving both outside capital and local participation, aimed at successfully developing the Territory's natural resources will prove of substantial benefit to the Territory and its people.

The Council notes 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 recommends, 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.

The Council is encouraged by the increase in tourist traffic to the Territory and notes the steps taken to date by the Administering Authority to assist the development of a tourism industry. The Council continues to believe that tourism could be the source of considerable economic benefit and urges the Administering Authority to encourage its development with proper regard to indigenous participation. At the same time, the Council urges 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.

TRANSPORT AND COMMUNICATIONS

212. At 30 June 1968, expenditures on road and bridge construction and maintenance totalled \$A4,956,279. At the same date, there were 5,215 miles of vehicular roads, with 4,030 miles suitable for medium to heavy traffic and 1,185 miles suitable for light traffic and at intermittent access.

213. With regard to expenditure on transport, the Special Representative informed the Trusteeship Council at its thirty-sixth session that the expenditures made by the Australian Department of Works, which were charged on the Australian Government's budget and not the Territory's budget, had not been included in the figures quoted on page 107 of the annual report. Some major public works, particularly building and maintenance of roads, were undertaken by the Territory's Department of Public Works and some by the Australian Department of Works. In fact the total expenditure on roads and bridges by these two authorities had risen quite dramatically, which was only to be expected because of the high priority given by the Administering Authority to developing and improving transport and communications. In 1967/1968 \$A11.9 million had been spent on roads and bridges and \$A0.87 million on other transport, a total of \$A12.77 million. In 1968/1969 \$A14.75 million would be spent on roads and bridges and \$A1.17 million on other transport, a total of \$A15.92 million or an increase of about 24 per cent.

214. Among the major projects planned, the Goroka to Kainantu road in the Highlands network had been completed during the year. Other projects under way were the Gusap to Dumpu road, Wewak to Maprik road, Buin to Boku road, Kieta to Toimanapu road and Mount Hagen to Ialabu road.

215. Among the more important bridges, the Raihu River bridge was completed. The Loni River bridge, Manus District, was almost complete and construction was continuing on the Mirj and Banz bridges. In addition, there were numerous other bridges completed or in process, as part of road contracts.

216. At its thirty-fifth session, the Trusteeship Council had noted the statement of the Administering Authority concerning the \$US7 million loan from IBRD to help finance a major telecommunications project, as well as the announced UNDP transport survey, and had expressed the hope that these projects would further development substantially in these important sectors.

217. The Council had also noted the importance which the Visiting Mission had attached to the observa-

tions of representatives of the Planters' Association of New Guinea concerning freight rates, and had endorsed the Mission's recommendation that the Administering Authority make every effort to see that freight rates between the Territory and Australia were kept to a reasonable level.

218. Noting the observations of the United Nations concerning the importance of developing a strong Public Works Department in the Territory, the Council had endorsed the Visiting Mission's recommendations for a progressive withdrawal from New Guinea of the Commonwealth Works Department and a corresponding strengthening of the territorial Public Works Department.

219. The Special Representative informed the Trusteeship Council at its thirty-sixth session that UNDP had sent a group of consultants to the Territory to analyse present transport facilities and services with a view to improving efficiency and reducing costs of the services. The consultants had carried out their survey, and their report was expected soon. The survey had been estimated to cost \$US647,500, of which \$US489,000 was being provided by the UNDP and the balance by the Australian Government. Shipping between Australia and the Territory is becoming more competitive with new lines and vessels in the trade. The Administering Authority stated that the recommendations of the Visiting Mission concerning the withdrawal of the Commonwealth Department of Works from the Territory was consistent with the Administering Authority's policy. However, until the Territory's Department of Public Works was able to undertake the design, construction and supervision of all Administration projects, it was being assisted by the Commonwealth Department of Works.

220. The Administering Authority informed the Trusteeship Council at its thirty-sixth session that IBRD had provided \$A6.3 million towards the cost of a \$A13.85 million telecommunications project to extend the automatic telephone exchanges at many centres and to improve trunk line services within the Territory. The project, which would take four years to complete, would be an integral part of the Five-Year Development Plan.

221. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council notes 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 looks 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.

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

ECONOMIC DEVELOPMENT PLAN

222. The representative of France said that the entry into force of the new Five-Year Economic Development Plan was another proof of the desire to develop the Territory. His delegation expressed the hope that the Plan would help to increase the participation of the local population in production and, as the Minister for External Territories had stated, that it would enable New Guinea to become as independent as possible in the economic field.

223. The representative of the United States of America stated that the newly announced five-year programme dominated developments in the economic sphere and certainly promised great benefits to other areas as well. His delegation was most impressed not only by the resources to be devoted to this programme, but also by the critical balance being maintained between efforts, on the one hand, towards increased production and, on the other, towards training and education for the indigenous people so that they might take their proper place in controlling, and participating in, the advances contemplated. While a programme in depth such as this would obviously take time to develop, his delegation would eagerly await the first progress report at the next session of the Council.

224. It was equally clear, he said, that major efforts must be made towards economic self-reliance. This the Administration was also accomplishing—both encouraging needed outside investment and, at the same time, protecting the interests of the people and ensuring their participation in these projects. His delegation shared the hopes of the Administering Authority for the progress which the five-year plan should bring towards the goal of self-reliance and the subsequent right of self-determination.

225. The representative of China stated that in the economic field, his delegation was gratified to note the progress that had been made in the various sectors of the economy during the period under review. He was particularly impressed by the significant growth of export and internal revenue. This was a concrete result of the continuous economic advancement achieved during recent years. The five-year plan recently announced had opened a new page in the development of the Territory. This ambitious programme required greater involvement by the people of the Territory as well as a more substantial financial contribution from the Administering Authority. To help realize the targets of the programme, it might be useful to provide incentives to attract more outside capital with appropriate safeguards for the interests of the indigenous people. It was his delegation's sincere hope that the programme would be carried out successfully so that the people could stand on their own feet and look towards their political future with confidence.

226. The representative of the United Kingdom said that his delegation had been pleased to note the adoption of the Five-Year Economic Development Plan in accordance with the recommendation of the IBRD Survey Mission. His delegation noted that the basic aim of the Administering Authority remained the development of the Territory for self-determination, and the greatest possible economic viability of the Territory when this stage was reached. The Plan was indeed an ambitious document, providing for an increase in the Administration's expenditure of over 50 per cent by the end of the five-year period, and envisaging rapid progress in the economic field. His delegation welcomed the assurance by the Administering Authority that, on the basis of mutual co-operation with the House of Assembly, it was prepared to assist in the achievement of the programme by the continued provision of very extensive aid. Given the enormous task of development which lay before New Guinea, it was satisfactory that the investment of outside capital was being encouraged, subject to suitable safeguards to protect the interests of the population.

227. The representative of the Union of Soviet Socialist Republics stated that the Administering Authority's policy in the economic field, as would be seen from the report and the statement of the Special Representative, amounted, as in the past, to encouraging an influx of foreign capital into the economy of the Trust Territory and to granting boundless privileges and favours to foreign companies. In his statement, the Special Representative of the Administering Authority had spoken in great detail about the Five-Year Economic Development Plan for New Guinea. He had claimed that the fundamental aim of that Plan was the achievement of economic independence and autonomy for New Guinea.

228. In the view of the Soviet representative, the report and the statement of the Special Representative showed that agriculture would constitute the foundation of the economy of the Territory in the future, whereas the industry of the Territory would be concentrated in the hands of foreign monopolies. This meant that, if the Plan were put into effect, New Guinea would be in a situation of complete economic dependence on Australian and other foreign capital. So it was not surprising that the Five-Year Plan had caused some very justifiable alarm as to what its eventual outcome would be. In the opinion of the Director of the Australian National University, Dr. Krokombé, as a result of the implementation of this Plan 52 per cent of agricultural production would be in the hands of non-indigenous population and by the 1980s, if the Plan were put into effect, at least 90 per cent of all business and industry, and probably closer to 95 per cent of all income from business, would be in the hands of foreigners. The fact that the Administering Authority was moving precisely in this direction in the development of the economy of New Guinea was demonstrated by the intensification in recent times of the penetration of foreign monopolies in the main branches of industry in the Territory.

229. The Soviet representative considered that the attempts of the Administering Authority to have everyone believe that the new Development Plan for the Territory would lead to its economic independence and autonomy would not withstand serious criticism. The Plan was, in fact, an obstacle to the achievement of economic independence. It was safe to assume that foreign capital would not fail to leave its mark on the Territory, where the low level of wages of the indigenous people was enshrined in the law. His delegation could explain the fact in this way, that in the Administration of the Territory the total number of highly paid Australians had not only not diminished over the past year but had grown considerably, as could be seen from the table on page 35 of the report.

230. The Special Representative of the Administering Authority said that in Australia as in the Territory any major government undertaking was and should be the subject of public discussion and criticism. The whole idea of the five-year programme was to improve the general economic condition of the people of the Territory, so it was to be expected, indeed it was essential, that the programme should be widely discussed and understood.

231. He pointed out that the Administering Authority had made it clear that it wanted to see greater opportunities for the employment of Papuans and New Guineans in private industry and administration and to build up the capacity of the local people to develop and manage their own enterprises.

232. He stated that one of New Guinea's greatest economic problems was common to most developing areas in the world: an acute shortage of domestic capital for development purposes. The capital resources of the Territory itself were insufficient for putting into action an operation on the scale of the five-year development programme. Therefore much of the necessary capital had to come from outside the Territory. Every reasonable effort was being made to stimulate the accumulation and investment of domestic capital, but outside resources had to be called on.

233. He pointed out that the discussion last year in the House of Assembly had shown that the great majority of the members of the House agreed that the five-year programme was the best and indeed the only feasible answer at present to the Territory's immediate needs and future requirements.

234. In seeking to attract overseas capital, the Administration was very much aware of the necessity to protect the present rights of the indigenous people and to preserve for them a just and reasonable share in the major economic enterprises that were being started in the Territory.

PUBLIC FINANCE

235. The representative of France stated that in the economic and social field, the intention of the Administration to ensure progress appeared to his delegation to be borne out by the size of the Australian subsidies, which had been increased once again this year and now amounted to \$A87 million. He noted especially that, despite this increase, the share of local resources in the budget of the Territory had also increased, thus demonstrating that the Territory had made progress.

AGRICULTURE

236. The representative of France stated that agriculture remained the essential resource of the Territory. His delegation hoped that the Administration would continue to encourage its development and particularly the participation of the indigenous population not only in the cultivation of new crops, such as coffee and pyrethrum, where most of the production was already in the hands of the indigenous population, but also in the production of older crops, such as copra and cocoa, where for historical reasons the role of the New Guineans was much smaller. His delegation had said the previous year that it was fully in favour of the experiment to introduce oil palms in New Britain by using foreign capital in the Territory, and it sincerely hoped that the enterprise would succeed.

237. The representative of the United States of America said that despite the importance of the Five-Year Economic Development Plan, it did not serve to overshadow several other major economic advances. In particular, the projects involving palm-oil development in New Britain and copper in Bougainville were noteworthy not only in their successful exploration of the Territory's resources, but also in the protection of the rights of inhabitants. His delegation believed that the Administering Authority should, as soon as feasible, devise plans for the transfer to the people of the Territory of those shares in the enterprises which had been reserved to them. He felt that in due course this would become an important aspect of their further development.

238. The representative of the United Kingdom was glad to note that, in line with the agreement expressed last year by the Council with the Visiting Mission's findings, efforts continued to be made to diversify agricultural pro-

duction in order to reduce the Territory's dependence on too small a number of cash crops. The introduction of tea, pyrethrum and oil palm already seemed to be showing beneficial effects. His delegation noted that tests were being made into the possible cultivation of sugar, the extraction of essential oils, and the potential of the silk-worm industry; it was his hope that these tests would show a satisfactory future for these operations.

239. He welcomed the establishment of the cattle management school, which had opened in April 1969, and the importation of breeding cattle. He noted also the loan by the Papua and New Guinea Development Bank of the considerable sum of \$A28,600 to a New Guinean to develop a cattle property in the Eastern Highlands District. His delegation hoped that the Administration would continue to distribute a substantial number of cattle to projects and stations in the Territory, and that the Development Bank would continue to give priority to this field.

FORESTS

240. The representative of the United Kingdom, referring to the Territory's very substantial forest resources, welcomed the efforts to increase the contribution of this resource to the economic advancement of New Guinea. Substantial plantings had taken place, and training in the field of forestry was being enlarged. In this context his delegation drew attention to the endorsement by the Council last year of the expression of hope by the Visiting Mission that arrangements would be developed to make it possible for local clans, tribes and communities owning timberland to combine, form companies, and cut and market their own timber.

LAND TENURE

241. The representative of the United Kingdom stated that while his delegation recognized the Administering Authority's view that the customary forms of land tenure did not provide a satisfactory basis for economic progress, the complexities of the situation had been revealed by the Special Representative when he had given an instance of a piece of land in which no fewer than 7,000 New Guineans had interests, and suggested that the establishment of individual titles might at times prove an impractical proposition. His delegation would accordingly draw further attention to the recommendations of the 1968 Visiting Mission on land tenure questions, which had been endorsed by the Council at its thirty-fifth session.

242. The Special Representative of the Administering Authority said that the ownership of or title to land was one of the major problems facing Papua and New Guinea. In his own district, which was a highlands district in the Southern Highlands, there was very little native-owned land, indigenous land, that was not open to dispute. This resulted, in many cases, from warfare and land-grabbing as a result of conquests in the not-far-distant past—to be more specific, dating back only as far as about twenty years. The Land Titles Ordinance, under which Land Titles Commissioners were appointed, had been set up to handle this matter.

INDUSTRIES

243. The representative of France stated that in the field of industry and mining, the decision—if it was taken by the Conzinc-Riotinto Company, as his delegation hoped it would be—to open the copper mines of Bougainville would be the event of the year. He could only repeat what his delegation said last year, namely, that it saw no objection to the exploitation of natural re-

sources through the use of outside capital, provided that the interests of the Territory and of its inhabitants were respected. In this connexion, measures taken to associate the Territory in the exploitation of the copper of Bougainville and to have it benefit from the profits which it could be expected to yield seemed quite satisfactory.

244. The representative of the United Kingdom noted the work carried out by the Papua and New Guinea Development Bank and the proposal to establish a business promotion and small industries centre to assist New Guinea in starting enterprises in the commercial and development fields. His delegation was glad to note the involvement of the International Development Association in the provision of \$1.3 million for the small-holders' oil palm development programme in New Britain. He welcomed also the contribution which an enlarged fisheries industry, operating where appropriate by means of joint ventures, would make to nutrition as well as to employment and technical training.

245. The United Kingdom delegation particularly welcomed the steps which were being taken to ensure not only that the Territory benefited from the earnings of the large-scale Bougainville copper scheme and New Britain oil palm scheme, but also that New Guineans might have a direct stake in these projects by having a guaranteed share of the equity of the Bougainville scheme and individual block holdings in the oil palm scheme. His delegation certainly believed that local participation in such major private investment schemes in the Territory was very desirable.

246. The representative of the Union of Soviet Socialist Republics stated that the Bougainville Copper Company would be set up in such a way that two thirds of the shares would belong to Riotinto Zinc, a company known for its activities in the southern part of Africa, which was an international monopoly. One third of the shares would belong to the New Broken Hill Company, which had its headquarters in London. They would exploit the extremely rich deposits of copper of Bougainville Island. He said that from the statement of the Special Representative it was quite obvious that the lion's share of the income from the implementation of this project would go to Bougainville Copper and not to the indigenous population. And there was no reason to doubt that if the project went forward Bougainville Island would really become the patrimony of that company.

247. In the view of the representative of the Soviet Union, another fact was that the managers of the company Australia-New Guinea Holdings Ltd. had declared in October 1968 that, together with other Australian companies and the Jardin-Matheson Company of Hong Kong, this company intended to set up a complex of \$A4 million to produce wood products in the Trust Territory. This company would prepare resources for building timber on a site controlled by the Pacific Islands Corporation, Ltd., which was its timber and shipping subsidiary. As stated by the president of the Company, exports of timber and wood products would be worth \$A2 million in 1970 and \$A4 million in 1972. The plan was intended for the Australian and Japanese markets.

TRANSPORT AND COMMUNICATIONS

248. The representative of France stated that it was very good that stress had been placed on transport and telecommunications in a difficult territory where the lack of roads was still a serious handicap for the marketing of agricultural products.

249. The representative of the United Kingdom said that in a Territory with the size and geographical circumstances of New Guinea, the question of transport and communications was of prime importance. His delegation was glad to note the responsibility of UNDP and IBRD for the transport survey which was being carried out by consultants for the Territory. His delegation also noted that a considerable amount of construction and improvement of roads and bridges had been carried out during the year under review. Much of New Guinea was, of course, a very rare example of a region of the world where air transport had preceded road transport.

250. The Special Representative of the Administering Authority stated that the indigenous people throughout the Territory of Papua and New Guinea were themselves taking a greater share in the development of roads, through the local government councils, through money they were actually putting into this kind of development, and through work whose value did not appear in any report. This was a part of the self-help element of the Territory's growth. He said that the Five-Year Plan provided for the expenditure of about \$A57 million on road construction, including \$A29 million on trunk-roads and the Highlands Highway; over \$A11 million on development of agricultural resources and village roads; and \$A10 million on urban roads.

D. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

RACIAL DISCRIMINATION

251. In the annual report under review (T/1692), 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 matters as land acquisition and employment.

252. At its thirty-fifth session, the Trusteeship Council had noted that the Select Committee of the House of Assembly on the Discrimination Practices Ordinance, 1963, had reported that a close study of the application of present legislation was both necessary and desirable and had recommended that its report be considered by the new House of Assembly. The Council had further noted the view of the 1968 Visiting Mission that although racial discrimination was not a major problem in the Territory, there were minor manifestations in some areas. The Council had endorsed the Visiting Mission's expression of hope that every opportunity would be taken to bring about the elimination of these minor manifestations of discrimination.

253. In the annual report under review, the Administering Authority stated that the development of the Territory was regarded as a partnership of local and outside resources and the policy of the Administering Authority was aimed at avoiding discrimination. Discriminatory practices on grounds of race in all licensed establishments and in the sale of goods had been outlawed. By means of broadcasts and other means of communication with the people, the Administration and various voluntary organizations constantly stressed the need for better understanding and better

co-operation among all sectors of the community. The Administering Authority, as recommended by the Visiting Mission, would take every opportunity to eliminate the minor manifestations of discrimination that might occur.

LABOUR

254. There were 68,225 indigenous persons in paid employment at 31 March 1967. Private industry employed 49,475, of whom 31,794 were employed in primary production. The Administration and the Commonwealth Government employed 18,750.⁶

255. In the annual report under review, the Administering Authority stated that there had 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 was now about 20 per cent. A much greater proportion of the population was engaged in various forms of modifications of the traditional subsistence agriculture system and an increasing number was engaged in growing crops for export. The most marked change in recent years in the pattern of wage employment had been the increasing proportion of workers engaged in urban employment in such fields as manufacturing, building construction and commerce, in relation to the proportion in rural employment. The numbers employed in both urban and rural sectors, however, had increased absolutely.

256. At 30 June 1968, the following district staff, both indigenous and expatriate, were employed in New Guinea: 3 regional labour officers, 12 labour inspectors, 11 employment officers, 22 other indigenous staff. Labour inspectors' regional workshops were held at Rabaul and Mount Hagen to provide further training in industrial relations and occupational safety.

257. At 31 December 1967, there were fourteen workers' associations, of which nine were in the Trust Territory and five covered both Papua and New Guinea. The total membership for the fourteen associations was 15,307. Later in the year under review, the Staff Association of the Papua and New Guinea Institute of Higher Technical Education was registered as an industrial organization. Other industrial organizations representing workers both in Papua and in New Guinea included the Bank Officials' Association, the Public Service Association, the Police Association, the Local Teachers' Association and the Staff Association of the University of Papua and New Guinea. No separate figures for New Guinea were available for the associations covering both Papua and New Guinea.

258. At its thirty-fifth session, the Trusteeship Council had commended to the Administering Authority the recommendations of the 1968 Visiting Mission: (a) that more encouragement be given to the formation and strengthening of trade unions in the Territory; (b) that the standards set out in the Native Employment Ordinance for governing the employment of contract labourers be reviewed as to adequacy, and that more personnel be allocated to the Department of Labour to permit more frequent inspections and strict enforcement to ensure that the rights of workers were fully protected. The Council had noted that a Tripartite Labour Mission (consisting of senior government offi-

cials, Australian employers and trade-union leaders from Australia) had visited the Territory in April 1968; the Council had expressed the hope that its report would give new impetus to the trade-union movement.

259. The Administering Authority, in its annual report under review, stated that officers of the Department of Labour in the Territory assisted industrial organizations to obtain registration, advised on day-to-day affairs and conducted workers' education programmes. It further stated that it was the policy of the territorial Administration to increase the number of labour inspectorial staff as the work force grew. The Department of Labour had embarked on a comprehensive training programme for indigenous officers to fit them for positions within the inspectorial service.

260. Mr. Toua Kapena, Ministerial Member for Labour and Special Adviser to the Special Representative, informed the Trusteeship Council at its thirty-sixth session that unions in the Territory of Papua and New Guinea, after the last session of the Council, had numbered seventeen. Since that time only three unions had been established, in Port Moresby, and the number was now twenty.

261. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council continues to endorse the recommendations of the 1968 Visiting Mission in this field as set forth by the Council in the report of the thirty-fifth session. The Council notes the efforts to expand the labour inspectorial staff and hopes that they will continue and that greater use will be made of indigenous staff.

The Council welcomes the new ordinance to establish machinery for settling disputes and claims in the Public Service. The inclusion of Papuans and New Guineans on the Conciliation and Arbitration Tribunal, which will deal with these issues, is an important step.

PUBLIC HEALTH

262. At 30 June 1968, there were seventy-four Administration hospitals in New Guinea. Two of these were tuberculosis hospitals, three were leprosy hospitals and one was a combined leprosy and tuberculosis hospital.

263. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-sixth session that the new Goroka Base Hospital, which cost nearly \$A3 million and accommodated over 250 patients, had been opened on 9 April 1969. Work had also commenced on a psychiatric ward at Taurama Hospital, Port Moresby, and a central tuberculosis laboratory at Lae. The Territory had a comprehensive health service, staffed largely by indigenous personnel. More than \$A14 million was being spent on health services in the current year. A system of small hospital charges, which had been tried earlier, was being extended to other main hospitals throughout the Territory in March of this year. The purpose of those small charges was to show that health services had to be paid for; however, no one was denied treatment because of inability to pay. Progress continued to be made in malaria control.

264. There were thirty Administration centres, including five rural health centres, providing maternal and child health services. There were also 600 village clinic centres serving 1,909 villages with a total population of 387,541. In addition, there were 879 aid posts throughout the Territory.

⁶ Information concerning the number of indigenous workers classified by industry and basis of engagements for the year ending 30 June 1968 is not available, but will be included in future annual reports.

265. Missions also maintain hospitals, clinics and aid posts. At 30 June 1968, there were seventy-three mission hospitals, 138 maternal and child welfare centres and 1,523 village clinic centres run by missions. Missions also maintained 112 aid posts. In their activities in the health field, missions were assisted by the Administration through a system of grants-in-aid and subsidies and by the supply of drugs, dressings, equipment and general stores. The annual report under review stated that there were no private hospitals other than those conducted by missions. There were, however, ten medical practitioners, one dentist and eighteen pharmacists registered for private practice in New Guinea.

266. Dental services were available in twenty-eight Administration centres in New Guinea, with a staff of ten dental officers and thirty-one dental assistants/nurses. The Administering Authority stated that the number of schools included in the School Dental Services had increased from 412 to 447 and the number of children enrolled increased from 49,500 to 67,500. During the period under review there were thirty-two students in the dental training programme: twenty-four dental officers and assistant students and eight dental mechanic students.

267. The Special Representative informed the Trusteeship Council at its thirty-sixth session that there were 11,300 hospital beds in the Territory of Papua and New Guinea, and that there were 206 doctors, of whom forty-three were Papuan and New Guinean. As regards the proportion of doctors to thousands of population, there was one doctor for every 11,000 members of the population.

268. Expenditure on health services during the year 1967/1968 amounted to \$A7,838,510, including \$A51,784 for hospital and medical equipment. Other expenditures by the Administering Authority on works and services of a capital nature and on the maintenance of hospitals, engineering, water supply and sewerage, as well as the construction of water supply, sewerage, hospital and ancillary buildings, amounted to \$A1,484,676. According to the Administering Authority, local government councils reported an expenditure of \$A184,972 from their own funds, while ascertainable expenditure by missions from their own funds amounted to \$A588,000.

269. At its thirty-fifth session, the Trusteeship Council had noted with satisfaction the observation of WHO that health services in the Trust Territory had been progressing constantly. With regard to dental health, the Council had taken note of the views of the 1968 Visiting Mission on this subject and had been encouraged by the comments of WHO concerning the training of dental personnel. It had expressed the hope that there would be a steady expansion of dental services in the near future.

270. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-sixth session that during the year the Administration had concluded a basic agreement with WHO, which had been giving assistance to the Territory for some years, particularly by means of fellowships.

271. The representative of WHO informed the Trusteeship Council at its thirty-sixth session that the fields in which WHO was mainly involved were malaria, environmental health, public health administration, nursing, health education, dental health, maternal and child health, and education and training. WHO's assistance

to the Trust Territories was apparent from substantial increases in its budget estimates for this purpose during the last few years. Whereas WHO's financial provisions for 1968 had amounted to \$20,000, the corresponding figures for 1969 and 1970 had been \$61,755 and \$94,235, respectively. In accordance with present needs and local possibilities, the greater part of these provisions was spent on fellowship programmes, in order to provide local personnel with the possibility of specializing abroad. There was in the Territory a large group of diseases, the control of which depended very much on people working together. Self-help was, in short, the key to control and since WHO was aware that health programmes often failed when health workers tried to force them onto people who did not understand what was being done, WHO was putting special emphasis on the health education of the population.

272. In the annual report under review, the Administering Authority stated that the Administration of the Territory provided extensive dental services throughout the Territory. The Administering Authority considered that the dental services provided were of the same level as other health services. The basis of the dental health programme was prevention of dental disease in children.

273. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council notes the continuing emphasis being placed by the Administering Authority on the Territory's health programme and the construction of the new hospital at Goroka. The Council is pleased to note the agreement between the Administering Authority and the World Health Organisation and the significant increase in WHO's assistance to the Territory, particularly in the form of an expanded fellowship programme. The Council hopes that there will be steady expansion of health services and that increasing emphasis will be given to public health education.

HOUSING

274. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-sixth session that the first houses of the Papua and New Guinea Housing Commission had been made available to tenants in early 1969. The Commission would encourage its tenants to buy the houses, and would assist other indigenous people in buying and building houses. In the current financial year, the Administration and the Housing Commission would spend over \$A4 million on the construction of more than 1,000 low-cost houses. Future housing schemes would, as far as possible, be based on racially integrated neighbourhoods.

275. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council notes with approval the effort being made in the construction of low-cost housing and hopes that this programme will be continued.

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

LABOUR

276. The representative of the Union of Soviet Socialist Republics stated that a glance at the social situation of the indigenous people showed that in this field also the efforts of the Administering Authority fell far

short of the requirements of the Charter of the United Nations and the resolutions of the General Assembly. His delegation continued to witness the legislative endorsement of flagrant inequality and discrimination against indigenous peoples in wages paid for work done. In violation of international employment standards, the Administering Authority had set up in the Public Service of the Trust Territory payment to indigenous persons for precisely the same work which was between one half and one third of the payment received by an Australian or other overseas person for the same work. Foreign companies did not lag far behind the Administering Authority in implementation of this pernicious practice in the payment of the indigenous people. The Soviet delegation believed that discriminatory legislation in the field of wages and labour in the Trust Territory ought to be abolished and repealed immediately.

277. The Special Representative of the Administering Authority stated that overseas officers in the Public Service were providing necessary experience and skills which could not yet be provided by indigenous people but which were essential for the present running of the Territory and its development. This was a temporary situation. Overseas officers received considerable allowances in addition to their flat salaries. The justification for this situation was recognized by all countries which contributed qualified personnel to work in developing areas either through bilateral arrangements or through the United Nations and its specialized agencies.

278. The Special Representative said that it was unrealistic to suggest that the same sort of arrangements were not entirely justified in Papua/New Guinea. It would be equally unrealistic to suggest that local officers' wages be raised to the total level of emoluments of overseas officers. It was a generally accepted principle, and one that had been endorsed by the 1968 Visiting Mission, that the salaries of local public servants in New Guinea must have relationship to the general level of incomes and to the economy of the country. The present salaries for the Public Service of Papua and New Guinea had been fixed only after a very long and comprehensive examination of a great deal of evidence produced by the Administration and Public Service employees, including an examination of the salary structures and salary scales in a number of developing countries.

PUBLIC HEALTH

279. The representative of the United States of America stated that his delegation was impressed by the further advances in the already excellent health programme. Faced with major problems of distance and terrain, which affected so many programmes in the Territory, the medical services continued to perform outstandingly, and the indigenous involvement in the medical programme was exemplary.

280. The Special Representative of the Administering Authority said that WHO had said complimentary things about the hospital services in the Territory; and indeed, without such a well-organized and humane programme as had been carried out in this field by the Administering Authority, it would not be in the fortunate position of being able to go ahead with confidence to achieve its aims as expressed in the five-year programme.

E. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

281. The Department of Education is responsible for the administration of the Education Ordinance and Regulations and is required to provide for the educational needs of all sectors of the community. All non-government schools in the Territory are conducted by missions. These schools are subject to inspection by departmental inspectors.

282. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-sixth session that an advisory committee on future relationships between mission education and the administration system had been appointed by the Minister for External Territories on 7 February 1969. The main tasks of the Committee were to advise on improving co-ordination of educational activities of the Administration, missions and local government; to advise on possible changes in mission school teachers' salaries and Administration financial support; to consider possible changes in the organization of teaching, including the question of a single teaching service for all schools; and to advise on means of ensuring greater participation by local communities in the planning and financing of primary education. The Committee had been asked to have regard to the educational targets of the economic development programme and the resources available, and the Government's objectives of fostering greater national unity and giving full opportunity to missions to provide for the needs of all desiring a religious education. The Committee expected to present its report in October 1969.

283. During 1967/1968, the number of Administration schools increased from 355 to 358 and the number of pupils enrolled from 53,140 to 56,298, while the number of recognized mission schools decreased from 932 to 923, and enrolments increased from 98,706 to 100,721. Enrolments in exempt mission schools decreased from 30,516 to 28,772.

284. The Special Representative informed the Trusteeship Council at its thirty-sixth session that in 1969 school enrolment in Papua and New Guinea had increased to 240,000.

285. In 1968, the total number of children enrolled in primary schools was 173,344. Of these, 49,062 were attending Administration schools, 95,510 were at recognized mission schools and 28,772 were at mission exempt schools.

286. Pupils enrolled in primary "A" schools numbered 3,512 and those enrolled in primary "T" schools totalled 169,832.

287. Secondary education is provided at seventeen Administration high schools and twenty-four mission high schools. In 1968, high school enrolment was 5,060 in Administration high schools and 4,121 in mission high schools, compared with 4,093 and 3,382 in the previous year.

288. The Special Representative informed the Trusteeship Council at its thirty-sixth session that under the five-year development programme priority would be given to secondary and tertiary education with special attention to technical and vocational training. At present there were more than 17,000 children attending secondary schools in Papua and New Guinea, and by 1973 it was planned that there would be 25,750.

289. A UNICEF/UNESCO science teaching project began operations during the year under review. That part of the project relating to secondary schools aims at improving the professional competence of science teachers in Administration and mission secondary schools and at improving facilities in secondary school laboratories. To this end UNICEF has allocated \$136,000, of which \$126,000 has been awarded for the supply of science apparatus and tools.

290. Technical education is provided at four types of schools—vocational, technical high schools, trade schools and technical colleges. Training in manual arts is also given in Administration comprehensive high schools. Enrolment of students at the various types of Administration technical schools at 30 June 1968 totalled 1,777. Of this number, 1,046 students were in vocational schools and 731 in technical schools and colleges. There are ten mission technical schools in the Territory with a total enrolment of 378 students.

291. The Trusteeship Council, at its thirty-sixth session, was informed by the Special Representative that vocational centres provided short courses in particular skills which are in demand in local communities and which would help to raise living standards. Examples of courses offered in these schools are carpentry, building construction, motor maintenance, and improvement of water supplies. Types of training and courses vary because of different economic conditions throughout the Territory. The courses were designed for students with Standard 6. In 1969, there were forty-seven vocational centres with a total enrolment of 2,200. It is planned that this number will increase to over 5,000 in the next five years.

292. Teacher-training courses are conducted at Administration and mission colleges. Administration colleges conduct two-year primary courses, secondary courses of three years' duration and technical courses ranging from six months to two years. In 1968, the total enrolment at all teacher-training colleges in the Territory of Papua and New Guinea was 399 in Administration colleges and 677 in mission colleges. The corresponding figures for 1967 were 168 and 577.

293. The Goroka Teachers' College opened in June 1967. The College offers three-year courses for the training of secondary school teachers. The United Nations Special Fund is supplying \$1.5 million over five years, matched by the Government's own expenditure of over \$A2.5 million for the buildings, staff, equipment and other costs of operating the College.

294. According to the Administering Authority's current report, emphasis continued to be placed on the recruitment and training of indigenous teachers, with special courses being held as required to inform teachers of new methods and techniques as well as improving practice in particular areas.

295. At the thirty-sixth session of the Trusteeship Council, Mr. Matthias Toliman, Ministerial Member for Education and Special Adviser to the Special Representative, stated that under the economic development programme annual intakes for teacher training in Papua and New Guinea would be increased from about 1,000 in 1968 to 1,300 in 1973. Over the period of the programme, 4,000 new teachers would become available for positions in Administration and mission schools. The Administration had built its own teachers' training colleges and was supporting the missions in building such colleges. A new mission teachers' college at Vunakana near Rabaul, his own electorate, would be opened

later in 1969. This institution would eventually train 200 students a year. Another large mission teachers' training college had been proposed at Port Moresby.

296. In 1967/1968, expenditure by the Administration on education was \$A10,271,000, compared with \$A9,721,000 for the preceding year. Grants-in-aid provided for mission schools totalled \$A1,528,000, compared with \$A1,405,000 in the preceding year. Expenditure by missions from their own funds was \$A2,931,000 in 1967/1968, compared with \$A2,682,000 in 1966/1967.

297. Expenditure on education for Papua and New Guinea in 1967/1968 was \$A23.5 million and over \$A25 million in 1968/1969. Administration expenditure on education over the five years from 1968/1969 to 1972/1973 was projected to be of the order of \$A150 million.

298. The University of Papua and New Guinea offered degree courses in arts, law, science and education. In the current year the University received a grant of \$A3.65 million from the Administration. A permanent council of the University was appointed in November 1968 and it included two indigenous members. The enrolment in 1968 was 197 and for 1969 it was 268.

299. The Special Representative informed the Trusteeship Council at its thirty-sixth session that a new institution, the Sogeri Senior High School, had been opened during the year under review. At present most of the students coming to the university undertook a year of preliminary study before beginning their formal courses leading to a degree. The Sogeri High School offered a twelve-month course of study which was designed to replace this preliminary year at the university. This was its first year and it had an enrolment of 89 students.

300. The Institute of Higher Technical Education began its first courses in 1967 with an enrolment of thirty-one indigenous students. The Institute is being established at Lae; diploma courses in civil engineering and surveying are being given in temporary quarters. Consideration is being given to introducing courses in architecture, building science, business studies, accountancy, electrical engineering and mechanical engineering as soon as facilities permit. In 1968, the enrolment was ninety-five and for 1969 it was 140.

301. A diploma course in agriculture was begun at the Vudal Agricultural College in 1965. Other specialized institutions are the Forestry School, Bulolo, the Papuan Medical College and the Police Training College.

302. Most of the scholarships which are available for higher education in Australia are offered by the Administration. Scholarships cover all tuition fees, boarding costs, clothing expenses, a cost-of-living allowance, a textbook allowance and medical, dental and optical expenses. At present there are four New Guinean and three Papuan students studying at Australian universities in the faculties of economics, arts, social studies, law and pharmacy.

303. The Special Representative informed the Trusteeship Council at its thirty-sixth session that most of the students at tertiary institutions and the university were on full-expense scholarships provided by the Administration.

304. The Adult Education Council was established in 1963 to advise the Administrator on the organization and development of adult education activities and has continued to function under the chairmanship of the

Director of Education. The Council consists of seven officers of the Public Service, including two indigenous officers and representatives of voluntary organizations. After-school classes for adults are now established in the vernacular, Pidgin or Motu and English. All classes include instruction in arithmetic, general knowledge and current affairs as well as in literacy.

305. At its thirty-fifth session, the Trusteeship Council had noted the commendation contained in the report of the Visiting Mission for the impressive advances made in education, particularly tertiary education, in the past two or three years. The Council had also noted that education was being adapted by the Administration to the balanced political, economic and social development of the Territory. It had continued to believe that industrial and commercial firms could contribute considerably to this development by expanding and intensifying their in-service training and apprenticeship programmes, and had expressed the hope that the private sector of the economy would respond by continuing to improve these programmes.

306. The Council had agreed with the Visiting Mission's recommendations that separate "A" schools be abolished and that all children in a locality should attend the same school with modifications in the syllabus, where necessary and justified, for children whose first language was English and who might be expected to complete their education in Australia.

307. The Council had noted the observations of the Visiting Mission concerning the enrolment of girls in primary schools, and shared its hope that every encouragement would be given to parents to send their daughters to school.

308. The Council had also endorsed the Mission's recommendation that greater efforts be made, particularly at the secondary level, to prepare: (a) texts and teaching materials in all subjects oriented towards and drawing upon New Guinean sources and culture; and (b) courses and textbooks on New Guinea itself, its origins, history, traditions, culture and peoples, as well as courses dealing with the history and peoples of the South Pacific and South-East Asia, particularly the related Melanesian and Polynesian areas.

309. The Council had recalled the belief, expressed at its thirty-fourth session, that it would be prudent to expand further existing programmes of adult education including practical demonstration courses in, for example, the domestic sciences, home economics, farming techniques and civics. The Council noted the statement of the Administering Authority that existing adult education programmes already included practical courses in these fields. The Council considered that existing programmes in these fields should be intensified and expanded.

310. The Council had noted the views of the Visiting Mission on the use of overseas volunteers and agreed with the recommendation that a more affirmative approach be taken to recruit and train persons in greater numbers for a minimum of two years' service and that these efforts be supplemented by a greater use of volunteers from such other countries as were willing to make them available and as the Administration saw fit to request.

311. In the annual report under review (T/1692), the Administering Authority stated that it was recognized that there were valuable advantages of cultural assimilation where circumstances made possible an integrated and parallel "A" and "T" stream in one school. There were in fact several schools with "A" and "T"

syllabuses now operating. A merging of "A" and "T" schools, however, as recommended by the Visiting Mission, had to be considered in the light of available resources in each locality so that duplication of facilities, materials and staff and the fragmentation of classes, with a consequent restriction of the number who could attend school, could be avoided. Except in remote primitive areas, parents were enrolling girls in substantial numbers. The Administration was taking action to encourage parents to allow girls to go on to secondary education.

312. The Administering Authority appreciated the need to develop special texts, teaching materials and textbooks orientated towards New Guinean sources and culture. Considerable effort had already been made and courses in both Administration and mission secondary schools were now prepared specially for the Territory. Special curriculum committees were working continuously and could be aided considerably in the future by the co-operation of academic staff at the University of Papua and New Guinea.

313. The part which could be played by volunteers in the Territory was fully appreciated and the policy of the Administering Authority was to support the Overseas Service Bureau in a way which preserved the independent and voluntary character of the Bureau and its activities. The Administering Authority wished to exploit fully the present source of volunteers before turning to other sources.

314. At the thirty-sixth session of the Trusteeship Council, the Special Representative stated that the syllabus of primary "A" schools presupposed that English was the mother tongue or the language of communication in the home of the child attending the school. These schools provided education for children of expatriates, many of whom were short-term contract officers with the Administration. The syllabus of primary "T" schools was designed to meet the needs of the indigenous child whose parents did not speak English. The curriculum included the specialized teaching of English as a foreign language, and instruction in social studies, which had direct relevance to New Guinea rather than Australian conditions. Several schools with "A" and "T" syllabuses were now operating. An integrated primary school of 120 pupils was proposed at Waigani, near the university in Port Moresby. In the future planning of schools, especially those in town areas, every prospect of integration would be explored. The problems involved in integrating existing schools, including changes in buildings and equipment, needed further study and as the pressing demand in all areas was for new schools, abolition of existing "A" schools was unlikely in the near future. The primary school syllabus was under review with the objective of retaining the best of indigenous achievement and applying it to the pupils' development, while teaching them techniques and experience from other countries.

315. The Special Representative, recalling that in 1968 the Council had expressed the view that industrial and commercial firms could contribute to the Territory's development by expanding and intensifying their in-service training and apprenticeship programmes, informed the Trusteeship Council that the Ministerial Member for Labour had announced an Indigenous Training Incentive Scheme, which would directly subsidize concerns providing special training for employees. Private enterprise was becoming increasingly aware of the need to train more Papuans and New Guineans for higher positions. With the help of the Administration,

employers, voluntary organizations and religious missions, increasing numbers of them were being trained overseas.

316. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council notes that the Administering Authority continues to put a major effort on improving all aspects of the Territory's educational system. Of particular note is the emphasis on education and training in the Five-Year Economic Development Plan.

The Council notes the creation of an Advisory Committee on the Organisation 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 believes the work of this Committee has great importance and looks forward to a report on its findings.

The Council notes that, in addition to the other efforts involved in the successful tertiary education programme, there is an increased effort on training indigenous teachers. The Council urges that this effort be continued and expanded. The Council notes the vocational training programmes both at the lower levels through vocational centres and at higher levels through the technical and secondary schools and trusts that they will be expanded.

The Council renews its recommendation that the "A" schools be abolished entirely in favour of integrated schools with modifications of the syllabus as needed. The Council notes that some "A" and "T" schools have been integrated and further notes the statement of the Special Representative concerning the possibilities of integrating schools to be built in the future, but feels this only meets part of the problem.

The Council continues 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.

The Council notes the action taken by the Administering Authority in response to the suggestion of the Council at its thirty-fifth session that industrial and commercial firms be encouraged to increase in-service training. The newly announced Indigenous Training Incentive Scheme should contribute to such a programme, and the Council will await a report of its results.

The Council is pleased to note that more volunteers from overseas are working in the Territory and hopes they will make a valuable contribution to the Territory's educational programme.

DISSEMINATION OF INFORMATION ON THE UNITED NATIONS

317. At its thirty-fifth session, the Trusteeship Council had shared the Visiting Mission's opinion that it would be a great help to the United Nations Information Centre at Port Moresby if a full-time travelling officer could be appointed to the staff.

318. The annual report under review (T/1692) stated that the dissemination of information on the role and nature of the United Nations in Papua and New Guinea was primarily a function of the United Nations Information Centre at Port Moresby. The Administration co-operated closely with the Centre and had active education programmes on the role and nature of the United Nations which supplemented the Centre's efforts. Textbooks and film strips were prescribed in schools to

educate senior classes on the work of the United Nations, and special days such as Children's Day were celebrated throughout the Territory.

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

319. The representative of France stated that education was most advanced along the coast and in the islands, but was still lagging in the interior. His delegation, therefore, could only encourage the Administration to continue the considerable efforts observed in this field by the 1968 Visiting Mission. He was pleased to note that school enrolment had considerably increased and had now reached 240,000 students. In the matter of primary schools, his delegation continued to agree with the Mission that the most promising course for the future was the progressive merger of the two types of schools which existed at present, with, if necessary, some changes in the curriculum. It expected that there would be a development of secondary education, where, the Special Representative had told the Council, student enrolment would have been almost tripled by 1973. With respect to higher education, which had to train the future leaders of the Territory, he said that it had got off to a good start. He could only urge the Administration to continue to promote its growth and vigorous expansion. In the field of technical education, his delegation had stressed in the past the role which should be played by private firms. His delegation was happy, therefore, to see that the Administration had decided to encourage their efforts by joining with them.

320. The representative of the United States of America said that his delegation continued to believe that the separate so-called "A" and "T" schools were not the best solution to the obvious problems involved in providing an educational system for such a diverse student body. The United States delegation commended the Administering Authority for its efforts to integrate existing schools and hoped that this progress would continue and that future schools would indeed be planned on an integrated basis. In other areas, such as vocational training and incorporation into the syllabus of local culture and history and other studies of direct relevance to the people, the Administration was obviously continuing to improve its already fine programme. Not only the university, but also the wide range of technical schools, provided extensive opportunities for higher education—and opportunities directed towards the needs of the Territory.

321. The representative of the United Kingdom noted that a very considerable increase in school enrolments and graduation was envisaged as part of the Five-Year Economic Development Plan. He welcomed the assurance by the Administering Authority that, on the basis of mutual co-operation with the House of Assembly, it was prepared to help in the achievement of the programme by the continued provision of very extensive aid. The 1968 Visiting Mission had referred several times to statements by New Guineans 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 full part in the running of their country. It was clear that impressive advances had been made in the field of education over the past few years. His delegation had seen the striking figures of increases in school enrolments and in the numbers of schools, and had taken note of the intention, under the Development Plan, to double secondary

school enrolments and to increase fivefold the annual turnout from tertiary educational establishments over the period covered by the Plan.

322. His delegation was also glad that the use of specialist volunteers from Australia and from overseas, especially in the field of education, was being continued in the Public Service of the Territory. The United Kingdom delegation was particularly gratified that volunteers from Britain in significant numbers had been able to play a substantial role in the Trust Territory. The ultimate aim, of course, was the training of people from the Territory to fill the posts in the expanding economic and social programmes, but his delegation had no doubt that the services of suitable volunteers could be of great assistance in the transitional period. His delegation had noted the increased provision for technical education and the very considerable increases in enrolments of teacher trainees, as well as the work of the UNICEF/UNESCO science teaching project. The expansion of the University of Papua and New Guinea had been striking, and his delegation warmly welcomed the expansion of the Institute of Higher Technical Education. He noted the appointment of an advisory committee on the organization of education, and the fact that this would operate specifically within the scope of the objective set by the Administering Authority of fostering greater national unity for the Territory.

323. The representative of the Union of Soviet Socialist Republics referred to the statement of the Special Representative as having declared that the Administering Authority took pride in the social progress made and the achievements in the field of education in the Trust Territory. The paper *Age*, in its issue of 6 February 1969, said that only 14,500 persons out of the total indigenous population of the Territory of New Guinea had an incomplete secondary education. It was interesting to recall that the population of Papua and New Guinea was estimated at 2,184,986, according to the 1966 census figures. Four students who were indigenous persons from New Guinea were being educated in institutions of higher learning in Australia, as the report showed. That was an entirely unsatisfactory figure. In the report mention was made of grants and scholarships given to the indigenous people for acquiring education in Australia. However, the over-all figure of grants that could be enjoyed by the local population was not mentioned. The system for awarding grants for secondary education in Australia was designed to satisfy the needs and requirements of the foreign population and not those of the local inhabitants. The Soviet representative also said that, according to the annual report of the Administering Authority, out of 1,225 scholarships that had been granted in 1968 for secondary education in Australia, the local inhabitants in New Guinea had received only forty-eight, which was less than 4 per cent of the total number. This small number of grants for the local population emphasized the absence of real opportunities open to the indigenous people for acquiring a secondary education. The Administering Authority ought to alter radically its policy in the field of education so that in the very near future the necessary conditions for the training of local cadres, which were so necessary for the social, political and economic progress of New Guinea, would be ensured.

324. With respect to overseas volunteers working in the Territory, the Special Representative of the Administering Authority stated that there were at present about sixty volunteers from the British Voluntary Ser-

vice Overseas, and about ninety volunteers from an Australian organization called Australian Volunteers Abroad who were working in the Territory at various jobs.

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

325. At its thirty-fifth session, the Trusteeship Council had noted with satisfaction the steps taken in the development of the Territory during the period under review, including the successful completion of a well-organized and thorough general election and, with the opening of a new, enlarged House of Assembly, the implementation of the recommendations of the Select Committee on Constitutional Development. It had also noted that the further development of the economy improved the prospect for economic self-reliance, and promised well for the exercise by the people of New Guinea of their right to self-determination.

326. 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 had sought to ensure that the people were brought to self-determination as swiftly as feasible.

327. The Council had noted the view of the 1968 Visiting Mission that the people of the Territory did not yet feel ready for self-government or independence, but that this attitude should not be used as an excuse for delaying progress towards self-determination. The Council had recognized the view of the Administering Authority that a true act of self-determination could not be made until the people themselves requested it. It had believed that the situation called for a continual and intensified programme to bring the population to a full understanding of the meaning and implications of self-determination, with all its options. Such a policy would ensure that the people would be able to determine their future at the earliest possible date.

328. The Council had therefore endorsed the recommendations of the Visiting Mission with respect to self-determination, as follows:

(a) There should be a more vigorous programme of political education through all available publicity media. In particular, a greater effort was required to explain what was meant by the terms "self-government" and "independence" and the significance of the local government councils and the House of Assembly as integral parts of their own Government;

(b) Every effort should be made to associate the people more closely in the exercise of power in order to facilitate a transfer of responsibility when self-government or independence was achieved;

(c) Some firm assurance should be given the people that self-government or independence did not in itself involve the cessation of financial and technical assistance from Australia. The people should also be informed of the experience of other Territories which had become independent in recent years and which were still receiving aid, not only from the former administering country, but from other countries and international organizations as well.

329. The annual report under review (T/1692) stated that the Administering Authority had an intensive political education programme aimed at village communities, schools and urban societies. This was operated by the Administration through its radio broadcasts, the field staff of the Department of District Administration and special booklets published in simple English and Pidgin. The Australian Broadcasting Corporation assisted the Administration with broadcasts aimed at giving the people every opportunity to obtain political education. Local government councils, co-operatives and other local groups provided basic political education to supplement the school programmes in social studies which were also framed to this end. Local government councils provided village communities with a practical demonstration of governmental procedures and conducted education programmes on the workings of the House of Assembly. Councillors and members of the House of Assembly were also brought to Australia on political education tours.

330. The report further stated that in May 1968, the Administering Authority implemented the recommendations of the territorial House of Assembly Select Committee on Constitutional Development by increasing the representation and participation by indigenes in the House and in the executive government of the Territory.

331. In conclusion, the report stated that the Administering Authority's basic policy for Papua and New Guinea was to develop them for self-determination. A basic self-reliance in all economic matters was necessary if the people were to exercise a real choice at the time of self-determination. The terms of the relationship in the future could only be worked out between the then Government of a self-governing Papua and New Guinea and the then Government of Australia. The question of informing the people of the experiences of other Territories which had recently gained independence was a matter for the usual publicity and education channels and was being considered by the Administration in a review of its whole programme of political education.

332. At the thirty-sixth session of the Trusteeship Council, the representative of the Administering Authority quoted from a recent statement by the Minister for External Territories concerning his Government's policy in regard to the future of the Territory and possible future relationships between the Territory and Australia. On 20 March 1969, the Minister for External Territories stated in the Australian Parliament that the choice of their future form of government was one for the people of the Territory to make; 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.

333. The Minister further stated that it was the people's prerogative to terminate the present Territory status and to adopt independent status if they wished to do so; and that should the people wish to remain in association with Australia after self-determination, this would require the agreement of the Australian Government of the day. He also stated that they did not know the time in the future at which the question of association between Papua and New Guinea and Australia might arise, or whether it would arise. If, however, decisions were required by Australia about the kinds of association that would be acceptable to Australia, those decisions could not be made now. It was the Government's view that they would have to be made at the

appropriate time by the Government of the day in the light of the circumstances then existing.

334. Mr. Toua Kapena, Ministerial Member for Labour and Special Adviser to the Special Representative, referring to General Assembly resolution 2427 (XXIII), stated that only a small number of people in the Territory had been making definite statements about target dates for self-government or independence. The great majority of members who had been elected in last year's election were taking a cautious approach to changing the Territory's present status. The big questions that the people talked to their elected representatives about were more schools, more roads and more field service officers to help them improve their living conditions and to give the children better advantages. These were the biggest concerns in the Territory at present. In last year's election there had been only a small number of younger men who had been talking about target dates for independence.

335. He also stated that he knew that he was speaking for the majority of the members of the House of Assembly when he said that their future was theirs alone and that they did not want other people to be telling them what to do, or what they should be doing. He stated that the majority of members of the House of Assembly understood that, in accordance with the Charter, the future of the Territory rested with the wishes of the majority of his people and that when his people had made up their minds about what they really wanted, they would get it.

336. At its thirty-sixth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the steps taken during the period under review in instituting the new constitutional arrangements and the operation of the system to date. The Council also notes that attention is already being given in the Territory to the next steps that might be taken in the evolution towards self-determination. The Council notes the statement of the Special Adviser, Mr. Kapena, that the great majority of the members of the House of Assembly are taking a cautious approach towards changing their present status, and that they feel strongly that the future is theirs to decide without interference or direction by others.

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.

The Council notes the view of the Administering Authority that the choice of their future form of government is one for the people of the Territory to make; that it is for them to decide the pace of political development and the nature of that development; and that changes which the majority of the people do not want will not be imposed on the Territory.

At its thirty-fifth session, the Council endorsed the Visiting Mission's recommendation that some firm assurance should be given the people that self-government or independence does not in itself involve cessation of financial and technical assistance from Australia. The Council welcomes the Administering Authority's assurance that Australia will continue to give financial and

other assistance to the Territory. The Council considers, 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.

The Council also notes that the Administering Authority has introduced a new programme of political education in the Territory, but believes, 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" needs to be explained and the experience of other Territories in their evolution from dependent status should be made known.

The Council therefore renews 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.

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

337. The representative of France stated that with respect to the future of the Territory, his delegation was mindful of the statement made by the Minister for External Territories on 20 March 1969 to the effect that: "The choice of the future form of government must be made by the population of the Territory. It is up to them to decide what will be the speed of political development and the nature of that development. . . . It is the prerogative of the population of the Territory to put an end to the present status of the Territory and to adopt the status of independence if it so wishes". The statements made before this Council by the representatives of the Administering Authority confirmed his delegation's belief that the Administering Authority remained determined to carry out successfully the task entrusted to it by the United Nations.

338. The representative of the United States of America said that, regarding the future of the Trust Territory of New Guinea, his delegation continued to support the policy of the Administering Authority that the pace and direction of developments towards a more permanent status for the Territory should be subject to the wishes and desires of the people of the Territory. Obviously, those people must be given the opportunity to experiment and to develop their constitutional institutions. This was being done and the process was apparently moving at an accelerating pace. In conclusion, the United States delegation welcomed the commitment made by the Minister for External Territories that even after the conclusion of the Trusteeship, Australia would continue to provide financial and other assistance towards the development of the Territory. This pledge, coupled with the even stronger emphasis on the more basic need for self-reliance and the local effort required to achieve this goal, was a major contribution to the evolution of the Territory towards self-determination. As such, it was consistent with, and complementary to, the commendable way in which Australia continued to meet its obligations under the Trusteeship Agreement and continued to lead the Territory towards its day of self-determination.

339. The representative of China stated that his delegation had noted many encouraging advancements

in the general conditions of the Territory. His delegation would like to pay a tribute to the Administering Authority for the manpower and money it had devoted to the development of the Territory. He trusted that through the joint effort of the Administration and the people, the objectives of the Charter would be attained in due course. In referring to the resolution adopted by the House of Assembly of Papua and New Guinea (see T/1697), the representative of China stated that his delegation took the view that in reaching its conclusions on the Territory of Papua and New Guinea, the Council must take due note of the formally expressed wish of the elected representatives of the people.

340. In concluding his observations, the representative of the United Kingdom stated that it was clear that in the present stage of constitutional development the operation of the House of Assembly and the Administrator's Executive Council was giving the elected representatives of the people of New Guinea a valuable opportunity to obtain experience in the working of the constitutional system. His delegation welcomed the fact that constitutional processes were in motion and that the House of Assembly would be keeping constitutional and political change under constant review. This provided a useful element of flexibility. The United Kingdom representative said that against this background of flexibility in constitutional arrangements, of the extensive programme of political education, of the introduction of the co-ordinated Economic Development Plan and the extensive economic development now in progress and envisaged for the future, and of the widespread increase in education in the Territory, the Council could, in the view of his delegation, express satisfaction that conditions for effective and real self-government were being firmly and steadily brought into effect in the Trust Territory. The very real progress and solid achievements which were taking place all the time in the political, economic, social and educational fields were hastening the day when the people of the Trust Territory would feel confident of their ability to determine their own future status and thereafter to control fully their own affairs and destiny.

341. The representative of the Union of Soviet Socialist Republics said that the facts showed that Australia was refusing to put into effect the terms of the Charter and the Declaration on the Granting of Independence to Colonial Countries and Peoples, which make it compulsory for Australia to guarantee the necessary conditions for the advancement of the indigenous people to authentic self-determination or independence.

342. His delegation decisively condemned the Administering Authority for its determination by all possible means to delay the granting of independence to the Trust Territory for the sake of the continued exploitation of the human and natural resources of New Guinea and in order to use that Territory for the construction of military bases which had absolutely nothing in common with the interests of the indigenous people of the Trust Territory.

343. He rejected as entirely groundless the various "theories" about the exceptional nature of the conditions and the lack of preparedness or incapacity of the population of the Trust Territory for self-determination or independence. All those theories were being used to justify acts which were intended to lead to annexation of the Trust Territory. To implement that policy in respect of the Trust Territory, the trustee Powers made use of the colonial majority in the Council to have their policies endorsed, thereby avoiding fulfillment of their

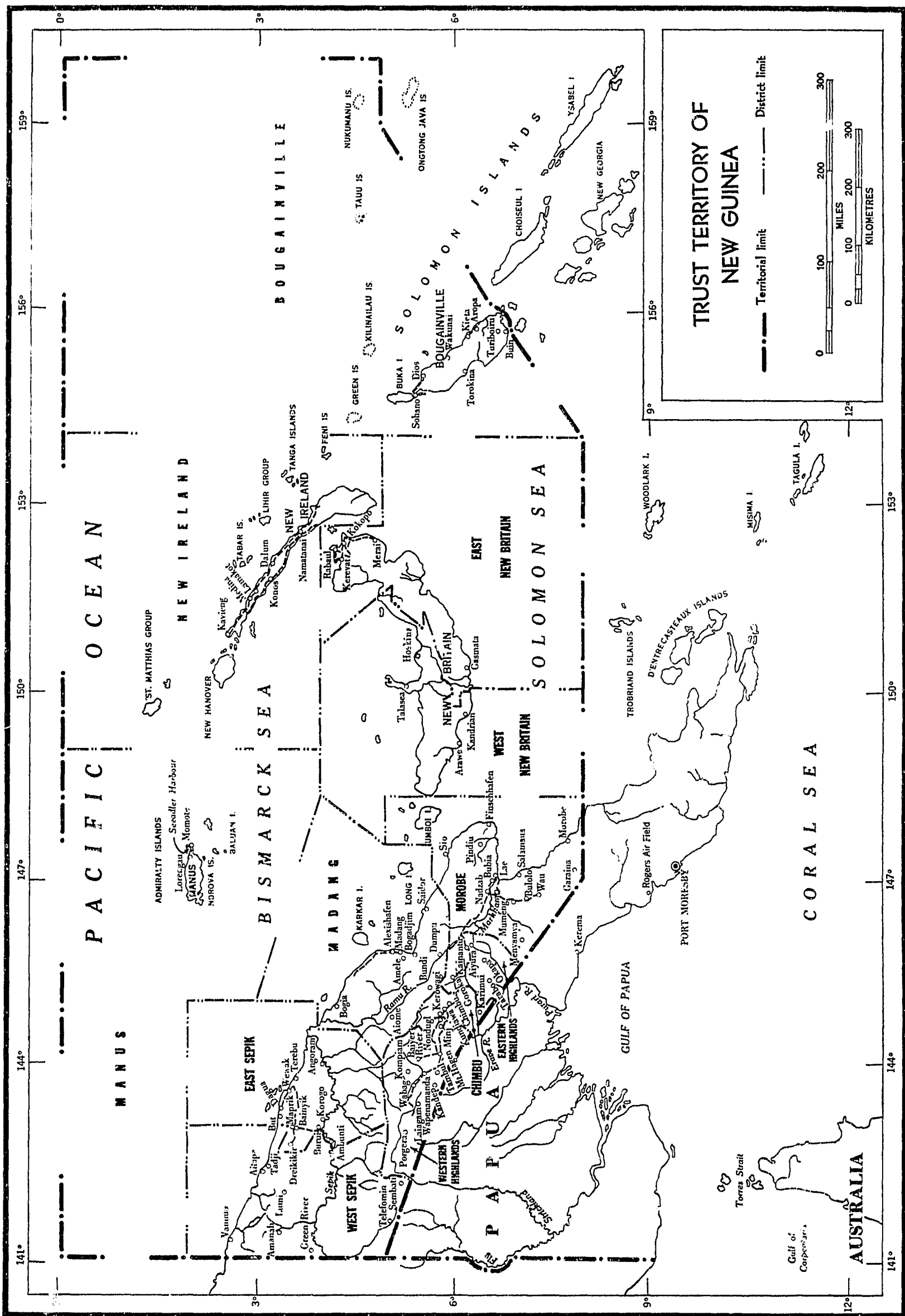
obligations under the Charter to guarantee the necessary conditions for the advancement of the peoples of the Trust Territories towards self-determination as stipulated by Article 76 of the Charter and also the Declaration on the Granting of Independence to Colonial Countries and Peoples.

344. His country called for the immediate and unconditional implementation of the Declaration with respect to New Guinea and Papua and with respect to all colonial and Trust Territories. In its opinion, the Trusteeship Council ought to demand that Australia give effect to the decisions of the General Assembly that military bases in Trust Territories should be dismantled and military activity in them stopped, since they constituted an obstacle to the achievement by the peoples of Trust Territories of their right to self-determination.

345. The representative of the Administering Authority said that the essential purpose of the new constitutional arrangements was to give greater responsibility in the executive branch of government to elected representatives. He reiterated that the present constitutional system was transitional in nature. It would change in the light of experience and in the light of changes asked for and sought by the people of New Guinea and by their elected representatives. He would like to remind the representative of the Soviet Union that the present arrangement had been based on the examination of a report by the Select Committee on Constitutional Development, which itself had consisted of members of the House of Assembly. That Committee had spent a long time travelling around the Territory, finding out just how much popular understanding there was of the present system of government and what changes people had wanted made in it. That Committee had presented detailed reports to the House

of Assembly. Those reports had been transmitted to the Administration and the Australian Government and had been accepted. What the Administering Authority had now in the executive field was an experiment which would change in the light of experience. There was already before the new House of Assembly a motion from a private member, which would be debated further this month, to set up another committee to examine these recent constitutional changes and to make recommendations for further changes. He emphasized that the nature of these changes and the pace at which they were going to be introduced would be set by the elected representatives. They would take their lead from what was actually happening in the country and what the people whom they represented were telling them.

346. In concluding his statement, the Special Representative of the Administering Authority stated that what the Administration had tried to do was to describe to the Council major changes which had taken place in a period of twelve months in Papua and New Guinea, where the pace of change and development had been rapid. His delegation had described innovations in institutions of government and had given statistical information on economic activities. Descriptions of institutions and the listing of figures sometimes sounded a little inhuman. What mattered really was what these changes were doing for the men and women who inhabited the Territory. The Special Representative said that the changes in their way of living and their attitudes towards each other were intended to prepare them for self-determination, to place them in a position to make definitive decisions about the organization of their society and their future. That was what self-determination meant, and that was what the Administration was working for.



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