



**REPORT**  
**OF THE**  
**TRUSTEESHIP COUNCIL**

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**19 June 1971—16 June 1972**

**GENERAL ASSEMBLY**  
**OFFICIAL RECORDS : TWENTY-SEVENTH SESSION**  
**SUPPLEMENT No. 4 (A/8704)**

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*New York, 1972*

### 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 1972 was as follows:

##### *Members administering Trust Territories*

Australia  
United States of America

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

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

##### B. Officers

2. Mr. W. Tapley Bennett, Jr. (United States) and Mr. Paul Blanc (France) were elected President and Vice-President, respectively, at the beginning of the thirty-ninth session on 23 May 1972.

##### C. Sessions and meetings

3. The Council held the following meetings during the period covered by this report: thirty-ninth session (1388th to 1404th), 23 May to 16 June 1972.

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

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

7. Representatives of the International Labour Organisation (ILO), the 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. The representative of WHO made a statement concerning conditions in the Trust Territory of the Pacific Islands and in Papua New Guinea at the 1398th meeting of the Council, on 2 June.

<sup>1</sup> *Official Records of the Security Council, Twenty-seventh Year, Special Supplement No. 1 (S/19753).*

## Chapter II

### EXAMINATION OF ANNUAL REPORTS

9. The Trusteeship Council had before it the annual reports of the Administering Authorities on Papua New Guinea and the Trust Territory of the Pacific Islands.

10. The annual report of the Commonwealth of Australia on Papua New Guinea, covering the year ending 30 June 1971, was received by the Secretary-General of the United Nations on 23 May 1972. Notes by the Secretary-General transmitting the report and a supplementary report to members of the Trusteeship Council were distributed in documents T/1733 and Add.1. Details of the Trusteeship Council's examination of the annual report of the United States on the Trust Territory of the Pacific Islands are contained in the report of the Trusteeship Council to the Security Council.<sup>2</sup>

11. The Special Representative of the Administering Authority during the examination of the annual report on Papua New Guinea was Mr. Stanley John Pearsall. He was assisted by three special advisers: Mr. Gavera Rea, Minister for Labour and Member of the House of Assembly; Mr. Anton Parao, Member of the House of Assembly; and Mr. Simon Kaumi, Chief Electoral Officer and Acting Secretary of the Department of Social Development and Home Affairs. The report was examined by the Trusteeship Council at its 1395th to 1401st and 1404th meetings.

12. At its 1401st meeting, the Council appointed a drafting committee, composed of the United Kingdom and the United States, to propose, on the basis of discussions which had taken place in the Council, conclusions and recommendations on conditions in Papua 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. At its 1404th meeting, on 16 June 1972, the Trusteeship Council considered the report of the Drafting Committee (T/L.1175) and adopted the conclusions and recommendations contained therein. The Council, on the recommendation of the Drafting Committee, also adopted the revised working paper on conditions in Papua New Guinea (T/L.1171 and Corr.1 and Add.1) as the basic text for the relevant sections to be included in its report to the General Assembly, and decided to include the conclusions and recommendations at the end of each appropriate section. The Council adopted the report of the Drafting Committee by 3 votes to none, with 2 abstentions.

14. In explanation of his vote, the representative of the Union of Soviet Socialist Republics said that although the report contained certain useful recommendations, his delegation had abstained because it did not give a genuine evaluation of the situation obtaining in the Territory. The report expressed particular grati-

fication at what had been done by the Administering Authority in the field of the political, economic and social development of the Territory, something with which the Soviet delegation could not agree. The Soviet Union representative emphasized that the movement of the people of New Guinea towards self-determination and independence had obviously been dragged out, and the Administering Authority refused to set a precise target date for the Territory to attain self-determination and independence. The Drafting Committee had in fact endorsed that abnormal situation, declaring in paragraph 54 of its report that the setting of a precise target date for independence might turn out to be impossible. His delegation could not agree with that, nor could it support that approach to the question of the fate of the people of Papua New Guinea.

15. The Soviet Union representative further said that in the section on economic development in the Territory there was no recommendation about the need for the enactment of effective measures in order to combat the inroads of foreign capital in Papua New Guinea, foreign capital, which was by no means concerned about the economy of the Territory but simply wished to derive profits from the Territory. The economy of the Territory continued to remain, in effect, a raw material appendage to the metropolitan country, was extremely one-sided and depended on the export of only two or three items, the prices of which were, as a result of fluctuations on the world market, extremely unstable. This deprived the economy of the Territory of any stability and caused an increase in the deficit in trade and payment balances. It should be suggested that the Administering Authority take effective steps to prevent the growth of foreign capital investments, to prevent profits from flowing abroad and to put an end to useful raw material being exported abroad without any processing taking place in the Territory. The Soviet Union representative further said that the reference, in paragraph 50 of the report, to General Assembly resolution 1541 (XV) was unnecessary since it had no relevance to the purposes of the Trusteeship System.

16. The representative of Australia stated that, following its traditional position, his delegation had abstained in the voting on the report. It was the duty of his delegation to participate fully in the debate and to answer questions which the Council members might have but not to make recommendations to the Administering Authority which it represented. The Australian representative assured the Council that the Administering Authority and the Government of Papua New Guinea would carefully study the Council's report and would give sympathetic consideration to its recommendations.

17. The Trusteeship Council considered its report to the General Assembly (T/L.1177) at its 1404th meeting, in the course of which it agreed to include

<sup>2</sup> *Ibid.*



in the appropriate sections of the report the observations of members of the Council and of members of the Visiting Mission reflecting their individual opinions. At the same meeting, the Council adopted its report by 4 votes to none, with 1 abstention.

18. In explanation of his vote, the representative of the Union of Soviet Socialist Republics said that his delegation had abstained in the vote for the same reason which motivated his delegation's abstention in the vote on the report of the Drafting Committee.

## Chapter III

### EXAMINATION OF PETITIONS

#### A. Examination of petitions

19. At its thirty-ninth session, the Trusteeship Council considered and examined: (a) one communication circulated under rule 24 of its rules of procedure; and (b) four petitions circulated under rule 85, paragraph 1. The details of the communication and petitions considered and examined are given below, together with an indication of the action taken on them by the Council. The consideration and examination of communications and petitions relating to the Trust Territory of the Pacific Islands are dealt with in the Trusteeship Council's report to the Security Council.<sup>3</sup>

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

20. In a letter dated 27 March 1972, addressed to the Trusteeship Council (T/COM.8/L.7), Mr. Patrick Kissane, a co-operative inspector on a three-year contract with the Administration, stated that his contract had been terminated on 21 January 1972, and that he had been dismissed. He asked the Council to use its influence with the Administering Authority to see that such an action did not recur.

21. At its 1397th meeting, on 1 June, the Council examined this communication and decided to take note of it.

22. The petitions concerning Papua New Guinea mentioned in paragraph 19 above, and the observations of the Administering Authority thereon, were as follows:

(a) A petition (T/PET.8/36) from Mr. Damien Kereku, Mataungan Association, asking the Secretary-General and the Council to request the Australian Government to set a target date for self-government and independence for Papua New Guinea. The Administering Authority, in its written observations (T/OBS.8/23), stated that it was its policy to encourage the movement towards self-government in the Territory. To this end, the Administering Authority looked to the elected members of the House of Assembly to represent the wishes of the majority of the people and to take the initiative on the pace and nature of constitutional development.

(b) A petition (T/PET.8/37) from the Morobe District Councils Conference which appealed to the United Nations to enable the existing Administration of the Territory and the House of Assembly to draft legislation that would provide a legal basis for full control of urban drift and associated squatter problems in the urban areas of Papua New Guinea. A petition (T/PET.8/38) from the Goroka Local Government Council stated that it did not agree with the submission from the Morobe District Councils Conference. There existed legislation that was sufficient to handle such situations. Restrictions on movement within a country

were not considered a solution to the problems but were in effect a restriction of civil liberties. The Goroka Council therefore requested the Trusteeship Council not to accept the action which had been recommended by the Morobe Conference. The Administering Authority, in its written observations (T/OBS.8/25), referred to a resolution adopted by the House of Assembly in August 1969, which requested the Administration to reintroduce restrictions on movements to towns except where a person had been guaranteed employment or was visiting a town for a limited period for a *bona fide* reason. In his comments on that resolution, which had been reported to the House, the Administrator pointed out that, apart from the human rights aspects of the proposal for restrictions on movement into towns, the effective policy of such measures would involve elaborate and costly policing arrangements, and that attempts to restrict such movement by legal processes had not been very effective in other countries. The Administering Authority also stated that it did not consider the existing vagrancy legislation to be completely suitable for Papua New Guinea. The legislation was under review, and it was probable that the Administrator's Executive Council would be asked to decide whether the legislation should be altered. In considering the matter, the Administering Authority would continue to honour its obligations under Article 76 of the United Nations Charter to encourage respect for human rights.

(c) A petition (T/PET.8/39) from the Pangu Party, referring to the removal by the Australian Government of official documents held by its Administration in Papua New Guinea, requested the United Nations to investigate the matter and to take immediate steps to have the removal of those documents suspended. The Administering Authority, in its written observations (T/OBS.8/24), stated that the report received from the officer appointed by the Administration to examine the procedure had shown that only a very small number of documents, which were directly related to the interests of the Government of Australia, had been removed and that their removal in no way affected the historical records of Papua New Guinea. On 5 March 1972, the Acting National Secretary of the Pangu Party had stated that he was satisfied with the assurances given by the Administering Authority.

23. The Trusteeship Council considered petitions T/PET.8/36 to T/PET.8/39 at its 1397th meeting, on 1 June 1972, and decided to draw the attention of the petitioners to the observations of the Administering Authority and to the statements by members of the Council at the current session.

24. At the same meeting, a communication dated 11 November 1971, from Mr. Ken Newcombe, Education Vice-President, National Union of Australian University Students, was also brought to the attention of the Trusteeship Council.

<sup>3</sup> *Ibid.*

## Chapter IV

### VISITS TO TRUST TERRITORIES

#### A. United Nations Visiting Mission to observe the elections to the Papua New Guinea House of Assembly in 1972

25. At its thirty-eighth session, the Trusteeship Council had before it a letter dated 11 June 1971 from the Permanent Representative of Australia inviting the Council to send a visiting mission to observe the elections to the Papua New Guinea House of Assembly in 1972.<sup>4</sup> The Australian Government suggested that the composition of the mission should be determined in accordance with paragraph 5 of General Assembly resolution 2590 (XXIV) of 16 December 1969, in which the Trusteeship Council was requested to include non-members of the Council in its periodic visiting missions to the Trust Territory of New Guinea, in consultation with the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and the Administering Authority, in accordance with the Charter of the United Nations.

26. At its 1387th meeting, on 18 June 1971, the Trusteeship Council adopted resolution 2156 (XXXVIII), in which it decided to send a visiting mission to observe the elections to the Papua New Guinea House of Assembly in 1972. The Council further decided that the Visiting Mission should be composed of members nominated by the United Kingdom, the United States and two other States to be designated by the President of the Council on the basis of consultations with the members of the Council, the Special Committee and the Administering Authority. Subsequently, the President of the Council designated Afghanistan and Yugoslavia as the two States to nominate the other members of the Visiting Mission.

27. At the same meeting, the Council also decided that the nominations to be submitted by the Governments of the four countries concerned would be automatically approved when received. Accordingly, the Mission was composed of: Mr. Mohammad Hakim Aryubi (Afghanistan); Sir Derek Jakeway (United Kingdom); Mr. W. Tapley Bennett, Jr. (United States); and Mr. Aleksandar Psončak (Yugoslavia). The members of the Mission elected Mr. W. Tapley Bennett, Jr. (United States) as Chairman of the Mission.

28. In its resolution 2156 (XXXVIII), the Trusteeship Council directed the Mission to observe the elections to the House of Assembly in Papua New Guinea in 1972, including electoral arrangements, the activities of candidates and political parties, the casting of votes, the closure of voting, the counting of ballots and the declaration of results. The Council also requested the Mission to submit to the Council, as soon as practicable, a report on its observations of the elections, containing its findings, with such observations,

conclusions and recommendations as it might wish to make.

29. The Trusteeship Council examined the report of the Mission<sup>5</sup> in conjunction with the annual report of the Administering Authority (T/1733 and Add.1).

30. At its 1395th meeting, on 31 May, the Trusteeship Council decided to invite the members of the Visiting Mission who were not representatives on the Council to participate in their capacity as members of the Mission, without the right of vote, in the discussion of the report of the Mission. In the course of the discussion, Mr. Mohammad Hakim Aryubi of Afghanistan and Mr. Aleksandar Psončak of Yugoslavia made statements.

31. At its 1404th meeting, on 16 June, the Trusteeship Council considered a draft resolution (T/L.1174/Rev.1), introduced by the representative of France, concerning the work of the Visiting Mission. The representative of the Union of Soviet Socialist Republics proposed orally the addition to the preamble of the draft resolution of a new paragraph which read: "Noting that the Visiting Mission, in accordance with the request of the General Assembly expressed in resolution 2590 (XXIV), included, after consultation with the Special Committee on the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and the Administering Authority, non-members of the Trusteeship Council." The amendment was adopted by 4 votes to none, with 1 abstention. The Soviet Union representative further proposed the addition at the end of the last preambular paragraph of the words: "and also by members of the Visiting Mission". The paragraph, as amended, would read: "Having heard the statements concerning the report made by the representative of Australia and by the Special Advisers, one of whom was the Chief Electoral Officer of Papua New Guinea, and also by members of the Visiting Mission". The amendment was adopted by 4 votes to none, with 1 abstention.

32. At the same meeting, the draft resolution, as orally amended, was adopted by the Trusteeship Council as resolution 2158 (XXXIX), by 4 votes to none, with 1 abstention. In the operative paragraphs of its resolution 2158 (XXXIX), the Trusteeship Council: (1) took note of the report of the Visiting Mission and of the statements of the Administering Authority thereon; (2) drew attention to the fact that, in formulating its own conclusions and recommendations on this question at its thirty-ninth session, the Council had taken into account the observations of the Visiting Mission and the statements made by the Administering Authority; (3) expressed its appreciation of the work accomplished on its behalf by the Visiting Mission; (4) decided that it would continue to take those recommendations, conclusions and observations into

<sup>4</sup> *Official Records of the Trusteeship Council, Thirty-eighth Session, Annexes, agenda item 16, document T/1725.*

<sup>5</sup> *Ibid., Thirty-ninth Session, Supplement No. 2 (T/1739).*

account in future examination of the question; (5) invited the Administering Authority to take into account those recommendations, conclusions and observations as well as the statements made thereon by the members of the Council; and (6) decided, in accordance with rule 98 of its rules of procedure, that the report of the Visiting Mission and the text of the Council's resolution should be distributed in an appropriate form.

33. In explanation of his vote, the representative of Australia said that he had abstained in the vote because in paragraph 5 of the resolution the Council invited the Administering Authority to take into account the Visiting Mission's recommendations, and as representative of the Administering Authority he felt unable to participate in making formal recommendations to it. The Australian representative further said that his delegation greatly appreciated the Mission's report and

reminded the Council of the assurances given by the Chief Electoral Officer of Papua New Guinea that he had found the report most valuable and that in future consideration of the electoral system in Papua New Guinea the Mission's recommendations would be taken fully into account.

#### **B. United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1973**

34. At its 1403rd meeting, on 14 June 1972, the Trusteeship Council decided to dispatch a regular visiting mission to the Trust Territory of the Pacific Islands in 1973. The composition and terms of reference of the Mission are given in the Trusteeship Council's report to the Security Council.<sup>6</sup>

<sup>6</sup> *Official Records of the Security Council, Twenty-seventh Year, Special Supplement No. 1 (S/10753).*

## 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

35. At its thirty-ninth session, the Trusteeship Council considered the question of the attainment by the Trust Territories of the objectives of self-government or independence in the course of its examination of conditions in the Trust Territory of the Pacific Islands and in Papua New Guinea.

36. At its 1403rd meeting, on 14 June, the Council considered its agenda item on this subject and decided to draw attention to the fact that, throughout its examination of conditions in the Trust Territories, members had paid special attention to the measures and steps being taken to transfer all powers to the peoples of those Territories in accordance with their freely expressed will and desire in order to enable them to enjoy self-government or complete independence within the shortest time practicable.

37. At its 1404th meeting, on 16 June, on the proposal of the Soviet Union representative, the Council decided, by 4 votes to none, with 1 abstention, to insert in the preceding paragraph the words "and to be taken" after the words "steps being taken".

38. The Council, at its 1403rd meeting, further decided to draw the attention of the members of the General Assembly and the Security Council to the conclusions and recommendations adopted concerning the attainment of self-government or independence in the two Trust Territories, as well as to the observations made by members of the Council on the question.

39. At its 1404th meeting, the Council unanimously decided to delete from the preceding paragraph the words "the two" before the words "Trust Territories".

#### B. Co-operation with the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples

40. 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 that request and following a decision taken by the Council at its 1404th meeting, the President addressed a letter to the Chairman of the Special Committee informing him that the Council, at its thirty-ninth session, had examined conditions in the Trust Territories, and that the Council's conclusions and recommendations, as well as the observations of the Council members representing their individual opinions only, were contained in its report to the

Security Council relating to the Trust Territory of the Pacific Islands and in its report to the General Assembly with regard to Papua New Guinea. The President 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.

41. At its 1404th meeting, the Council also decided to draw the attention of the General Assembly to the useful co-operation that, again this year, had taken place between the Trusteeship Council and the Special Committee as a result of the participation of two non-members of the Council in the Visiting Mission to observe the elections to the Papua New Guinea House of Assembly in 1972.

42. At the same meeting, the representative of Australia informed the Council that his Government had invited the three members of the Visiting Mission dispatched by the Special Committee to Niue, on completion of their visit to that Territory, to visit Canberra for discussion with the Administering Authority of Papua New Guinea and then to make a short visit to Papua New Guinea itself.

#### C. General Assembly resolution 2865 (XXVI) on the question of Papua New Guinea

43. In resolution 2865 (XXVI) of 20 December 1971, concerning Papua New Guinea, the General Assembly, *inter alia*, decided that, in accordance with the express desire of the people of the Territories, the name to be applied for United Nations purposes to the Territory of Papua and the Trust Territory of New Guinea should henceforth be "Papua New Guinea"; called upon the administering Power to take all necessary steps to ensure the speedy attainment by Papua New Guinea of self-government and independence as a single political and territorial entity and, in that regard, to establish, in consultation with the freely elected representatives of the people, a specific time-table for the free exercise by the people of Papua New Guinea of their right to self-determination and independence; welcomed the invitation extended by the administering Power to the Trusteeship Council to dispatch a special mission to observe the elections to the Papua New Guinea House of Assembly in 1972 and the fact that the mission would be composed as recommended in General Assembly resolution 2590 (XXIV); requested the administering Power to report to the Trusteeship Council and the Special Committee on the implementation of the resolution; and requested the Trusteeship Council and the Special Committee to continue to examine this question and to report thereon to the General Assembly at its twenty-seventh session.

44. The Council considered this resolution, together with the annual report of the Administering Authority covering the year ending 30 June 1971 (T/1733 and Add.1) and the report of the Visiting Mission to observe the elections to the Papua New Guinea House of Assembly in 1972 (T/1739). The Council adopted conclusions and recommendations concerning Papua New Guinea and also adopted resolution 2158

(XXXIX) on the report of the Visiting Mission. At its 1404th meeting, on 16 June, the Council decided to draw the attention of the General Assembly to the action taken in this respect and to the comments made during the debate. The conclusions and recommendations adopted by the Trusteeship Council at its thirty-ninth session concerning Papua 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

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

46. The report of the Secretary-General submitted to the Council at its thirty-ninth session (T/1736) covered the period from 1 June 1971 to 31 May 1972. It contained information on the use made of the scholarships and training facilities offered by 11 Member States of the United Nations. According to information made available to the Secretary-General, no applications for scholarships offered by these Member States were received from either of the two remaining Trust Territories during the period under review.

47. At its 1402nd meeting, on 12 June, the Council considered the Secretary-General's report on the scholarships programme for inhabitants of Trust Territories.

48. At the same meeting, the representative of Australia said that with the increasing number of Papuans and New Guineans undertaking higher education or special training in different fields, there was a growing interest in opportunities for study overseas. Although Australia was the main centre for training outside Papua New Guinea, people of the Territory were also studying in other countries and interest in the opportunities set out in the UNESCO publication *Study Abroad* was much more widespread than before. It was the policy of his Government to encourage in Papua New Guinea the spread of interest in and contact with the outside world.

49. The representative of the United States said that his Government had a continuing interest in providing, to as many Micronesians as possible, opportunities for study and training in areas other than the United States. His delegation hoped that preference would in the future be given to educational institutions of other countries which made training facilities available to Micronesian students.

50. At its 1402nd meeting, the Trusteeship Council decided to take note of the report of the Secretary-General.

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

51. The annual report of the Secretary-General (T/1737) on the arrangements undertaken in co-operation with the Administering Authorities for distributing offi-

cial 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-ninth 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.

52. The report, covering the period from 1 June 1971 to 30 April 1972, set out the activities carried out by the Office of Public Information through its information centres in Washington, D.C., and Port Moresby in disseminating information on the United Nations.

53. The report indicated that publications of the Office of Public Information included most of the titles printed in English for distribution by information centres. These publications also included press releases, special features and weekly newsletters covering the full spectrum of United Nations activities. The report further indicated that, in addition to the regular information material published in English, a number of publications had been printed in pidgin and distributed by the United Nations Information Centre at Port Moresby.

54. The Trusteeship Council considered the Secretary-General's report at its 1402nd meeting, on 12 June 1972.

55. The representative of Australia said that the relevant sections of the current annual report of the Administering Authority and the Secretary-General's report gave a fair indication of what was being done in Papua New Guinea to disseminate information about the United Nations and the International Trusteeship System.

56. The Australian representative further said that there was close co-operation between the United Nations Information Centre in Port Moresby and the Papua New Guinea Department of Information and Extension Services. The Department had been helping the Centre in the translation of its material into vernacular languages and with the printing and distribution of the material. Radio time had been made available for the broadcast of material produced by the Centre. The Administration had provided facilities to the Centre in a number of ways, including assistance given to the Director to travel around Papua New Guinea. As the Director had informed the Visiting Mission this year, he had been able to travel extensively and had visited the main centres in Papua New Guinea one or more times.

57. The Administration was proposing, for this year's Trusteeship Council deliberations, the submission of a report by the Special Representative and the Special Advisers to the Administrator's Executive Council, which would, together with the Executive Council's comments on it, be subsequently issued to the press. The Special Advisers who are members of the House

of Assembly, Mr. Gavera Rea and Mr. Anton Parao, would also submit a report to the House on the Trusteeship Council's proceedings. A special news-sheet, which would contain a suitable *précis* of the report of the Council and the reports of the Papuan and New Guinean members of the Australian delegation, would be prepared and distributed to schools.

58. The Australian representative also said that there was a great consciousness of the United Nations in Papua New Guinea. There was a knowledge of Australia's obligations to the Territory under the Charter of the United Nations and the Trusteeship Agreement, and a serious intent on the part of the Government to continue to encourage the spread of information about the United Nations. There was also a receptive, interested and alert audience.

59. The representative of France said that the report of the Secretary-General and the statement of the Australian representative at the current session showed that the greatest account had been taken of the observations made by the 1971 Visiting Mission concerning the Information Centre in Port Moresby. The Centre had developed its activities considerably in the past year. He considered, however, that the Centre should make a careful and realistic selection of the material forwarded to it so that the material distributed would include only that which was of real and immediate interest to the population or which could prepare it to understand and to assume its future responsibilities.

60. The French representative further said that since Papua New Guinea was now moving rapidly towards self-determination and independence, it would be useful to modify the techniques of the Information Centre. The people were aware of the control exercised by the United Nations as an organization over the actions of the Administering Authority. Now the task of the Centre should rather be that of education. Emphasis should be put on the activities of the United Nations in the economic, social, environmental and similar fields and the Centre should contribute to opening the country to the outside world. The French representative said that his suggestions concerning Papua New Guinea were also valid for the Trust Territory of the Pacific Islands.

61. The representative of the Union of Soviet Socialist Republics said that the report of the Secretary-General showed that on the whole a considerable amount of work had been done in the dissemination of information. He pointed out, however, that the report did not make entirely clear which documents had been distributed in the individual Territories. The Soviet Union representative further said that in the course of the present session of the Council it had been seen that the populations of the Trust Territories did not yet have a clear idea of the purpose of the Trusteeship System. More attention should be paid to the political education of the populations of the Trust Territories and thus to the qualitative side of the dissemination of information. More complete information should be disseminated about the work of the United Nations in the field of

decolonization and about the purposes of the Trusteeship System.

62. At its 1402nd meeting, on 12 June 1972, the Trusteeship Council decided to take note of the report of the Secretary-General.

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

63. The General Assembly, in paragraph 7 of its resolution 2783 (XXVI) of 6 December 1971, drew the attention of the Trusteeship Council to the report of the Committee on the Elimination of Racial Discrimination<sup>7</sup> and requested it to take appropriate action within its terms of reference, as expressed in the relevant parts of the report. In paragraph 2 of part III of its resolution 2784 (XXVI) of 6 December 1971, the Assembly endorsed the opinions and recommendations submitted by the Committee in decision 5 (IV) of its report.

64. In paragraph 1, section III, of decision 5 (IV), the Committee on the Elimination of Racial Discrimination recommended, *inter alia*, that the Trusteeship Council should invite the Administering Authorities to transmit information on a number of matters relating to the implementation of the principles and objectives of the International Convention on the Elimination of All Forms of Racial Discrimination, which were listed in the Committee's report.

65. In paragraph 3, section III, of decision 5 (IV), the Committee recommended that the Trusteeship Council should request visiting missions to the Trust Territories to gather information on the legislative, judicial, administrative and other measures taken by the Administering Authorities concerning the implementation of the principles and objectives of the Convention and to forward this information to the Committee.

66. The Trusteeship Council, at its 1402nd meeting, on 12 June, decided to invite the Administering Authorities to include in their annual reports information on the matters listed in the relevant part of paragraph 1, section III, of decision 5 (IV) of the Committee's report. The Council further decided to take note of the Committee's recommendation, contained in paragraph 3, section III, of decision 5 (IV), and to consider it, as appropriate, at the time the Trusteeship Council decides to dispatch a visiting mission to a Trust Territory.

67. At the same meeting, the Trusteeship Council also decided to authorize the President to propose to the Council at a later meeting which of the petitions appeared to relate to racial discrimination and should be transmitted to the Committee on the Elimination of Racial Discrimination.

68. At its 1403rd meeting, on 14 June, the Council agreed that none of the petitions before it related to racial discrimination and that therefore it would not be transmitting any petitions to the Committee this year.

<sup>7</sup> Official Records of the General Assembly, Twenty-sixth Session, Supplement No. 18 (A/8418).



## Part II

# CONDITIONS IN PAPUA NEW GUINEA

### A. GENERAL

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

##### LAND AND PEOPLE

69. Papua New Guinea consists of the eastern half of the island of New Guinea; the islands of New Britain, New Ireland and Manus; the two northernmost islands of the Solomon Group, namely Buka and Bougainville; the Trobriand, D'Entrecasteaux and Louisiade Islands groups; and a great number of small islands between the Equator and 12 degrees south latitude. It covers an area of 178,260 square miles and has an estimated population of 2,466,986, of whom 1,795,602 reside in New Guinea and 671,384 in Papua.

70. For administrative purposes, Papua New Guinea is divided into 18 districts: five island districts (West New Britain, East New Britain, Bougainville, New Ireland and Manus), seven districts on the New Guinea mainland (Morobe, Eastern Highlands, Chimbu, Western Highlands, Madang, East Sepik and West Sepik), and six on the Papua mainland (Western, Gulf, Central, Southern Highlands, Milne Bay and Northern).

71. At its thirty-eighth session, the Trusteeship Council had noted with interest the statement of the Special Representative that it had been the policy of Australia to advance Papua New Guinea to internal self-government and independence as a united country and that the Administrator's Executive Council had asked the House of Assembly to consider the matter of instituting some form of local citizenship.

72. According to the annual report under review (T/1733), the attitude of the Administering Authority on the subject of unity was based on the conviction that Papua New Guinea could only prosper and promote the welfare of its people as a unified nation. A statement raising the matter of local citizenship had been placed before the House of Assembly on 8 June 1971.

73. At the thirty-ninth session of the Trusteeship Council, Mr. Gavera Rea, Special Adviser and Minister for Labour, stated that one of the matters to which the present Government would give priority was that of fostering a sense of nationhood. The Special Adviser further stated that the Government intended to consult the people on important matters instead of imposing decisions on them. The main dissident elements, people in the Gazelle Peninsula and on Bougainville, were represented within their coalition and would therefore be involved in decision-making.

74. The National Identity Ordinance, 1971, provides that Papua and New Guinea, as constituted by

the Papua and New Guinea Act, 1949-1971, should be known as Papua New Guinea. The Ordinance also establishes a national flag and a national emblem.

75. According to the supplementary report of the Administering Authority (T/1733/Add.1), National Day would be celebrated on 15 September each year. This would contribute to the fostering of a sense of national unity.

76. The representative of Australia informed the Trusteeship Council at the same session that Papua New Guinea had been admitted by a unanimous vote to associate membership in the World Health Organization (WHO).

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

*The Trusteeship Council, which has previously expressed the hope that Papua New Guinea would develop a strong sense of nationhood, thereby permitting it to move to self-government and independence as a single country, notes with particular satisfaction the comment of the Special Adviser that it has taken a significant step toward nationhood with the formation of the first indigenous national government. The Council notes with approval that the Ministry formed by the coalition as a result of the recent elections represents all but three of the main population groups in the country and includes representatives from Bougainville where separatist tendencies are reportedly the strongest. The Trusteeship Council also notes with approval that the group of Papuan members of the House of Assembly, which visited Canberra with a request for special treatment for Papua, went on record in favour of national unity for Papua New Guinea.*

*The Council, which noted with particular satisfaction at its thirty-eighth session that the Territory had participated for the first time in international organizations, is pleased to take note of the admission of Papua New Guinea to associate membership in the World Health Organization (WHO). The Council also notes with interest that the Administering Authority has instituted a programme of training Papuans and New Guineans for future work in their country's foreign service. The Council takes note of the statement in the supplementary report on Papua New Guinea for 1 July 1971 to 12 May 1972 prepared by the Administering Authority that "for all practical purposes both within and without Papua New Guinea, there is no difference between the rights of the inhabitants of the separate territories". The Council hopes that the Government of Papua New Guinea will continue its efforts to devise a single citizenship law for the whole Territory.*

*The Council notes the decision of the Administrator's Executive Council that National Day will be celebrated annually as a nationwide holiday on 15 September.*

**Observations of members of the Trusteeship Council and members of the 1972 Visiting Mission, representing their individual opinions only**

78. The representative of the United Kingdom stated that progress towards self-government and independence might be nullified unless it was as a united country that the Territory achieved its goal. Several visiting missions had commented on feelings expressed in some areas either for greater local autonomy or for separation from the Trust Territory. His delegation was well aware that the Administering Authority and the local Government were conscious of this problem, and welcomed the steps that were being taken to encourage widespread support for the unity for Papua New Guinea. While firm central government within a strong framework was a highly desirable objective, his delegation agreed with the comments made by the 1972 Visiting Mission that aspiration for more local control of local affairs would require careful and understanding consideration by the new House of Assembly.

79. The representative of the United States stated that much had occurred since the Council's consideration last year of Australia's administration of Papua New Guinea. Not the least of the developments that had taken place was the evident strengthening of the unity of New Guinea with Papua, through the continuing and increasingly effective administration of the two parts of the Territory as one. Common citizenship for the people of Papua New Guinea had been seen as contributing to the unity of the merging nation. The attention that had been given to this subject during the past year by the Administering Authority attested to the importance attached to it, and his delegation hoped that the initiative in the direction of a common citizenship would continue, perhaps with early action by the House of Assembly.

80. The representative of France said that members of the House of Assembly who, in the recent past, had not hidden their sympathies for a particular form of separatism belonged to the ministerial coalition and some even held portfolios. Having entered into a system which was based on the principle of the unity of the Territory, they had given up, at least it must be assumed, any secessionist aspirations.

81. The French representative referred to two phenomena that had developed in Papua New Guinea. On the one hand, there was the constitution of elected assemblies and the progressive transfer to them of powers previously exercised by the Administering Authority. This had given a political character to a union which had, at the beginning, been administrative in nature. On the other hand, despite the reservations of certain indigenous people, it would seem, judged by the attitude of the elected representatives, that the inhabitants favoured the union. Moreover, the Administering Authority had spontaneously entered into obligations to which it was not legally bound. In the light of these observations, and recognizing its unique characteristics, that initiative could be acceptable without contradicting the provisions of Chapters XI and XII of the Charter of the United Nations, or anticipating the act of self-determination.

82. The representative of the Union of Soviet Socialist Republics stated that a study of the documen-

tation and the material available to the Council describing the situation in Papua New Guinea and of the statements by the representatives of the Administering Authority, as well as a study of the petitions and of the material provided by the Australian press, showed that the policy of the Administering Authority towards the Territory during the period since the last session of the Council had not undergone any substantial change.

83. The representative of the Soviet Union further stated that Australia continued to pursue the policy of deferring the granting of self-government and independence to the inhabitants of Papua New Guinea. It continued to avoid any establishment of a precise date for the proclamation of self-government and independence for the Territory. At the same time, very significant political events had recently occurred in the Territory, events which displayed the dauntless desire of the people of the Territory for self-determination and independence.

84. Mr. Aleksandar Psončak, member of the Visiting Mission, stated that national identity and unity constituted the only course open to total independence and to the affirmation of the role which Papua New Guinea would be called upon to play in a community with all other nations of the world. This process was being influenced and would continue to be influenced by positive and negative processes as well as by numerous internal and external factors. It was his firm belief that the people of Papua New Guinea, in spite of the prevailing differences and specific characteristics, had decidedly oriented themselves towards creating a united society and a common nation. However, this process need not stall and obliterate local features and characteristics; the accentuated need for unity and central authority should also encourage and stimulate full development of local self-government.

85. The representative of the Administering Authority stated that the Administering Authority had this year for the first time submitted reports on Papua New Guinea as a whole and not simply on the Trust Territory of New Guinea. The Council had responsibilities only in regard to New Guinea, but the country was administered as one country with the agreement of the United Nations; it was approaching nationhood and, in consequence, issues relating to national unity had come more into focus than ever before. Both the Council and the General Assembly had clearly expressed their agreement with the elected representatives of Papua New Guinea, with the Administrator and with Australia that Papua New Guinea should move into nationhood as a united country, and the Administering Authority believed it should foster this unity at every opportunity and in every way. It was a small but none the less significant way to report on Papua New Guinea this year in one report instead of two.

86. The representative of the Administering Authority further stated that it was recognized that in a sense this action blurred some quasi-legal proprieties. The Council, nevertheless, while responsible only for the Trust Territory, had in practice for many years been thinking about Papua New Guinea as a whole. It had recognized in effect the uniqueness of its situation. The Administering Authority therefore asked Council members' understanding and acceptance for the action it had taken.

## 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*

87. The Papua and New Guinea Act, 1949-1971, provides for the administration of the Trust Territory of New Guinea in an administrative union with the Territory of Papua, in accordance with article 5 of the Trusteeship Agreement for New Guinea. The Act, which is administered by the Minister of State for External Territories of Australia, provides for the appointment of an Administrator to administer the Government of the Territory on behalf of the Administering Authority.

88. Amendments to the Act in 1968 provided for the appointment of seven ministerial members and up to 10 assistant ministerial members from the elected members of the House of Assembly. It also provided for an Administrator's Executive Council, consisting of the Administrator, three official members, seven ministerial members and an additional member who may also be an elected member of the House of Assembly.

89. Following the recommendation of the House of Assembly Select Committee on Constitutional Development, a further amendment to the Act, in 1971, provided for the appointment of up to 17 ministers, instead of the positions of ministerial members, to be chosen by the House of Assembly from amongst its members through the House Ministerial Nominations Committee. The ministers in turn choose one amongst them to be Deputy Chairman of the Administrator's Executive Council, their choice having to be approved by the House of Assembly. Provision was also made for the composition of the Administrator's Executive Council, which consists of the Administrator, 10 ministers, one of whom is the Deputy Chairman, and three official members.

90. The Second House of Assembly was composed of: (a) 69 members elected in open electorates; (b) 15 members elected in regional electorates; and (c) 10 official members. Following the recommendation of the House of Assembly Select Committee on Constitutional Development, provision was made for the composition of the Third House of Assembly as follows: (a) 82 members elected in open electorates; (b) 18 members elected in regional electorates; and (c) up to four official members. It may also include up to three nominated members if the House so decides.

91. During the period under review, the Second House of Assembly met four times as follows: 31 August to 24 September 1970; 9 to 20 November 1970; 1 to 19 March 1971; and 31 May to 18 June 1971.

92. At the thirty-ninth session of the Trusteeship Council, Mr. Gavera Rea, Special Adviser and Minister for Labour, stated that in April 1972, the Pangu Party had joined with the People's Progress Party, the New Guinea National Party and several independent members to form the first Government of Papua New Guinea to be controlled by Papuans and New Guineans. With increased responsibilities given to the ministers,

the reduction of the number of official members in the House of Assembly, and the Administration's decision to adopt an advisory rather than an executive role in the House, the Government was in a position really to govern the country. Whereas previously members of the House had acted as individuals, the National Coalition had acted and would continue to act as a solid group in the House.

93. The Special Adviser further stated that the Parliamentary Leader of the Pangu Party, Mr. Michael Somare, as the leader of the senior partner in the National Coalition, had been elected as Deputy Chairman of the Administrator's Executive Council. This meant that he was, in effect, the Chief Minister. Sixteen other members had been selected to form the Ministry.

94. The Special Representative of the Administering Authority pointed out that in a recent statement concerning the role of official members in the House of Assembly, the Minister for External Territories had said that the number of official members had been reduced from 10 to four. It would not be their duty to take part in the process of persuading members of the advantages or otherwise of measures before the House, nor would they vote on matters in which the final responsibility rested with Papua New Guinea ministers. They would answer questions and explain policy on matters before the House on which the Commonwealth had the final responsibility.

95. The Special Representative also referred to a statement made by the Minister on 18 May 1972, in which he said that in the present situation in Papua New Guinea, ministers who were part of an elected executive would formulate and determine policy over a wide range of government activities. Together with this went the responsibility of the Government of Papua New Guinea as a whole for translating the decisions of the executive into legislation or other action in the House. In keeping with this development, the importance of the senior elected representative in Papua New Guinea, the Deputy Chairman of the Administrator's Executive Council, would become more and more apparent as the Administrator gradually withdrew from playing an active role as Chairman of the Administrator's Executive Council. The Deputy Chairman would be seen to be the senior man in the Government—the Chief Minister-elect.

96. Mr. Anton Parao, Special Adviser and Member of the House of Assembly, stated that the formation of a coalition had not been one of the questions considered by the Select Committee on Constitutional Development. The United Party felt that the present Government had been constituted on the basis of personality rather than ideology. The United Party, with 44 members, was the political party with the largest representation in the present House. It had representatives from all areas of the country, while the Pangu Party, the leading party in the coalition, could not claim to be a national party because it did not have representatives from the Highlands. The United Party would endeavour to unify Papua New Guinea, and the people should be allowed to decide their own future. It would not be long before the people had gained sufficient confidence for self-government and independence.

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

*The Council notes with satisfaction that as a result of the 1972 elections, Papua New Guinea has an even more predominantly indigenous legislature with 90 members of the Third House of Assembly being Papuans and New Guineans and with expatriate members of the House reduced from 27 to 9. The Council also welcomes the reduction in the numbers and in the responsibilities of the official members in the House.*

*The Council also welcomes the establishment of a ministerial system whereby, as the Australian Minister for External Territories has stated, indigenous ministers as part of an elected executive formulate and determine policy over a wide range of government activities. The Council notes that the ministerial members of the Administrator's Executive Council, as part of an executive led by a Chief Minister, although formally accountable to the Council will, in practice, be responsible to the House of Assembly. The Council particularly welcomes the assurance of the Minister for External Territories that the importance of the senior elected representative in Papua New Guinea, the Deputy Chairman of the Administrator's Executive Council—in effect the Chief Minister—will become increasingly apparent as the Administrator gradually withdraws from playing an active role as Chairman of the Council. The Council welcomes the assurance by the Administering Authority that the power of veto will not be used in areas where ministers have full and final authority. The Council notes with satisfaction that for the second successive year the veto has not in fact been used.*

*The Council notes that, in accordance with the decision of the Second House of Assembly, the administering Power has prepared a programme which lists the legislative and administrative actions that will be required before self-government, including a progressive transfer of the Government of Papua New Guinea to those areas of government where the Administering Authority still retains final responsibility. The Council welcomes all these measures as significant steps in the political advancement of the Territory and looks forward to hearing at its next session how the exercise of its increasing powers by the new Government is working.*

*The Council also notes from the statement of the Special Adviser representing the National Coalition that it is the intention of the new Government to establish a constitutional committee to examine the present system of government and to establish whether it is suitable for the future needs of Papua New Guinea. The Council wishes to express the hope that as the report of such a committee may be the basis for far-reaching changes in the country's constitutional framework affecting all the people of Papua New Guinea, all sections of the population, including the main opposition party, will be given the opportunity to make their views known to the committee. The Council also hopes that these views will be taken into account in the formulation of the committee's recommendations.*

#### *Political education*

98. With the presentation of the final report of the Select Committee on Constitutional Development, in March 1971, the Administration was reported to be planning major changes in its political education programme, prompted by the Administration's desire to

campaign for national unity throughout Papua New Guinea. A principal object of this programme was to explain to the people, in an impartial and uniform manner, the concepts of self-government and independence. Attention was also being given, in this new programme, to the political education of expatriates within the framework of localization.

99. At the thirty-ninth session of the Trusteeship Council, the Special Representative referred to a press release issued in Port Moresby on 19 May 1972, in which the Chief Minister had said that the Government planned to intensify political education programmes throughout Papua New Guinea. The programmes would have three main aims: to explain how Papua New Guinea's political system works; to show how this system might be made to respond democratically to the will of the people; and to promote the cause of national unity. The responsibility for co-ordinating all the groups involved in promoting political awareness would lie with the interdepartmental Political Education Committee.

100. Mr. Anton Parao, Special Adviser and member of the House of Assembly, stated that the United Party considered that political development, from village level through national level, had to be pursued strongly. His party stood for village participation in local government councils; area authorities; regional participation in a form of regional control; and one central Government elected by the people of Papua New Guinea.

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

*The Council notes the intention of the Government, as expressed by the Chief Minister, to intensify political education programmes. The Council also notes that, according to the Chief Minister, the programme will concentrate on explaining the working of the political system in Papua New Guinea, how it responds to the wishes of the people and the promotion of national unity.*

*The Council commends the Administration for its efforts in regard to political education and welcomes the intentions of the new Government in this regard. The Council particularly welcomes the establishment of a political education committee to co-ordinate the activities of all groups involved in promoting political awareness throughout Papua New Guinea.*

*The Council notes, however, that although the programme of political education has had a considerable impact, the 1972 Visiting Mission has found that basic concepts such as self-government and independence were not clear to many people, including some candidates standing for election. Considerable effort will still be required before a thorough understanding of the basic precepts of the political process is achieved throughout the country. The Council recalls its recommendation, made at the thirty-eighth session, that the expatriate community should be included in the Administration's programme of political education and expresses the hope that this important aspect will not be overlooked.*

#### *Political parties*

102. Several political parties were active in Papua New Guinea during the period under review: United Party, Pangu Pati (Papua New Guinea Union Party), People's Progress Party, Under-Developed Districts

Party, New Guinea National Party, Mataungan Association, New Guinea Labourer Party, United Political Society and Peli Association.

103. At its thirty-eighth session, the Trusteeship Council had agreed with the recommendation of the 1971 Visiting Mission that consideration should be given to possible means of encouraging existing parties to establish truly national organizations. The Administration was reported to be aware of the dangers of regionalism and, through its political education programme, would continue to promote the concept of political parties organized on national lines. However, according to the Administration, the problems arising from the divisiveness of the traditional tribal language and kinship systems should not be overlooked.

104. At the thirty-ninth session of the Trusteeship Council, Mr. Gavera Rea, Special Adviser and Minister for Labour, stated that in the elections to the Third House of Assembly many of the seats had been fought along party lines for the first time. Political parties had become more or less respectable, and the two major parties had endorsed a large number of candidates. The Pangu Party had campaigned on a policy of immediate self-government. The United Party, based mainly in the Highlands, had gone to the polls on a policy of delaying self-government to some time in the distant future. Two smaller parties, the People's Progress Party and the New Guinea National Party, had also contested the elections.

105. The Special Adviser and member of the House of Assembly, Mr. Anton Parao, stated that the historical background of the country, as well as its diversity of languages and geography, had made it very difficult to launch a national political party. Recently, however, the question of the timing of self-government and independence had become of interest to everyone and had led to the creation of the United Party. This party regarded the development of a strong political party system as essential. It maintained that political parties in Papua New Guinea were immature at this stage and should be allowed to grow and flourish meaningfully in the minds of the people.

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

*The Council recalls that at its thirty-eighth session it noted the opinion of the 1971 Visiting Mission that the lack of political parties with a solid nation-wide base was a source of weakness in the House of Assembly. The Council notes from the report of the 1972 Visiting Mission and from the statements of the Special Advisers that the number of political parties operating in the Territory has markedly increased since the thirty-eighth session and that two main parties, the Pangu Party and the United Party, although drawing the bulk of their adherents from the coast and from the Highlands, respectively, also enjoy support from elsewhere in Papua New Guinea. In this respect, the Council has had its attention drawn to the fact that the Ministry formed by the National Coalition in the House of Assembly includes representatives from all but three of the main population groups of Papua New Guinea.*

*The Council welcomes the recent emergence of more political parties and the broadening of their bases of support. Although the Council hopes that the Administration will continue to encourage political parties to develop on a truly national basis, it considers that the onus for this rests primarily on the parties themselves.*

*The Council notes from the report of the Visiting Mission that radio time was made available during the election campaign to representatives of three of the main parties. The Council hopes that sympathetic consideration will be given by the new Government to requests from political parties, including those not represented in the National Coalition, to make periodic broadcasts in support of their policies.*

#### *House of Assembly elections*

107. General elections to the House of Assembly are held in Papua New Guinea every four years on the basis of universal adult suffrage. All persons over 18 years of age are entitled to enrolment and to vote at the elections. Each elector is entitled to vote both for the open and for the regional electorate in which he is enrolled. Candidates who seek election in regional electorates must possess the educational qualifications specified by, or determined under, the regulations.

108. The third general elections to the House of Assembly were held in March 1972. In accordance with Trusteeship Council resolution 2156 (XXXVIII) of 18 June 1971, these elections were observed by a United Nations Visiting Mission. The Mission's report is contained in document T/1732.

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

*The Council, in its resolution 2158 (XXXIX), adopted on 16 June 1972, has expressed its appreciation for the work achieved by the Visiting Mission.*

*The Council notes the view of the Visiting Mission that the conduct of the elections by the Administering Authority was comprehensive, thorough and fair and commends all concerned in the administration of the elections on the success of their efforts. The Council wishes particularly to commend the part played by the Chief Electoral Officer of Papua New Guinea.*

*The Council also notes with interest the various criticisms and suggestions made by the Visiting Mission concerning the conduct of the 1972 elections. The Council notes the statement made by the Chief Electoral Officer indicating his satisfaction with the report and welcomes his assurance that he regards the criticisms as constructive and fair and will give careful consideration to recommending to his Minister the introduction into the House of Assembly of any necessary consequential legislation.*

#### *Judiciary*

110. The Supreme Court is the highest judicial authority in the Territory. Subject to prescribed conditions, the High Court of Australia has jurisdiction to hear and determine appeals from judgements, decrees, orders and sentences of the Supreme Court. District courts are established in each administrative district. In addition, there are local courts as well as children's courts and wardens' courts.

111. At its thirty-eighth session, the Trusteeship Council had taken note of the opinion of the 1971 Visiting Mission that the programme of localization of the judiciary needed to be speeded up since it had affected only the lowest level of the judiciary, which was an unsatisfactory situation in a Territory approaching self-government. The Council had also taken note of the statement by the Special Representative that difficulties existed in speeding up localization in an area where fairly long periods of training were required and

that the Administering Authority would do everything in its power to see that indigenous magistrates were appointed to office as rapidly as possible.

112. According to the current annual report, an examination of arrangements for the localization of the magistracy had been one of the major objectives of a review of the lower courts system made in February 1972. The proposed recommendations included the establishment of a career service for magistrates and court officials with a view to increasing recruitment of trainees and of encouraging the retention of qualified magistrates. The training of local court magistrates so that they could qualify for appointment as district court magistrates had also been recommended.

113. At the thirty-ninth session, the Special Representative informed the Trusteeship Council that there were 42 court magistrates in the field, compared with 27 in the previous year. Fifty-two Papuans and New Guineans were in training to become magistrates, compared with 21 in the preceding year.

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

*The Council, recalling the opinion of the 1971 Visiting Mission that the programme of localization of the judiciary needed to be speeded up, notes with approval the increase, since the thirty-eighth session, both in the number of indigenous magistrates in the field and in the number of trainees now undertaking instruction.*

*The Council notes with interest that an examination by the Department of External Territories and by the Administration of the jurisdiction, supervision and localization of the court system in Papua New Guinea has been completed and is now due for consideration by the Administrator's Executive Council. The Council also notes that the report of a working party on the establishment of an indigenous career magistracy has also been completed and trusts that its recommendations will be studied and, if appropriate, implemented as a matter of priority.*

*The Council also notes that the question of establishing a system of village justices to settle disputes at a lower level than the present system of local courts is under review and that the views of the people of Papua New Guinea are being canvassed on this proposal. The Council looks forward to learning the result of this review at its fortieth session.*

#### *Local government*

115. Under the Local Government Ordinance, 1963-1971, the Administrator-in-Council may establish by proclamation local government councils which have authority in defined areas, subject to the laws of Papua New Guinea, to do the following: (a) control, manage and administer the council area, and ensure the welfare of the council area and the persons therein; (b) organize, finance or engage in any business or enterprise; (c) carry out any works for the benefit of the community; and (d) provide, or co-operate in providing, any public or social service.

116. Eight new councils were established during the year. In September 1971, there were 156 local government councils covering a population of 2,241,954, representing 91.75 per cent of the population of Papua New Guinea.

117. District advisory councils are non-statutory bodies established to advise the district commissioner

on matters affecting the district. There is a district advisory council in each of the 18 districts in Papua New Guinea. The district council consists of the district commissioner, who is its chairman, and members appointed by the Administrator for terms of two years. Members of the House of Assembly, who are also eligible for appointment to district advisory councils, are entitled to attend meetings of district advisory councils in their electorates and to participate fully in all council business.

118. 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. Membership of town advisory councils consists of private citizens and administration officials appointed by the Administrator for a one-year term or until such time as a local government council assumes control of the town, whichever is the shorter period; the chairman is elected annually from among the members.

119. In its supplementary report (T/1733/Add.1), the Administering Authority stated that urban areas had been declared in the four town councils of Lae, Madang, Rabaul and Port Moresby.

120. At its thirty-eighth session, the Trusteeship Council, taking note of the observation of the 1971 Visiting Mission that there remained a gap between the local government councils and the central Government, had welcomed the statement by the Special Representative that under the Local Government (Authorities) Ordinance, 1970, the Administrator-in-Council might establish area authorities that would be lateral extensions of local government, occupying a position between local government councils and the central Government. The Special Representative had also stated that when area authorities had taken up responsibility for the preparation of district development plans and the allocation of rural development funds, district advisory councils would be abolished. The Council had shared with the 1971 Visiting Mission the view that the proposed new area authorities were to be welcomed and that they should be given as much responsibility and real authority as was consistent with the overriding aim of maintaining the unity of the whole Territory.

121. The Local Government (Authorities) Ordinance, 1971, amending the 1970 Ordinance and providing for local government authorities within the system, was adopted by the House of Assembly in March and came into effect on 15 May 1971. According to the report under review, the local government functions of area authorities would be determined in consultation with representatives of district local government councils. Central government functions to be delegated or devolved would initially include responsibility for determining the priorities for rural development fund work. It was expected that there would be increasing involvement in assessing the comprehensive value of all development projects within the areas for which they were established. Other functions would be decided as each authority developed. Area authorities would also take over the role of the district advisory councils for the area in which they were established.

122. According to the current annual report, no area authorities had yet been established but planning was going ahead in six districts at present. Consultation had been proceeding at the council and ward level in preparation for the early establishment of area authorities in those districts.

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

*The Council notes with approval that more local government councils have been established since its thirty-eighth session and that these now cover 92 per cent of the population. The Council, appreciating that progress in covering the remainder of the Territory will of necessity be slower than that achieved in the initial stages, notes that it remains the intention of the Administration to extend councils into all areas as soon as practicable.*

*The Council notes with interest the preparation for the establishment of area authorities and further special purpose authorities which will take over functions previously performed by the district advisory councils together with additional powers delegated to them by local government councils. The Council notes with satisfaction that the primary purpose of the establishment of these bodies is to enable greater participation by the people of the Territory in the affairs of government at the district level. The Council shares the opinion of the Administering Authority that these councils will perform some of the functions previously exercised by local government councils in a more efficient and economical manner.*

*The Council welcomes the information given to it by the Special Representative regarding the improvement in the situation on the Gazelle Peninsula and expresses the hope that the Tolai people will speedily*

*find a lasting solution to the deep-rooted obstacles which have recently inhibited the operations of the local council system in the area. In this respect, the Council welcomes the decision by the representatives of the Mataungan Association to work with the National Coalition as part of the Government of the whole Territory, in contrast with their previous inclination towards a separate status for the Gazelle Peninsula.*

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

124. The Minister of State for External Territories is responsible for the public service in such matters as the creation and abolition of offices, changes in the classification, designation and duties of officers, and the determination of salaries and allowances. The Public Service Board, comprising a Chairman and three members appointed by the Minister, is responsible for the proper administration of the public service.

125. The public service consists of three divisions: the first, which includes departmental heads; the second, which includes positions of an administrative, professional or clerical nature; and the third, covering all offices not included in the first or second divisions. Any position in the public service is accessible to members of all sections of the population.

126. Local and overseas staff, by division, at 31 August 1971 and 31 March 1972, were as follows:

Division	Staff at 31 August 1971			Staff at 31 March 1972		
	Local	Overseas	Total	Local	Overseas	Total
Second .....	1,795	4,527	6,322	2,151	4,733	6,884
Third .....	14,308	3,057	17,365	14,618	2,996	17,614
TOTAL	16,103	7,584	23,687	16,769	7,729	24,498

127. Plans to speed up localization at all levels of the public service, while retaining at the same time the services of experienced overseas officers, were announced in August 1971. According to the report under review, section 49 of the Public Service Ordinance, which empowers the Public Service Board to give preference to an efficient local officer over any overseas officer for promotion to a higher position, would be used to accelerate localization at all levels of the public service. Certain modifications to the Employment Security Scheme had been announced with special provisions for overseas officers who wished to terminate their service or whose services would no longer be required after independence. For officers who wished to remain after independence, the Administering Authority had guaranteed that it would negotiate with the future Government of Papua New Guinea to ensure that conditions of employment would not be altered to the disadvantage of the officer.

128. At the thirty-ninth session of the Trusteeship Council, the Special Representative stated that from September 1971 to February 1972 promotions of local officers had proceeded at an accelerated pace compared with the period from March to August 1971. Over the periods referred to above, the number of promotions confirmed were as follows: in the second division, 121, increasing to 216; in the third division, 262, increasing to 813.

129. In addition to the extensive training programme now being conducted at the Administrative

College and in departmental training institutions, the Public Service Board would accelerate training of local officers at all levels of the second division of the Public Service.

130. At the thirty-ninth session of the Trusteeship Council, the Special Representative stated that the Administering Authority had decided to change the functions of the Australian School of Pacific Administration from an institution training expatriates for service in Papua New Guinea to one which would be devoted almost entirely to training Papua New Guineans for the public service of their country. It would be financed by the Administering Authority.

131. Training at the Australian School of Pacific Administration would be co-ordinated with, and be supplementary to, training at the Administrative College and other training centres in Papua New Guinea. In 1972 the Administration was sponsoring 117 students at the University of Papua New Guinea, 70 at the Institute of Technology at Lae, two at the University of Queensland and one each at the Australian National University and the Royal Melbourne Institute of Technology.

132. Under the Senior Executive Programme, local officers had acted as heads of the departments of education; information and extension services; agriculture, stock and fisheries; social development and home affairs; and business development, while another officer had acted as a member of the Public Service Board.

The Board already had two local officers, including the Chairman.

133. Within the Administrator's Department, four officers were understudying district commissioners and one had occupied the position of District Commissioner of Port Moresby. Officers were understudying three regional local government officers, three deputy district commissioners and the Assistant Secretary, Division of Native Affairs, the Senior Hospitality Officer and a senior position on the staff of the Administrator's Executive Council. It was anticipated that by the end of 1972 those officers would be promoted to the positions indicated.

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

*At its thirty-eighth session, the Council stated that it would welcome a report on the Administration's efforts to give localization a new impetus and accordingly notes with approval the efforts that the Administering Authority has made. In this connexion, the Council notes the White Paper on Accelerated Localization and Training, the new functions of the Australian School of Pacific Administration and the provisions of the Senior Executive Programme and the Commonwealth Training Scheme. The Council also welcomes steps taken by the Administering Authority to prepare Papuans and New Guineans in foreign service work and notes that the Australian Department for Foreign Affairs is assisting the Administration to build up an embryonic indigenous foreign service preparatory to independence.*

*The Council also recalls that at its thirty-eighth session it agreed with the views of the 1971 Visiting Mission that there is an urgent need to establish a clear programme for the retention of expatriates with special skills and for adequate compensation for those displaced. The Council notes from the statement of the Special Representative the difficulties which have prevented the establishment of an Australian Service for Overseas Co-operation and that no equivalent scheme satisfactory to Public Service Association has yet emerged. The Council looks forward to hearing at its fortieth session that this problem, which may have an inhibiting effect on the localization of the public service, has been resolved to the satisfaction of all concerned.*

*The Council also notes from the statement of one of the Special Advisers that there is a feeling in Papua New Guinea that the filling of posts in the public service should be on the basis of an equitable geographical distribution rather than on merit. The Council understands that a committee has been established to look into this question and again looks forward to learning of developments at its next session.*

#### **Observations of members of the Trusteeship Council and members of the 1972 Visiting Mission, representing their individual opinions only**

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

##### *Central government organs*

135. The representative of the United Kingdom stated that under the newly-adopted ministerial system, the ministers of the ruling National Coalition—as part

of an elected executive—formulated and implemented policy over a wide range of government activities. As ministerial powers had increased, the responsibilities of the official members in the House had accordingly been reduced. The Administrator's Executive Council, with 10 of its 17 members drawn from the ministers appointed by the new Government, was in essence an embryonic cabinet with its ministerial members, in practice at least, if not formally, being answerable for their actions to the House of Assembly. Thus, in a constitutional sense at any rate, Papua New Guinea was now poised on the threshold of self-government.

136. The representative of the United States said that the capable administration of the recent elections and the added power that had recently been reposed in the people of Papua New Guinea with the election of the new House of Assembly were two important indices in themselves of the progress of these people. His delegation further noted with satisfaction that the appointed members of the House of Assembly had been significantly reduced, thus giving the people of Papua New Guinea a still greater share in their decision-making process. In this area of political advancement, the Council had noted last year that the transfer of authority to ministers and assistant ministers had seemed to be progressing satisfactorily. It was encouraging to observe in the report of the Special Representative that ministers, being part of an elected executive, were now preparing to formulate and determine policy over a wide range of government activities.

137. The representative of France stated that the designation of a Chief Minister had already radically changed the political scene. As soon as a responsible leader spoke, directly or otherwise in its behalf, the people had a tendency to recognize that leader as the incarnation of authority in the place of the Administering Authority.

138. The French representative further stated that it was above all Mr. Michael Somare—whose experience and political maturity he, together with his colleagues on the Visiting Mission in 1971, had had the opportunity to appreciate—and the ministers, as well as the leaders of the opposition, who would have the most immediate task of setting up a Papua New Guinea nation.

139. The representative of the Union of Soviet Socialist Republics said that the Government of Australia, as was confirmed by the Special Representative at the current session, maintained final responsibility not only for external relations and defence but also for such purely domestic areas as the judiciary, education, civil aviation and internal security. From the replies of the Special Representative, it had also become abundantly clear that those ministers in the new Government who were part of the Administrator's Executive Council, headed by the Administrator, in actual fact bore no responsibility in the House of Assembly but were accountable to the Executive Council. In the final analysis they were accountable to the Administrator of the Territory.

140. The representative of the Soviet Union further said that a certain expansion of the terms of reference of the membership of the Third House of Assembly and an increase in the number of representatives of the indigenous population had not detracted from the significance of the Administering Authority in the Territory. The Australian Administration continued to exercise the right of veto over all decisions of the House



of Assembly. One wonders whether in such conditions the House of Assembly could properly function as a genuinely independent organ. It was significant, therefore, that the Deputy Leader of the National Coalition had, last April, appealed for a reorganization of the system of government in the Territory.

141. Mr. Mohammed Hakim Aryubi, member of the Visiting Mission, stated that since the Mission's trip to the Territory early in 1972, an important development had taken place which would certainly determine the fate and future of the people of Papua New Guinea. This development was the establishment of the National Coalition Government. He congratulated the Pangu Party for the courageous steps its leaders, together with other progressive leaders of Papua New Guinea, had taken and he welcomed this development.

142. Mr. Aryubi said that from his contact in the Territory with some members of the Pangu Party and with other progressive groups, he had come to appreciate the fact that there had been a sufficient number of devoted and highly qualified people who had been committed to the cause of progress, social justice and national independence.

143. Mr. Aleksander Psončak, member of the Visiting Mission, stated that the results of the last election to the House of Assembly and the recent formation of a coalition Government indicated that the problem of a more rapid transfer of authority to the organs of Papua New Guinea and the localization of the administration had priority importance. There was no doubt, that, in this, Australia would give full assistance and support. On the question of handing over further powers and moving towards self-government, Mr. Psončak said that some decisions already adopted or announced clearly showed that the newly-elected House of Assembly and the Administrator's Executive Council would, from the very outset, play a much more important role and assume a greater responsibility than in the past.

144. The Special Representative of the Administering Authority stated that the ministers in Papua New Guinea did in fact govern and exercise final power in their areas of responsibility. He also said that he had tried to make it plain that the Administrator would gradually withdraw from playing an active role as Chairman of the Administrator's Executive Council and that the Chief Minister would be in the chair. The Administrator had already given up his practice of holding press conferences and those were now held by the Chief Minister. Announcements affecting individual departments were now made by ministers and not by public servants. The Administrator was under instructions from the Governor-General that he must accept the advice of the Executive Council on matters where there was local responsibility. The former Prime Minister had clearly said that the power of veto would not be used in those areas. The Special Representative said that the veto power had rarely been used and not at all over the last two years.

145. Mr. Gavera Rea, Special Adviser, said that the National Coalition was a coherent group. It was fairly represented in that it drew its members from almost all districts except the Southern Highlands. This was further evidenced by the fact that in the coalition's ministry of 17, all regions were covered. It had four ministers from the New Guinea islands, four from the mainland, three from the Highlands region and six from Papua.

146. Mr. Anton Parao, Special Adviser, stated that the United Party had, to avoid uncertainty, put a motion to delay the appointment of ministers until the electors' views about various members who had joined the National Coalition at the opening session of the new House had been known. That move, however, had been defeated. There had been and still was the uncertainty of what was happening in Port Moresby in the minds of so many young as well as old people.

#### *Political education*

147. The representative of the United Kingdom was sure that the Administering Authority would readily concede that there were grounds for maintaining that the political education programme had not started early enough. It was also clear that the Administration had in the last few years done much to make up for lost time. It had concentrated considerable effort on endeavouring to ensure that there was as wide as possible an understanding of basic democratic political procedures.

148. The United Kingdom representative further stated that as the country approached self-government, it was important that all sectors of the population had a clear understanding of what was happening in Port Moresby. It was not only general political principles that should be propagated and widely understood, but also the attitude of the main political parties towards the problems of the Territory. He hoped therefore that the new Government would not debar those political parties which did not necessarily share its views from expressing their viewpoint on the radio network.

149. The representative of the United States welcomed the indications that political education was a chief area of interest of the Administering Authority. He felt that it was vital to the future of Papua New Guinea that expatriates, an important minority of the population, understood the role that both they and the indigenous majority would have to fulfil and that they would prepare to accommodate themselves to such a role in the future.

150. The representative of France said that, with respect to the political education of the people, the Special Representative had referred to a statement by the Chief Minister who had, free from any partisan spirit, been in favour of an extension of the programmes. The French representative mentioned two trends. Firstly, official and political neutral organizations would continue to educate the people, through pamphlets and films, in the functioning of institutions and to develop in them a sense of unity. Secondly, the polarization of the electorate would create another form of education of a partisan type which would be the work of the militants and which would lay stress on division, opposition and divergence. Between the two, a conflict was not ruled out, or at least an accommodation which would lead to a transformation of the first approach into general civic education and of the second into political propagation.

151. Mr. Mohammad Hakim Aryubi, member of the Visiting Mission, stated that the Mission had found that people, especially in the Highlands, were confused and even uncertain as to their future. Part of the confusion resulted from the political activities that were being carried out by expatriates who were deliberately attempting to mislead the people on self-government and independence. They did this to secure their vested economic interests. This state of affairs

undoubtedly called for an immediate and vigorous programme of political enlightenment, a programme which would bring to the expatriates the inevitable grave consequences of their political ambitions.

152. Mr. Aleksandar Psončak, member of the Visiting Mission, stated that the elections to the Third House of Assembly of Papua New Guinea constituted one of the most significant stages on the road towards the achievement of statehood and independence, in spite of the fact that among a section of the population there still existed certain reservations and misunderstanding of the speedy process towards self-government. In his opinion, that was a momentary and transitory phase, however, because it was inconceivable to have any people oppose their own freedom and independence.

153. The representative of the Administering Authority stated that it was the policy of the Government of Papua New Guinea that political education should apply to all the people in Papua New Guinea and not simply to the local population. It was something that was extended to the expatriates living there as well, and the Government's attitude towards the major questions of national unity and self-determination was very clear.

154. The Special Representative emphasized the importance of the aspects of political education other than formal communication or teaching in a country where, until recently, the people had been unfamiliar not merely with democratic institutions, but with the concepts of the state itself, as an institution of social regulation. Referring to the last three elections to the House of Assembly, he said that each, in its own way, had informed the people not merely of the processes of government, but of the precept that the government was responsible to the people. Papua New Guinea had had a functioning House of Assembly since 1964, and its deliberations and the laws which it made had been the subject of widespread debate and publicity throughout the country. The House had appointed four select committees during that period. These had toured the country, consulting with the people and seeking their views on basic national issues. He emphasized furthermore the importance of the role of visiting missions in the process of political education.

155. The Special Representative further stated that no consideration of political education should fail to take account of the increasing number of local governments. He added that all these must be seen in the context of a country where, in 1951, considerable areas had still not been under administrative control and in which exploration itself had still been incomplete.

#### *Political parties*

156. The representative of the United States stated that the Council had previously discussed the regional nature of the political parties in Papua New Guinea, which some had feared might forecast a future weakness in the national party structure and the structure of the national Government. In this connexion, it was encouraging to hear the Special Advisers tell of efforts toward national unity and the partial success of their parties outside their main areas of strength. His delegation hoped that the political parties would indeed be able to expand along national lines and thus contribute to the unity of the Territory. His delegation was encouraged to note from the remarks by Mr. Rea and Mr. Parao that their parties, the two major parties

in Papua New Guinea, had been according high priority to their efforts to develop Territory-wide organizations.

157. The representative of France said that, for the moment, one was faced with a coalition which had come to agreement on a list of candidates for ministerial posts, and with persons who had been elected from one single party, certainly the largest in the number of seats it had won but one which would have to demonstrate its cohesion. In certain districts many candidates at one and the same time had chosen their party affiliation.

158. The French representative further said that although the coalition and the United Party could legitimately claim success in the various regions, there was the fact that the first group was barely represented in the highlands, whereas the second group was relatively well represented. The 1971 Visiting Mission had rightly questioned its simplistic distinction between three geographical zones of the Territory: coast, islands and highlands. This did not by any means imply that the risk of a schism in two or three directions did not exist.

#### *House of Assembly elections*

159. The representative of the United Kingdom stated that the Visiting Mission had said that the conduct of the elections had been comprehensive, thorough and fair. His delegation endorsed this opinion. Although the report of the Mission had mainly been complimentary to the Administering Authority, there had been some criticisms and also a number of useful recommendations. Mr. Simon Kaumi, the Chief Electoral Officer, had been the first to recognize that the recommendations and criticisms of the Visiting Mission were constructive and fair. The United Kingdom delegation welcomed his assurance that as many of the Mission's recommendations were in line with his own thinking, he and his colleagues would take them into account when considering any legislation to be introduced in the House of Assembly either to correct matters at fault or to implement some of the suggestions made by the Visiting Mission.

160. With respect to compulsory voting, it seemed to the United Kingdom delegation that any attempt to compel people to vote, in view of the practical difficulties involved, would be disproportionate to the results which would be achieved and therefore a waste of effort to pursue. Nor did the United Kingdom delegation consider that the best answer to the boycott by certain elements of the electoral process was a system of compulsory voting. The answer to boycott was surely persuasion and example.

161. The United States delegation was pleased to note from the report that the elections had been carried out comprehensively, thoroughly and fairly. Great efforts had evidently been made to ensure that the most remote voters had been given the opportunity to cast their ballots. The report by the Visiting Mission noted an innovative element in the elections—the inclusion of photographs of the candidates on the ballots and the creation of identification tribunals at polling stations—illustrating a versatility and adaptability which should prove to be a great asset as Papua New Guinea travelled the road to nationhood.

162. The representative of France stated that there were many ways of applying the same electoral principles with equal faith. In the case of the elections in Papua New Guinea, no one doubted that this principle

certainly was respected, that the electorate pronounced itself in complete freedom and that their ballots had been counted without fraud. This showed that respect for human rights, the way in which the law was applied and the atmosphere surrounding the application of the law counted as much as if not more than the very letter of the text of the law.

163. The French representative further stated that that did not mean that electoral legislation in the Territory would not benefit by a few changes: the combination of preferential vote and election to two stages was a complex matter. If it was a question of inducing the electorate to renounce local politics, could not one maintain, while changing its significance, the regional district and do away with the preferential vote? Instead of increasing the number of the elected representatives who had received some education, the regional vote would be designed to develop regional sentiment and therefore to weaken tribal spirit. Or, on the contrary, could one not do away with these regional districts and demand then that all the candidates should be literate? Could not the electoral lists become permanent to avoid duplication? The Visiting Mission had also made various suggestions which his delegation supported with the exception of the proposal concerning a mark on the thumb of the voters.

164. The representative of the Union of Soviet Socialist Republics stated that, as the Council knew, in the elections to the House of Assembly in April of this year, victory was secured precisely by the political parties and groups which were anxious to bring about the speedy granting of self-determination to Papua New Guinea. The elections did not justify the expectations of those circles which were betting that the old colonial ways would be maintained in the Territory. The party which was supported by those groups found itself in the minority, whereas the Pangu Pati and its allies formed a coalition which in the new membership of the Assembly had a majority of 13 places. A new local Government of New Guinea was formed, headed by the leader of the Pangu Pati, Mr. Michael Somare.

165. The Soviet Union delegation was very satisfied with the constructive proposals contained in the report of the Visiting Mission, in particular the proposals aimed at simplifying the existing electoral system to make it more accessible to the entire population of Papua New Guinea. The recommendation concerning the two-tier arrangement of electorates—regional and open—was apparently aimed at applying a sort of educational qualification for membership of the House, which obviously restricted the extent of such elections. The delegation of the Soviet Union therefore shared the misgivings expressed by the Special Adviser, Mr. Simon Kaumi, who had great experience in the matter. Furthermore, the Mission proposed that the residential qualification for voting in a particular district should be extended from 6 to 12 months. They had certain reservations and thought that any increase in such requirements would go against the democratic nature of the elections.

166. Mr. Aleksandar Psončak, member of the Visiting Mission, stated that in view of the fact that the Mission had enjoyed very narrow and limited authorization—actually its instructions had been to observe the elections and not to formulate its opinions and findings on other problems—he had to advance some of his personal viewpoints on problems which he considered to be of importance and to have a direct bearing

upon the prevailing situation in the Territory and upon its future course of development. In regard to the report of the Mission, he said that it contained a detailed summary of its activity and that it reflected the unanimous viewpoints of all the members of the Mission on what they had seen and found out.

167. The Special Adviser, Mr. Simon Kaumi, said that most of the recommendations contained in the Visiting Mission's report did, in fact, fall in line with their own thoughts on the ways and means which they wanted to try to improve their electoral system. He gave the assurance that they would certainly consider various recommendations of the 1972 United Nations Visiting Mission. To conduct an election in a country like Papua New Guinea, careful planning was needed.

168. Mr. Kaumi further said that the 1972 Visiting Mission had observed in its report that the present system of registering the voters on the roll was inadequate. That view appeared to be supported by the members of the Trusteeship Council. While he agreed that the system was inadequate, he was not discouraged, because they had at no time said that they would freeze the existing system and stick to it. They were continuing to look for ways to improve their electoral system. The 1972 Visiting Mission had also referred to the complexity of the voting system, that is, the optional preferential voting system, and had suggested that a first-past-the-post system might be easier and better understood. This was a factual statement with which he agreed. Where tribal differences still existed, however, under the first-past-the-post system, one would find that in some electorates, only the candidates who might happen to belong to the bigger tribes would get elected to the House and these might not be true representatives of the smaller tribes.

169. Mr. Kaumi pointed out that the question of the abolition of the regional electorates was a constitutional matter and was one to be decided by the House of Assembly. But on the question of allowing only candidates who were literate to contest elections, he would be hesitant to recommend such a change at this stage of political development. Mr. Kaumi assured the representative of the Soviet Union that the booklets on the electoral system in Papua New Guinea, as recommended by the Visiting Mission, would be produced as a guide to voters.

#### *Judiciary*

170. The representative of the United States considered that the progress in localization of the magistracy reported by the Special Representative was a most positive development. His delegation was also appreciative of the efforts being made to ascertain the suitability of a system of village justices to settle disputes at a level below the local court. It was an understandable desire of a people on the path to self-government and independence that they not only govern themselves but also judge themselves, and it was in this vein that his delegation welcomed the efforts to assure that the Papuans and New Guineans were, at least, their own most immediate arbiters.

171. The representative of France said that there should be a strengthening of the programmes which had already begun concerning the magistracy, which was lagging behind the civil service, for the day would come when the Commonwealth would give up all of its functions in juridical matters.

### *Local government*

172. The United States delegation had been most impressed with the film shown depicting the work of the Goroka Local Government Council, and it was glad to hear that local governments of that kind now operated in most of the Territory, with four or five additional councils having been set up in the past year.

173. The representative of the Union of Soviet Socialist Republics stated that the situation had changed very little. Local governmental organs in fact had no control over the lands, which belonged to foreign citizens and companies. The members of some of the local governmental organs in certain cases were not elected but were appointed. Furthermore, sometimes they were not elected from representatives of the local population.

174. Mr. Aleksandar Psončak, member of the Visiting Mission, said that the accentuated need for unity and central authority should encourage and stimulate full development of local self-government. The present local governmental councils represented a suitable medium for assuming all competences of local organs of authority and administration.

175. The Special Representative said that local government now covered a very substantial part of the Territory, but the pace at which the remainder would be covered would slow down because of the nature of the country and the population concerned. Local government could flourish only in an area where there were adequate communications, where there was sufficient population with a similar background and where it was possible for a council to collect even a minimum amount of revenue. These conditions were becoming more difficult to meet.

176. The Special Representative further said that, with the establishment of area authorities, they would accept responsibility for certain functions which may be handed over by local government councils where a larger unit could operate more cheaply and efficiently. They would also have powers delegated to them by the central Government. The Administering Authority saw such institutions as meeting many of the needs for local autonomy in local matters, while preserving the unity of Papua New Guinea. The Special Representative referred to the statement of the Soviet Union that foreign citizens and companies were not under the control of local government. The fact was that most councils were multiracial and they collected taxes from members of all races in the council areas.

### *Public service*

177. The representative of the United Kingdom said that, with regard to the speed of localization, his delegation felt that it was mainly up to the Coalition Government to press on, in partnership with the Administering Authority, at the speed best suited to the needs and interests of the Territory. By doing so and by demonstrating how efficiently local people could run their own legislature and also their own civil service, it would be able to demonstrate to the advocates of a slower pace of localization that their fears with regard to the efficient administration of their country were ill-founded. His delegation was hopeful that in implementing accelerated localization, all concerned would not overlook or underestimate the legitimate anxieties of expatriate officials and would treat them with the sympathy and consideration that they merited.

178. The representative of the United States referred to the vigorous efforts to stimulate localization and recognized the differences among the people with respect to the pace of localization. His delegation was sympathetic with those who wished to accelerate that pace. It cautioned, however, that adequate time and care be assigned to localization efforts in order to ensure the selection of the most able applicants for positions of leadership and the full participation in the selection process by all districts. The United States delegation appreciated the great number of considerations that must be balanced by the Administering Authority and commended its efforts towards greater local participation in the Government of Papua New Guinea.

179. The representative of France stated that a distinction should be drawn between grade and function and between theoretical knowledge and experience. The indigenization made it necessary to set aside higher posts for young indigenous technicians who had the qualifications but who would only acquire on-the-job experience later. The same would apply to the post of District Commissioner. The French representative observed that a five-year project (1973/1977) of the process of indigenization could be set up; regrouping or specialization could be carried out among the various training systems; a list could be set up of technical, political posts; and the role of the higher executive programme could be expanded to train personnel to fill technical, political functions.

180. The French representative said that the aid of expatriates staff would be important in determining the success of the indigenization programme. If the expatriates were not reassured that some would be retained and others reclassified, they would go into the final phase of emancipation in an adverse psychological atmosphere.

181. The representative of the Union of Soviet Socialist Republics stated that in the Territory, only 1,500 posts in the second division of the civil service were filled by indigenous people and more than 5,000 by expatriates. The Administering Authority was by no means hasty in involving the indigenous population in the processes of the administration of the country, and this simply confirmed its desire to hold back political progress for Papua New Guinea.

182. Aleksandar Psončak, member of the Visiting Mission, stated that certain of the expatriates found it difficult to adapt themselves to the intense changes, while certain individuals tended increasingly to feel insecure in their personal employment and careers, especially if they were to return to Australia in the not-too-distant future. In view of the fact that those people were well-intentioned and sincere and had made a significant contribution to the Territory's development, the authorities should pay greater attention to them. It would be highly undesirable for both countries if those people, even as individuals, were to become tools in the hands of those forces opposing future co-operation between two neighbours.

183. The Special Representative stated that the Administering Authority was doing all it could to see that localization took place in every field, whether public or private, and to see that important as well as lesser positions were localized as local people were able to take on the duties without adversely affecting efficiency. The suggestion made by the representative

of France concerning formulation of a five-year plan for localization and his other suggestions had been noted, and he was sure that the Administering Authority as well as the Public Service Board would give them every consideration. A report was to be presented to the House of Assembly in June 1972 reviewing progress in carrying out localization policy, and further reports

would be made from time to time. There should be much more statistical information available for members at the fortieth session of the Council. Both members of the House of Assembly and the Administering Authority were well aware of the need to retain skilled and experienced expatriates, and negotiations were continuing to meet that need.

## C. ECONOMIC ADVANCEMENT

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

#### GENERAL

184. The basis of the economy of Papua New Guinea is still primary production, and agriculture is the most important activity. Although the economy is still largely dependent on copra and copra products, it is becoming more diversified. Increasing numbers of Papuans and New Guineans are growing cash crops for export or for local sale; their major cash export crops are copra, cocoa and coffee. In 1970/71, agricultural products made up approximately 86 per cent of the total value of exports. Mineral exploration has established the presence of large, low-grade deposits of copper and gold. The development of the Bougainville copper project will be a prime factor in the growth of the economy of Papua New Guinea during the next decade and will involve an investment of over \$A400 million.<sup>8</sup> Production is expected to commence in 1972/73 at a level of about \$A140 million, an amount equal to the projected level of all other exports combined.

185. According to the report of the Administering Authority, capital formation has been a major problem in the economic advancement of Papua New Guinea. However, a potential source of capital, both public and private, was beginning to develop in money incomes received by the indigenous people from various forms of economic activity. The need for capital had been met in a number of areas by community activity, such as co-operative ventures, economic projects organized by local government councils, and loan societies, as well as by loans from funds administered by the Papua New Guinea Development Bank.

186. At 30 March 1970, there were 16 associations of co-operative societies, with some 134,000 members of 332 primary co-operative societies, whose total share capital was \$A2,905,379. Total turnover for the year was \$A6,353,650, of which produce accounted for \$A4,228,916.

187. Investment of outside capital in Papua New Guinea was being encouraged subject to suitable safeguards to protect the interests of the indigenous population. The Administration was fostering primary production by providing special arrangements for the entry of Papua New Guinea products to the Australian market, and the Department of Trade and Industry was promoting active participation by local people in secondary industry.

188. The economic development programme (1968-1973) envisaged increased expenditure by the Administration amounting to some \$A1,000 million over the five-year period. The programme was based

essentially on the agricultural sector. Expansion was planned in forestry, mining, manufacturing and other industries which would require large private capital investment. Papuans and New Guineans would be expected to play a greater role in all sectors of the economy.

189. At its thirty-eighth session, the Trusteeship Council had noted that the economic development programme had been revised, and it had invited the Administering Authority to adjust to the advantage of the local population any imbalance in economic development that might be caused by a project such as the one at Bougainville. The Council had also noted with interest that an agreement had recently been made with the International Bank for Reconstruction and Development (IBRD) for a loan of \$A20.7 million to enable work to begin on the Upper Ramu hydroelectric scheme.

190. According to the current annual report, the revised economic programme, which had been released in August 1971, was designed to incorporate the impact of the Bougainville copper project and to take account of other changes in opportunities and problems which had occurred since the programme had been announced. The Administration would prepare a second national development programme for the period 1973-1978, and the United Nations Development Programme (UNDP) had been approached to provide four experts who would assist in the review of the economic and social developments, advise on the broad strategy to be followed and help with specific programmes.

191. With regard to the Upper Ramu hydroelectric scheme, contractors had been ready to begin work on the site town in 1971. The scheme, which would supply electric power to the towns of Lae, Madang, Goroka and Mount Hagen, was expected to begin operating in mid-1975.

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

*The Council notes with interest that the Administering Authority, in preparing a second five-year economic plan for the period 1973-1978, is receiving the assistance of four experts from the United Nations Development Programme (UNDP) to advise on broad strategy. In this connexion, the Council would appreciate receiving at its next session a report on the achievements and shortcomings of the first five-year plan for economic development.*

#### INDIGENOUS PARTICIPATION

193. At its thirty-eighth session, the Trusteeship Council had considered that no effort should be spared to increase the participation of the indigenous population in the economic advancement of the Territory and had noted with satisfaction that the House of

<sup>8</sup> The local currency is the Australian dollar; \$A1.00 equals \$US 1.20.

Assembly had adopted an ordinance to set up the Investment Corporation (see paragraph 197 below).

194. The Council had also noted with satisfaction that assistance in the amount of \$A468,000 was to be made available to a co-operative education trust from UNDP funds and that the Administration was financing the construction of a college at an estimated cost of \$A300,000.

195. The Department of Business Development would reportedly play a major role in accelerating the rate of indigenous participation in business enterprises. The Department's training programmes began when the first stage of a new Co-operative College became operational in May 1971. Tenders for the construction of a second stage, which would provide an additional 80 places at the college, were to close on 29 July 1971.

196. In 1970/71, the Papua New Guinea Development Bank approved 2,048 loans totalling \$A4.2 million, compared with 1,422 loans amounting to \$A4.9 million in the preceding year. A further 254 loans (\$A475,000) to smallholders at the oil palm settlement scheme in West New Britain were made in 1970/1971. Lending to Papuans and New Guineans had continued to grow strongly in 1970/71, while lending to others fell to \$A1.8 million, compared with \$A2.9 million in the previous year. This was in line with the Development Bank's established policy of according absolute preference to Papuan and New Guinean borrowers in the allocation of funds.

197. According to the report under review, the Investment Corporation, which had been set up with the objective of providing Papua New Guinea with a means of obtaining a share in the ownership and control of major investment projects financed by overseas capital, was expected to commence operation in 1972.

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

*Once again the Council wishes to emphasize the importance of increasing the amount of indigenous participation in the economic advancement of Papua New Guinea. The Council hopes that the Investment Corporation will make rapid progress toward its goal of providing indigenous equity participation in major foreign enterprises operating there. In this connexion, the Council notes with approval the purchase of a 51 per cent equity by the corporation in a successful enterprise during the past year.*

*The Council notes with approval that for the second year in succession loans by the Papua New Guinea Development Bank to indigenous persons exceeded in value those made to non-indigenous and joint ventures combined. The Council wishes to underscore the importance it attaches to ensuring that programmes to encourage overseas investment for development purposes are combined with measures to assure the greatest possible participation of the indigenous population in economic development.*

#### PUBLIC FINANCE

199. The revenues of Papua New Guinea are supplemented by a direct, interest-free and non-repayable grant from the Administering Authority. The grant for 1970/71 was \$A69,999,682, of which \$A15,889,463 was allocated to Papua and \$A54,110,219 to New Guinea. During the year under review, the revenues raised within Papua New Guinea, which were derived chiefly from import tariffs and direct taxation, excluding

money raised from loans, amounted to \$A35,466,492 in respect of Papua and \$A47,909,243 in respect of New Guinea.

200. At its thirty-eighth session, the Trusteeship Council had recommended that the Administering Authority should continue the progressive transfer of further financial responsibility to the elected representatives of the people.

201. According to the report under review, it was the policy of the Administering Authority to involve the elected representatives of Papua New Guinea in the formulation of the budget. The budget for the fiscal year commencing 1 July 1971 had been prepared by the Treasurer in conjunction with the Assistant Ministerial Member for that department, and it had then been examined by the Finance and Legislation Committee of the Administrator's Executive Council. The Committee had subsequently negotiated the budget with the Administering Authority. Arrangements had been made for the Office of Programming and Co-ordination, which had over-all responsibility for economic development and planning, to report to the Finance and Legislation Committee of the Administrator's Executive Council so as to involve the latter effectively in development programming.

202. It was further reported that the Papua New Guinea Development Bank had, since its inception in 1967, approved advances amounting to \$A16.9 million. The Development Bank had been allocated some \$A13.3 million by way of capital grant from the Papua New Guinea Administration up to the end of 1970/71. The Papua New Guinea budget for 1971/72 provided for a further allocation of \$A3.6 million, including some loan funds from international agencies. In its supplementary report to the thirty-ninth session of the Trusteeship Council (T/1733/Add.1), the Administering Authority stated that a loan had been negotiated with the Asian Development Bank for \$US4.5 million to assist the Papua New Guinea Development Bank with its lending operations.

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

*The Council notes with interest that the Government of Papua New Guinea is contemplating a comprehensive revision of the present tax structure. In accordance with the recommendation it made at its thirty-eighth session, the Council expects that the elected representatives of the people of Papua New Guinea will play a decisive role in shaping this important element of fiscal policy.*

#### AGRICULTURE

204. At its thirty-eighth session, the Trusteeship Council had welcomed the efforts of the Administration to diversify agricultural production and had expressed the hope that the Administration would find new ways of stimulating the production of pyrethrum and rubber and of developing such activities as silk production as a cottage industry.

205. According to the current annual report, indigenous growers in Papua New Guinea produced 41,958 tons of copra during the year ending 30 June 1970, approximately 33 per cent of total copra production. The production of cocoa amounted to 22,926 tons, of which indigenous farmers produced 6,137 tons, and that of coffee beans totalled 28,748 tons, of which 22,518 tons were produced by indigenous farmers.

The production of pyrethrum, which totalled 500 tons for the year ending 30 June 1971, was solely in the hands of indigenous farmers.

206. Considerable effort had reportedly been made to stimulate pyrethrum production, including the collection and transport of flowers to the Mount Hagen factory. The scattered nature of the industry, however, made promotion difficult. Depressed prices in rubber had caused new expatriate plantings to be less than expected, but the local population was being encouraged to plant rubber, and plantings were increasing rapidly, particularly in Western District. Silkworm breeding was being tried on an experimental basis and appeared to have good potential.

207. At the thirty-ninth session of the Trusteeship Council, the Special Representative stated that an Interdepartmental Committee had presented an interim report on the existing problems and future prospects of Papua New Guinea's tea, coffee, cocoa, rubber and copra industries. The Committee had made recommendations which were under study and would form the basis of action to be taken by the Papua New Guinea Government.

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

*In view of the forthcoming entry of the United Kingdom, a principal purchaser of Papua New Guinea's agricultural products, into the European Economic Community (EEC), the Council welcomes the steps taken by the Administering Authority to safeguard Papua New Guinea's traditional overseas markets for its agricultural products. The Council is nevertheless concerned with the Territory's over-dependence on the export of a few agricultural products as a source of foreign exchange. The dangers of this dependence were dramatically illustrated during the past year, since falling prices for its agricultural exports led to a serious downswing in the economy. The Council hopes that the Government of Papua New Guinea will give careful consideration to the formulation of a comprehensive and realistic programme aimed at increasing and diversifying agricultural production and related to over-all development goals.*

#### FISHERIES

209. Of the original five companies which had engaged in prawn fishing in Papua in 1969, three were still operating in 1971. Three Australian-Japanese tuna ventures had started surveys in New Guinea, and initial results were encouraging. Barramundi fishing was rapidly becoming a major primary industry in Western District.

210. At its thirty-eighth session, the Trusteeship Council had stressed the need for the Administration to ensure that the traditional rights of indigenous fishermen were protected if any projects to exploit tuna resources were embarked upon.

211. According to the current report, the preservation of traditional rights and the involvement of indigenes in joint tuna undertakings had been and would continue to be paramount conditions for all such enterprises.

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

*The Council notes that the results of a survey of skipjack tuna in Papuan and New Guinean waters,*

*undertaken by an Australian-Japanese venture, have been encouraging. The Council wishes, however, to emphasize the need to protect the traditional rights of indigenous fishermen in any commercial agreements with other nations and to provide for as much indigenous participation as possible in joint ventures under such agreements.*

#### FORESTS

213. Forests cover more than 70 per cent of the total area of Papua New Guinea and vary in type from the swamp and lowland forests of the coastal plain to alpine vegetation and moss forests. At 30 June 1971, the area under exploitation within Papua New Guinea was 851,560 hectares, with a timber yield of 294.6 million super feet, compared with 218 million super feet for the preceding year. According to the current annual report, a new, large-scale export project in New Britain had been largely responsible for the increased output.

214. During the year, timber rights over six areas totalling 10,489 hectares had been purchased. Forest resource projects included a major logging plan survey over 120,300 hectares in West New Britain. Extensive wood sample and pulp volume studies had been undertaken over 167,400 hectares in the Vanimo timber area to determine the suitability of the mixed hardwood species for pulp and paper manufacture.

215. At its thirty-eighth session, the Trusteeship Council had urged the Administering Authority to continue to give consideration to the best methods for developing New Guinea's forest resources and to involve the indigenous people in their development to the maximum extent possible, including the issue of first permits to joint associations of indigenous inhabitants and expatriates.

216. According to the annual report, some of the steps taken by the Administration to involve local people more actively in the development of the timber industry were the following: (a) the present timber rights purchase system was being modified so that local people would be able to share in the royalty returns to the Administration as the timber was harvested; (b) the Administration had obtained an option to take up shares in any new development with the object of their subsequent disposal to the local people; and (c) training, employment and the general involvement of the local people was an important component of any agreement between the Administration and the forest developer.

217. At the thirty-ninth session of the Trusteeship Council, the Special Representative stated that, on 11 August 1971, the Administration had signed an agreement with the Papua New Guinea Timber Company, Ltd. of Tokyo to establish an integrated timber industry based on the resources of the Gogol timber area in Madang District.

218. The Special Representative referred to a press release issued at that time which pointed out that the proposed industrial complex would be designed to produce 160,000 bone-dry units of wood chip and 80 million square feet of veneer per annum. The establishment of a major sawmilling operation in the area was also provided for, and the agreement required the company to use its best endeavours to reach a suitable agreement with a local sawmilling company for the purpose. It was expected that employment would become progressively available for about 1,400 people

over the next three years. The agreement provides for substantial equity to be taken up for Papuans and New Guineans and contains specific terms to secure maximum participation by them in the project.

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

*Given the great economic potential of the country's vast timber reserves, the Council once again recommends that the Administering Authority examine with considerable care all projects involving development of these resources in order to provide a long-time source of export earnings for Papua New Guinea and to ensure from the beginning considerable indigenous participation in forestry projects. In this connexion, the Council welcomes the agreement signed on 11 August 1971 by the then Minister for Forests and the Director of the Department of Forests with the Papua New Guinea Timber Company, Ltd. of Tokyo, Japan, because it establishes an integrated timber industry based on the resources of the Gogol timber area in Madang District, provides for substantial equity to be taken up for the people of Papua New Guinea and specifically secures maximum participation by Papua New Guinea in the project.*

#### LAND TENURE

220. Land in the Territory is classified as indigenous, freehold and administration. The Land Ordinance, 1962-1969, limits dealings in indigenous land and subjects all dealings in land other than indigenous land to the prior approval of the Administrator. Indigenous owners have no power to sell, lease or dispose of their land, except to other Papuans and New Guineans, in accordance with local custom, or to the Administration; they have, however, the same capacity as non-indigenous people to deal in land leased from the Administration.

221. In 1971 new land legislation was introduced in the House of Assembly. The Special Representative, at the thirty-eighth session of the Trusteeship Council, had stated that the purpose of the new legislation was to bring about a system of land holding which fitted in with the customs and wishes of the people of the Territory and which would also encourage better use of the land, and that the proposed system would greatly encourage development of the land by the Papua New Guinea owners themselves so that they would be able more and more to determine the pattern of development of their country as a whole.

222. At the same session, the Trusteeship Council had expressed the hope that the new land legislation would eventually contribute to the solution of land tenure disputes and to the problem of bringing unused land into productivity, and had noted the assurances of the Special Representative that the rights of the people of Papua New Guinea on their land would be fully protected.

223. According to the supplementary report of the Administering Authority (T/1733/Add.1), the land legislation had been debated by the House of Assembly in June 1971, but had been withdrawn by the Administration because it had considered that there was insufficient understanding of the bills. The Administration had, however, intended to resubmit the bills to the House in 1972. The Deputy Chairman of the Administrator's Executive Council had stated in the House of Assembly that no changes in the

land laws would be made until a committee of inquiry had studied the proposals.

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

*The Council hopes that at its fortieth session it will be informed of some progress towards the solution of the long-standing land tenure problem. The Council also hopes that the new land legislation now being studied by the Government of Papua New Guinea will contribute to the successful resolution of land tenure disputes, help bring unused land into productivity and fully protect the rights of the people to their land. The Council notes with interest that the Chief Minister of the new National Coalition Government has stated in the House of Assembly that no changes in the land laws will be made until the new proposals have been carefully studied by a committee of inquiry.*

#### INDUSTRIES

225. In the past, secondary industry in Papua New Guinea consisted of simple service industries. Recently, the trend has been to set up more highly capitalized and technically complex industries. The rapid development of the infrastructure of the Territory and the Bougainville mining venture continued to exert a considerable impact on the growth of the industrial sector.

226. According to the report under review, private capital investment was increasing and industrial development continued to move strongly forward. Measures to assist the growth of industry included tariff concessions on most imported plant and on most raw materials used in manufacturing, tariff protection for locally produced commodities where necessary, generous rates of depreciation for income tax purposes, preference for locally produced goods in government purchases and concessions extended under the Industrial Development (Incentives to Pioneer Industries) Ordinance. Concessions available under this ordinance continued to generate considerable interest among potential investors in industry.

227. At 30 June 1971, the number of local companies operating in Papua New Guinea was 2,376. In addition, a total of 572 were registered as foreign companies.

228. With regard to copper production on Bougainville, the supplementary report of the Administering Authority (T/1733/Add.1) states that sales agreements have been made to cover the first 15 years of production as follows: 1,025,000 tons to Japan (with an option of an additional 75,000 tons), 787,500 tons to the Federal Republic of Germany and 180,000 tons to Spain. Purchase prices would be the prevailing world price, with a guaranteed minimum of \$US0.30 cents per pound.

229. At its thirty-eighth session, the Trusteeship Council had noted with interest that a United Nations expert had suggested a co-ordinating programme for the development of small New Guinean industries and it had expressed the hope that the Administration would fully consider the feasibility of implementing the programme. The Council had also noted the scope that existed for increasing indigenous ownership and had expressed the hope that the Administering Authority would continue and expand its efforts to increase the extent of indigenous ownership. It had welcomed the establishment of a Department of Business Development to give priority in granting small business licences



and in allocating the sites of business centres. The Council had also expressed the hope that tourism as an industry would be further developed in the Territory.

230. According to the current annual report, most of the recommendations of the United Nations expert had been accepted or put into practice. The expert would provide further advice and assist with the implementation of some of his recommendations. The Department of Business Development was firmly established and was making a significant impact on the development of indigenous participation in business. It was sponsoring a new business licences bill in the House of Assembly to give local government councils the power to implement preferential licensing for small business. New policies had been adopted to ensure that commercial and industrial land would be available to indigenous business. Tourism was increasing: 40,000 persons visited Papua New Guinea in 1970/71, an increase of 30 per cent over the preceding year.

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

*The Council notes that production at the Bougainville Copper Mine is now under way. The Council is reassured by the report of the Special Representative that the initial unsettling effects of this project have been overcome and that local vagrancy problems have been avoided by the repatriation of workers following the completion of the construction. The Council hopes that the Administering Authority will continue to exert every effort to ensure that this large enterprise does not create serious economic and social imbalances.*

*The Council notes with satisfaction the acceptance by the Administering Authority of most of the recommendations of the United Nations expert with regard to a co-ordinated programme for the development of small industry in Papua New Guinea. The Council notes that the United Nations expert has returned to the country in order to advise and assist in the implementation of these recommendations.*

*The Council notes the continuous annual increase in the number of tourists visiting Papua New Guinea and hopes that tourism as an industry will be developed in a manner consistent with the wishes of the people.*

*The Council notes the continuing efforts of the Government, through its Department of Business Development, to encourage the growth of industrial and marketing co-operatives. The Council hopes that the Government will expand its efforts in this field as co-operatives offer great promise of significantly increasing indigenous participation in business enterprises.*

#### TRANSPORT AND COMMUNICATIONS

232. At 30 June 1970, there were 7,568 miles of vehicular roads, of which 5,618 miles were suitable for medium to heavy traffic and 1,950 miles were suitable for light traffic and at intermittent access. Expenditure on construction and maintenance of roads and bridges in Papua New Guinea amounted to \$A16,283,820 at 30 June 1971, compared with \$A13,516,106 for the preceding year.

233. A network of scheduled air services was provided throughout Papua New Guinea. Charter operations still provided the bulk of the air transport capacity. Daily air services to Australia and neighbouring countries were maintained.

234. At its thirty-eighth session, the Trusteeship Council had noted that improvement of the road system was continuing but was concerned over the high cost of transport by sea between Australia and the Territory. It had also noted with satisfaction that the improvement of telecommunications with a loan of \$A6.3 million granted by IBRD would provide the Territory with an excellent domestic network linked to Australia and South-East Asia through the SEACOM cable.

235. According to the Administering Authority, the highway and road programmes recommended by the transport survey report of UNDP had been accepted as a basis for planning. It was also stated that high rates were more evident in coastal freight than in overseas freight. At present, a specially appointed commission was investigating coastal shipping, including matters affecting coastal freight rates. Improved port efficiency and shipping methods had helped to keep overseas freight rates at a lower level than those in other parts of the world.

236. During 1971/72, negotiations had been undertaken for a loan of \$US10 million to finance a further telecommunication project and for a credit from the International Development Association (IDA) for \$US9.2 million for the development of ports and facilities in Papua New Guinea. These loans were expected to be made final later in 1972.

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

*The Council notes with satisfaction that negotiations have been completed for a loan of \$US10 million to finance further improvements in telecommunications.*

*The Council also notes with satisfaction the steady increase in the number of Papua New Guineans receiving training in the civil aviation field as pilots, mechanics and radio operators.*

**Observations of members of the Trusteeship Council and members of the 1972 Visiting Mission, representing their individual opinions only**

#### GENERAL

238. In referring to the Territory's copper scheme, the representative of the United Kingdom stated that it was a matter for satisfaction that many of the difficulties had been overcome. His delegation had every sympathy with the desires of the Administration to enlarge the capacity of the people to develop and manage their own enterprises so that, as Papua New Guinea moved towards self-government and independence, its economy would not be dominated by expatriates. In regard to overseas investment, it was clear that, for its future development, the Territory would need to attract a high level of foreign investment both before and after self-government.

239. With regard to the implications of British entry into the European Economic Community on the Territory's agricultural production, the United Kingdom delegation was delighted to learn that the European Community, having discussed the problem, had resolved it in a manner which was acceptable to the Papua New Guinea Administration and which fully safeguarded the Territory's special interests.

240. The representative of the United States noted not only the lack of tariff barriers but also the tariff

concessions which permitted the selling of the entire rubber production of Papua New Guinea to Australia and which also gave special consideration to coffee.

241. The representative of France stated that the Administration had had to resort to legal measures to force evolution, either by permitting local authorities to refuse certain licences to expatriates in favour of indigenous inhabitants, or by prohibiting the recruitment of expatriates for certain jobs, as had been done by the Ordinance of October 1971. It was hardly any less perturbing that the Administration had had to create a number of business promotion centres, the success of which seemed uncertain to his delegation. The French delegation had, however, read with interest the comments regarding the progress of the Indigenous Training Incentive Scheme, which allocated subsidies to employers to develop professional training, and the Practical Training Scheme for the dispatch of trainees to Australia.

242. The representative of the Union of Soviet Socialist Republics stated that the economic and social situation in the Territory was unsatisfactory. As a result of a deliberate policy pursued by the Administering Authority, the economy remained a raw material appendage and was developed one-sidedly, depending on the production of two or three agricultural export prices which, as a result of market fluctuations, were extremely unstable. It meant that the Territory's economy suffered from instability, which brought about a chronic growth in the adverse balance of trade. Thus in 1969/1970, the deficit in the balance of trade had increased almost twofold in comparison with previous years.

243. Mr. Aleksandar Psončak, member of the Visiting Mission, said that the people of Papua New Guinea had until recently lived in very meagre and difficult living conditions. There had been a society of collective ownership, free of any significant class or social distinction. The present highly intensive trend towards the establishment of private enterprises was causing the disintegration of that society and, in turn, creating serious disproportions and difficulties. Today even countries with a long-standing tradition of private ownership were beginning to favour various forms of collective ownership and management. It would not augur well for the Territory should it fail to learn and draw a lesson from the experiences of those and other countries as well.

244. The representative of the Administering Authority stated that all proposals for foreign investment were considered in the Administrator's Executive Council and that proposals of a very major kind were also usually the subject of an ordinance considered in the House of Assembly.

245. The Special Representative stated that the National Five-Year Development Programme would be prepared after full consultation with the House of Assembly, which would ultimately endorse it. The timing of self-government would not be affected by the plan in any way. It would be an instrument guiding development for a self-governing or an independent country. It is for that reason that the Administering Authority had felt that, in planning, the Papua New Guinea Government and the House of Assembly must be consulted all along the way. Among other things, it would cover developments in health and education which were areas where ministers of Papua New Guinea had full authority and full powers in most

respects now, and might be expected to have full powers in all respects following discussion on further constitutional development.

#### INDIGENOUS PARTICIPATION

246. The representative of the United Kingdom stated that in the last year there had been welcome progress towards increasing local participation in the economy of the Territory. Loans granted by the Development Bank to Papuans and New Guineans had increased in amount and in proportion to funds advanced to expatriates. The most significant event, however, had been the purchase by the Investment Corporation of just over half the paid-up capital of Commonwealth New Guinea Timber Limited. It would appear that this would be a highly profitable experiment in the partnership between State and private enterprise.

247. The representative of the United Kingdom further stated that it was right that the Administration should ensure that the rights of the local people were fully protected. The regulations governing foreign investment and the activities of overseas companies which had been laid down by the Administration were therefore entirely right. Nevertheless, there were dangers which arose from an over-protectionist policy, and he was sure that the Administration would not wish to do anything that would mean that while local enterprises flourished, foreign investors were attracted elsewhere to the detriment of the long-term development of a viable economy.

248. Mr. Aleksandar Psončak, member of the Visiting Mission, commended and praised Bougainville Copper Limited for its highly effective training programme and the engagement of local people in the copper production and exploitation. However, this and many other companies should follow the example of Australian authorities and become more flexible and adaptable to the laws of the time and not base their rights exclusively upon the letter of signed agreements. They could not, irrespective of their economic power and influence, behave and act as a State within a State. Actually, it was in their long-term interest to make their contribution towards the speedy handing over of further powers to the legal organs of Papua New Guinea and to work towards closer and more direct co-operation with the Administrator's Executive Council and the House of Assembly.

249. Mr. Psončak further stated that a problem was posed by special interests of some trade and other foreign concerns operating in Papua New Guinea which found it difficult to accommodate and reconcile themselves with the inevitability of losing their special privileges and advantages. Some of those enterprises were now becoming an obstacle to a more rapid transfer of power to the people of Papua New Guinea and, by that very token, a threat to the future harmonious development of interracial co-operation.

#### AGRICULTURE

250. The representative of the United Kingdom said that a major contributive factor was a sharp fall in agricultural production. Of the principal cash crops, only coffee had shown an increase. His delegation had noted that the shortfall of revenue from agricultural exports in 1972/73 was expected to be as high as \$21 million when compared with the targets set by the

Five-Year Development Plan. This was a disappointing development. Although its causes were mainly beyond the powers of the Administration to control, his delegation hoped that a major effort would be made to increase and to diversify agricultural production and that more realistic targets for income from agricultural exports would be a feature of the next five-year development plan.

251. The representative of France stated that agricultural output was slowing down at a time when copper, assured of new outlets through the signing of new contracts, had been getting under way. That coincidence should not be alarming, because a drop in the market was not a phenomenon of which the Territory alone suffered the effects. The difficulties of copra, in particular, were at present of concern to all the islands of the Pacific.

252. What counted was the long-range evolution. However, since 1961, indigenous agricultural production had increased. The French representative maintained that the expansion in the course of a decade was in the final analysis more important than a slow-down over one year.

253. The representative of the Union of Soviet Socialist Republics said that a considerable portion of the agricultural production was controlled by foreign companies. The local copra producers, for example, had only 33 per cent of the total production of copra in their control in the Territory and only 35 per cent of the total production of cocoa beans. The remainder must of course be controlled by foreign planters.

254. The Special Representative said that the Government of Papua New Guinea was responsible and had authority on agricultural matters and it would remain greatly concerned about developments in the field. The Chief Minister had already indicated his very great concern that difficulties both in production and marketing should be overcome, and a study of the present problems had been made by an expert committee which had reported to the Government.

#### LAND TENURE

255. The representative of the United Kingdom stated that the Special Representative had explained why the House of Assembly was unable to deal with the four bills concerning land tenure and that they had subsequently been withdrawn. That was a disappointing development in view of the urgency of the matter. His delegation was pleased to note, however, that the Chief Minister had announced that he intended to tackle the question as a matter of priority and was setting up a commission of inquiry to look into a wide range of land matters.

256. The representative of France stated that his delegation had learned with satisfaction that after the withdrawal of the draft land act the new cabinet had proposed the setting up of a commission of inquiry. It appeared that the previous project did not draw sufficient distinction between two problems: the problem of delimitation, which concerned large areas, affected the political and cultural life of the villagers and did not require great topographical facilities; and recognition of the permanent or at least very long-standing rights on parcels where dynamic and enterprising indigenous inhabitants had planted or wanted to plant coffee or cocoa, recognition which affected plots of land that were limited in area but which

required the drawing up of precise surveys and the carrying out of lengthy procedures.

257. The representative of the Union of Soviet Socialist Republics said that the Administration was able in practice to acquire with impunity the best land and to disrupt the traditional system of communal land ownership, thus creating a cheap labour market by means of expropriating the land of the indigenous population. It had acquired almost twice as much land as in the last period under review. Such a policy showed that it was the aim of the Administering Authority to acquire as much land as possible before granting independence and self-government to Papua New Guinea.

258. Mr. Aleksandar Psončak, member of the Visiting Mission, stated that numerous foreign companies, religious missions and individuals were exploiting the best land in Papua New Guinea through highly modernized farms or plantations. It would be highly improper and even dangerous if those owners were to continue to base their rights exclusively upon the concessions obtained and if they were to oppose and resist the adaptation and adjustment to newly emerging conditions—that even more so since those concessions had been granted many years ago without any consultations or approval of the local population.

259. The Special Representative said that land was purchased from the people not for a foreign government but for the Papua New Guinea Government. Only a very small proportion of the total land in the Territory had been purchased, none of it for the Australian Government. Among the purposes of such purchases were the resettling of local people and the establishment of permanent yield forest areas which would belong to the people.

260. The Special Representative further stated that the Minister for Lands and the Administrator's Executive Council controlled the only means by which land might be made available—namely, by lease—whether to expatriate or local people. Furthermore, lands which were called native reserves might now be returned to the local people. The Government was purchasing plantations or assisting the people to purchase plantations which were solely for the people's use and profit.

261. The Special Representative refuted the charge made by the representative of the Soviet Union and said that the Administering Authority was doing and would continue to do all that was possible to help the people sort out their land problems, but it had not been engaged in purchasing land for itself. It was hardly likely that the Ministry or the House of Assembly would allow money to be appropriated for the purposes described by the representative of the Soviet Union. There was, furthermore, no means of compelling people to sell their land except for a very restricted number of public purposes, and there had been very few occasions indeed when that had been done in all the years since the war.

#### INDUSTRIES

262. The United Kingdom delegation was pleased to note that copper production at Bougainville had started ahead of schedule and that sales agreements were already being concluded with three countries. The revenue from that project should help to make up for the shortfalls in other areas in achieving targets set in the current Five-Year Development Plan.

263. The representative of France stated that until the economy could draw some benefit from reforms, it would be necessary to count on large forest and mining businesses, and then on the new panacea, tourism. Tourism was free from the vicissitudes of agriculture. It followed a rising course, with an increase of 30 per cent in a year. But despite the Administration's efforts, that industry remained largely alien to the parties primarily concerned. In view of the role that awaited tourism, it was not too late to undertake the difficult task of increasing local participation in an activity which affected the Territory very closely.

264. The representative of the Union of Soviet Socialist Republics said that the foreign monopolies operating in the Territory were exploiting its natural resources. It could be seen from the statistical annexes that direct capital investments by Western monopolies in the Territory in 1970 had been in excess of \$110 million, which was four times their volume in 1968; and the profits earned in 1970 by foreign companies on the basis of those investments had been \$21.5 million, which was half again as great as the level of profits made in 1968.

265. The representative of the Soviet Union further stated that capital investments should be controlled by the people and that all agreements on the activities

of foreign monopolies should be based on the interests of the Territory. Regarding the lack of capital investment, he pointed out that millions and millions of dollars annually were being pumped out of the Territory by foreign shareholders and that that money was leaking out of the Territory instead of being reinvested and ploughed back into its economy.

266. The Special Representative said that the Bougainville copper project was being developed under an agreement approved by the House of Assembly; he considered that the country would not be in a better position if these resources were left undeveloped. The Special Representative pointed out that that project contributed some \$50 million annually to Papua New Guinea in direct benefits and there were many indirect benefits to trade and industry and to training. Papuans and New Guineans owned 20 per cent of the Company developing the copper project in Bougainville.

267. The Special Representative assured the representative of France that the Minister in charge of tourism shared his feelings and he was sure would shape his policies accordingly. Preliminary plans had been drawn up for the construction in stages of a permanent museum. When that was complete within the next few years, it would offer much to tourists as well as to the people themselves.

## D. SOCIAL ADVANCEMENT

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

#### RACIAL DISCRIMINATION

268. According to the report of the Administering Authority, all elements of the population were secure in the enjoyment of human rights and fundamental freedom, with no discrimination on grounds of race, sex, language or religion. It was still considered necessary, however, to retain certain legislative provisions in order to protect the interests of the indigenous people in such fields as land acquisition and employment. Discriminatory practices in public places were prohibited by the Discriminatory Practices Ordinance, 1963.

269. It was further stated that the House of Assembly, at its June 1971 meeting, had passed a Human Rights Bill which protected the fundamental rights of citizens of Papua New Guinea. The House had also passed the Employment (Training and Regulation) Ordinance, 1971, which prevented immigrants from filling positions that Papuans and New Guineans could do or could be trained to do.

#### LABOUR

270. At 30 June 1968, there were 80,138 indigenous persons in paid employment in Papua New Guinea. Private industry employed 63,533 persons, of whom 38,821 were employed in primary production. The Administration and the Commonwealth Government, employed 16,605 persons.

271. At 30 June 1970, there were 27 workers' associations in Papua New Guinea, with a total membership of 19,074, of whom 15,569 were indigenous persons. The Federation of Workers' Associations of Papua and New Guinea was registered as an industrial organization on 4 March 1970.

272. According to the supplementary report of the Administering Authority, legislation was now in force to enable a Minimum Wages Board to be established. The Board would have a chairman and no fewer than four other members appointed by the Administrator. An ordinance providing for the establishment of the Bureau of Industrial Organizations had been passed by the House of Assembly and action was proceeding to set up the Bureau, which would give practical training and assistance to industrial organizations aimed at developing and improving their administration.

273. The Employment (Training and Regulation) Ordinance, 1971, had been passed by the House of Assembly on 1 October 1971, and had been assented to by the Governor-General in Council. It would come into force on 1 May 1972. The Ordinance provides for the prohibition or restriction of employment of new immigrants to Papua New Guinea. Control of employment of new immigrants was achieved by declaring selected occupations to be prohibited or restricted. Special conditions, such as training, were attached to employment in restricted occupations.

274. At its thirty-eighth session, the Trusteeship Council had noted that workers' organizations in the Territory were still weak and that assistance from the International Labour Organisation (ILO) could be of value. It had endorsed the recommendation made by the 1971 Visiting Mission that the Administration consider the possibility of sending young and promising representatives of workers' associations to countries with a similar background to observe and study the process by which trade union organizations had been developed.

275. The Bureau of Industrial Organizations would be responsible for training the representatives of workers' associations and could be expected to consider

the training of such people in all aspects, including the practice of sending young and promising representatives to countries with a similar background. Tentative arrangements were already in progress for the visit to Papua New Guinea of Mr. M. Swerdlow, the ILO regional adviser on workers' education.

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

*The Council notes with interest that the recently established Minimum Wages Board is about to begin functioning and hopes that it will make every effort to provide for the payment of cash wages to rural workers.*

*The Council welcomes the implementation of the Employment (Training and Regulation) Ordinance which should help to ensure an increase in employment opportunities for Papua New Guineans by limiting the employment opportunities open to new immigrants from outside the Territory.*

*The Council notes with approval the steady growth in the number of indigenous wage and salary earners. The Council also notes, however, that the expansion in trade union membership has not kept pace with this growth in employment and hopes that the Administering Authority will ensure that this lag does not result from artificial barriers placed in the way of those Papua New Guineans attempting to organize and expand membership in workers' associations. The Council notes with concern an increase in labour disputes and an accompanying rise in tensions between management and labour and hopes that steps will be taken to encourage enterprises, particularly those which are owned by expatriates, to deal with free associations of workers in trying to resolve these disputes.*

*The Council notes with concern reports that juvenile delinquency is increasing in Papua New Guinea, primarily in urban areas, and notes with approval that the Department of Social Development and Home Affairs has included extensive plans for dealing with this problem in its five-year plan beginning in 1973. The Council hopes that the problem of youth gangs in particular can be dealt with as an urgent problem before these gangs develop more serious political and social overtones.*

#### PENAL PRACTICES

277. At its thirty-eighth session, the Trusteeship Council had noted with interest that the Administering Authority intended to submit to the Administrator's Executive Council a proposal that the criminal codes of the Territory of Papua and the Trust Territory of New Guinea be revised and unified with a view to the introduction in the House of Assembly of legislation which would, among other things, repeal the provisions authorizing corporal punishment.

278. According to the Administering Authority, the new criminal code for Papua New Guinea would be introduced in the House of Assembly during 1972.

#### PUBLIC HEALTH

279. According to the supplementary report of the Administering Authority (T/1733/Add.1), medical institutions in Papua New Guinea have been reclassified and there are now two types of hospitals: (a) the general hospital, permanently staffed by at least two medical practitioners, which offers medical

and nursing care to in-patients and provides a comprehensive range of services for diagnosis and treatment; and (b) the special hospital, which provides in-patient medical and nursing care primarily for one disease or group of diseases, such as leprosy and tuberculosis. There are also hospitals specializing in maternity and psychiatric cases.

280. At 30 June 1971, there were 103 Administration hospitals (including maternity wards) in Papua New Guinea. Of this number, four were for leprosy cases, five for leprosy and tuberculosis, two for tuberculosis and one for mental cases. In addition, there were 69 central clinics, 910 mobile clinic centres, 1,369 aid posts and medical centres, and 24 rural health centres.

281. Church missions maintained 159 hospitals (including maternity wards). Five of these were leprosy hospitals and two were leprosy and tuberculosis hospitals. The missions also maintained 237 central clinics, 2,418 mobile clinic centres, 281 mission aid posts and medical centres, and 12 rural health centres.

282. At 30 June 1971, there were 36 specialist medical officers (including two indigenous officers), 41 medical officers (15 indigenous officers) and 19 resident medical officers (12 indigenous officers) employed by the Administration. At 30 June 1970, there were also 44 non-administration medical officers.

283. The dental service maintained 45 fixed clinics and 3 mobile clinics throughout Papua New Guinea, staffed by 16 dental officers, 56 dental nurse assistants, 14 dental technicians and 52 dental orderlies.

284. Since 1 July 1971, the following persons have graduated from Administration and mission training schools: 18 enrolled nurses, two medical technologists, four pre-school teachers, three dental officers, one dental technician, four dental therapists, eight health inspectors, 18 health extension officers, 50 nursing aides and 71 aid post orderlies.

285. During the year under review, total expenditure on health and allied services amounted to \$A20,529,329, compared with \$A17,990,885 for the preceding year. This expenditure included \$A3,604,293 for capital works and maintenance of water supplies, sewerage, and engineering.

286. At its thirty-eighth session, the Trusteeship Council, while noting that the malaria rates in the Territory had been considerably reduced in most areas, had expressed its concern that they might rise to their former level in the absence of an effective anti-malaria programme. The Council had endorsed the recommendation of the World Health Organization (WHO) that the current programme of residual spraying should be made operationally effective and continued.

287. At the thirty-ninth session of the Trusteeship Council, the representative of WHO stated that advisory services had been provided during 1971 in the field of health education. WHO assisted the Dental School of Port Moresby by providing a health education consultant and three dental health consultants. In 1972, WHO was providing advisory services aimed at placing greater emphasis on public health nursing services in the training programmes and on establishing a higher training course for public health nurses. An educational and vocational training project was under way and should be completed in 1980. Another project would help to consolidate the teaching body

of the Medical School in order to raise the standard of teaching. During 1971, WHO had granted scholarships in clinical psychology, psychiatric nursing and preparatory courses in pharmacy. Additional scholarships were planned for 1972 and 1973. The representative of WHO further stated that in 1971, Papua New Guinea had been visited by a regional team to combat communicable diseases.

288. According to the current annual report, the Administrator's Executive Council had accepted in principle the recommendations of the WHO consultants on malarial control, and the report was being implemented. Requests would be made to UNDP for assistance in the form of professional staff. The current programme of residual spraying was being consolidated. Among the improvements made in the operation of the entire programme were the use of geographical reconnaissance and better supervision. At the end of 1972, progress would be assessed with a view to the extension of the programme.

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

*The Council notes with approval the steady expansion in health facilities provided by the Administering Authority to the people of Papua New Guinea. The Council also notes with approval WHO programmes of assistance in the field of health education as well as dental, nursing and pharmaceutical training. The Council hopes that WHO will continue its activities in these fields, including the granting of scholarships to indigenous trainees. The Council welcomes continued visits by regional health teams devoted to combating communicable diseases.*

#### HOUSING

290. At its thirty-eighth session, the Trusteeship Council, while noting that the low output of houses had been governed entirely by the availability of land, had considered that no efforts should be spared to provide assistance to the inhabitants of squatter settlements.

291. According to the current annual report, close attention was being given to providing land for a minimum standard housing area, and the Housing Commission was working on a project at Port Moresby which was expected to provide sites for about 600 such homes. In addition, plans for Lae envisaged the setting aside of land sufficient to settle 4,270 persons in minimum standard housing. Maximum efforts consistent with available resources would continue to be made to improve housing conditions for very-low-income urban residents. Health authorities were co-operating actively with the residents of migrant (squatter) settlements and Government departments and agencies in order to improve health and living conditions in such settlements.

292. In its supplementary report (T/1733/Add.1), the Administering Authority stated that from 1 July 1971 to 29 February 1972, a total of 263 low-cost houses had been completed in Port Moresby, 12 in Lae, 13 in Madang and 12 in Rabaul, at a total cost of \$A508,000. It was expected that over \$A980,000 would be spent on the programme by 30 June 1972.

293. At the thirty-ninth session of the Trusteeship Council, the Special Adviser, Mr. Simon Kaumi, stated that the demand for housing for public servants was

very high and although the Government was doing all it could to meet these demands, there was still a back-log of work to be done to catch up with the housing problem. An estimated budget of approximately \$A5 million per year would be required to meet the demand for housing.

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

*The Council notes the Special Adviser's remarks concerning the continuing high demand for housing on the part of public servants.*

*The Council also notes with concern that squatter settlements around urban areas are becoming an increasingly serious social problem. The Council hopes that the development programmes not only will encompass industrial development and housing construction but also will include community projects in rural areas aimed at reducing migration to urban areas.*

**Observations of members of the Trusteeship Council and members of the 1972 Visiting Mission, representing their individual opinions only**

#### LABOUR

295. The United Kingdom delegation was satisfied that the repatriation of several thousand workers following completion of the initial phase of construction of the copper scheme in Bougainville had gone smoothly. It hoped that the Administration would watch developments closely in those districts to which former employees at Bougainville had now returned, where they might have considerable difficulty in obtaining new employment. It would be self-defeating to eliminate vagrancy and associated ills in Bougainville only at the expense of their cropping up in other districts.

296. The representative of France stated that the most significant employer in terms of the volume of its business turnover, if not in terms of the number of employees, was the Bougainville Copper Company which from the outset had undertaken a vast programme for the training of its personnel. With regard to repatriation of thousands of workers, he was glad that that had taken place without disturbances, but he remained concerned about the future of those men who had learned a trade, had received fairly high salaries in the Territory and had been repatriated. His delegation would like to believe that the administration of their district of origin had been involved in finding jobs for them and had considered taking advantage on the spot of the professional training they had received.

297. The representative of the Union of Soviet Socialist Republics stated that the foreign monopolies not only were exploiting the natural resources of the country but also were subjecting the indigenous population to intensive exploitation, particularly those workers on plantations and in mines. His delegation believed that the Special Representative, in referring to the statistics on the situation of workers, particularly regarding their wage-scales, had once again confirmed that the wages of the workers were extremely low, and much less than the wages paid for similar work in Australia.

298. The representative of the Soviet Union further stated that from the date which the Special Adviser, Mr. Gavera Rea, had quoted, it was obvious that only

one fifth of the workers in the Territory were in fact organized into trade unions. Such a situation had put the workers in a very unfavourable situation vis-à-vis the monopolies and various companies that were operating in the Territory and meant that they did not enjoy their rights in their attempts to improve their working conditions and salary-scales. There was no social security programme for local workers in industry and in agricultural production.

299. Mr. Aleksandar Psončak, member of the Visiting Mission, said that one of the serious problems was the low wages of workers on the plantations. Those workers should receive better wages and should be treated with greater attention and receive better care. Both the Administration and local authorities should take a more active interest in the solution of that problem. Even though the question had been studied by the 1971 Visiting Mission, one gained the impression that no visible improvement had been made. Those workers still had to abide by the will of either the companies or the plantation owners.

300. The Special Representative stated that the Administering Authority had always thought that the reabsorption of people with skills would present no great problem since there was so much work going on in Papua New Guinea. The services of the Employment and Counselling Branch of the Department of Labour, were available to help both employees and employers. The Government was confident that no serious problems would present themselves which could not be dealt with. The Restricted Employment Scheme had come into operation and practically all immigration for unskilled jobs had been prohibited. In a considerable variety of other jobs, immigration would be permitted only if the immigrant was in a position to train a local person on the job.

301. The Special Adviser, Mr. Gavera Rea, said that the labour movement was still very much in its infancy. A great deal remained to be done in regard to wage justice and conditions of employment. The absence of business enterprises and wage earners from the traditional life of Papua New Guinea could be regarded as one of the factors contributing greatly to reluctance to joining union organizations.

302. Mr. Rea further said that the general conditions of employment for local workers were those im-

posed by expatriate-owned enterprises and there was a passive acceptance of that situation by many workers as a continuation of the traditional roles in which the European gave orders and the New Guineans laboured to his orders. Today, even in the midst of tensions and labour relations created by industrialization, victimization still existed. Trade union organizations had been subjected to legal proceedings in the Supreme Court because of their participation in strikes against actions by employers they had considered to be oppressive.

#### PUBLIC HEALTH

303. The representative of France stated that the Territory enjoyed a medical service which many more developed countries would envy.

304. The representative of the Union of Soviet Socialist Republics said that from what was contained in the report, it was difficult to make any judgement about the state of the health services in the Territory. It could, however, be seen that there was an acute lack of doctors in the Territory, and also a lack of other medical personnel and hospitals. There was an extremely high mortality rate from various maladies.

305. The Special Representative stated that the Government of Papua New Guinea and the Administering Authority would be foolish to be satisfied with what had been done in the health and education fields, and, indeed, they were not. When he had spoken of resources being a limiting factor on what could be done, he had spoken not only of financial resources but even more of personnel resources. It took time to train local staff as either teachers or doctors. In the meantime, the Administering Authority had tried, often without great success, to recruit suitable people in Australia and elsewhere.

306. The Special Representative further stated that the Administrator's Executive Council had decided in 1971 that all Administration departments should assist and see that the anti-malaria programme operations had been carried out. Co-operation and assistance from members of the Health Department and other Administration and private sectors had improved considerably and most were giving full assistance to the programme. There were still areas of resistance to be overcome, particularly at the village level, but there appeared to be improvement, with greater acceptance of the programme at all levels.

### E. EDUCATIONAL ADVANCEMENT

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

307. The Department of Education is responsible for the administration of the Education Ordinance and Regulations. At the district level, a superintendent, who is the chairman of the District Education Board, is responsible for the implementation of education policy. Departmental inspectors carry out regular inspections of staff and schools to ensure the maintenance of satisfactory standards.

308. Following the adoption of a report by the Advisory Committee on Education appointed in 1969, legislation to introduce a Papua New Guinea Education Service was adopted during the year. According to the current annual report, this legislation provides for

maximum involvement and co-operative effort by persons and bodies interested in education in Papua New Guinea, including churches, missions, the teaching profession, the Administration, local government councils and the community as a whole.

309. The new legislation consists of the Education Ordinance, 1970, and the Teaching Service Ordinance, 1970. The Education Ordinance provides for the establishment of a territorial educational system to include Administration schools and other schools, sponsored by educational agencies, that meet prescribed conditions. The Ordinance provides for the establishment of an Education Board responsible for the planning and administration of education at the national level; district education boards will assume a large measure of responsibility for education at the district level. The

Teaching Service Ordinance provides for the establishment of a teaching service to include all teachers within Papua New Guinea and also establishes a Teaching Service Commission which will be the employing authority for the teaching service. Interim provisions cover the conditions of service of teachers entering the teaching service.

310. At 30 June 1971, there were 612 Administration schools and 1,037 non-government schools, excluding exempt schools, in Papua New Guinea. The number of pupils enrolled in Administration schools totalled 103,115; pupils in non-government schools numbered 145,791.

311. There were 33 Administration high schools, with an enrolment of 11,963 pupils, and 28 non-government high schools, with an enrolment of 7,548 pupils, at 30 June 1971.

312. At 30 June 1971, Administration technical and vocational schools numbered 54, with a total enrolment of 4,120 pupils. Non-government technical and vocational schools totalled 20, with an enrolment of 773 pupils.

313. In 1971 practical training programmes for primary-school leavers were commenced in the technical colleges. In 1972 eight part-time courses were being given, with 270 places available. Vocational training centres had expanded rapidly, with an expected enrolment of around 4,470. An agricultural syllabus for primary students had been introduced in some schools in 1972, with a further expansion expected in 1973.

314. According to the current annual report, 10 colleges were training primary teachers in 1970/71. Of these, two were Administration teachers' colleges and eight were mission colleges. The Goroka Secondary Teachers' College has a capacity for 400 students and is equipped for a planned annual intake of 140 students. At 31 May 1971, enrolments totalled 346. Forty-two students graduated as secondary teachers in 1970.

315. The University of Papua New Guinea, which offers degree and post-graduate courses in arts, law, science, education and medicine, had a total full-time student enrolment of 670 in 1971, of whom 540 were Papuans and New Guineans. During the same period, part-time student enrolments totalled 362, of whom 38 were Papuans and New Guineans. The Papuan Medical College, formerly under the Department of Public Health, became the university's medical faculty in 1970.

316. The Institute of Technology at Lae offers degree studies in civil engineering, electrical engineering and architecture. It also offers diploma courses in civil engineering, surveying, mechanical and electrical engineering, accountancy, architecture and building. In 1971 the Institute had an enrolment of 308 full-time and 19 part-time students. Of the former, 297 were Papuans and New Guineans.

317. In 1970/71, total expenditure in education, including technical education, amounted to \$A20,200,337. Estimated expenditure for the 1971/72 period was \$A23,801,500.

318. At its thirty-eighth session, the Trusteeship Council had noted that, while the percentage of children between 7 and 12 years of age attending primary

schools had continued to increase, there appeared to be significant differences in the school enrolment figures for the various districts. The Council had shared the view expressed by the 1971 Visiting Mission that not enough local teachers could be found to meet the present needs and that consideration should be given to the possibility of recruiting teachers from nearby countries under contract for specified periods of time. The Council had noted with interest that, in the light of the proliferation in recent years of institutions giving some form of higher education, the Administering Authority had set up a Committee of Enquiry to ensure that the best value was obtained for the money spent on higher education.

319. The immediate aim in primary education was reported to be increased enrolments in districts where less than 50 per cent of school-age children were enrolled. An evaluation team was scheduled to visit nearby countries in 1971/72 to investigate the possibility of recruiting personnel to assist in meeting teaching needs until an adequate number of trained indigenous secondary teachers became available.

320. The report of the Committee of Enquiry was expected to be available in late October 1971. The view that the college would play an even greater role in the future of Papua New Guinea was confirmed by the proposals contained in the paper "Accelerated Localisation and Training", presented by the Public Service Board in August 1971.

321. According to the Administering Authority, legislation was currently being drafted to provide for appropriate terms and conditions of employment to apply to teachers in the Papua New Guinea Teaching Service. This legislation was to be introduced to the House of Assembly during the September 1971 sitting.

322. In its supplementary report (T/1733/Add.1), the Administering Authority stated that the report of the Committee of Enquiry into Higher Education in Papua New Guinea had been presented in September 1971. Since the report had been received, the Minister for External Territories had approved the adoption of one of the recommendations that an advisory Higher Education Commission, complemented by a Finance Board, be set up with an Office of Higher Education as a service unit to both bodies.

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

*The Council reaffirms its view that education will play a vital role not only in developing a sense of national unity in Papua New Guinea, but also in providing the human resources upon which the country will have to rely as it moves toward independence. The Council also believes that the accelerated pace of change requires an equally rapid increase in the total number of teachers, students and schools. In this connexion, since the Administering Authority has noted its inability to recruit sufficient teachers from among the indigenous population, the Government of Papua New Guinea should continue to recruit teachers from outside the country. The Council looks forward to hearing at its fortieth session the outcome of the recent tour of south-east Asian countries by a delegation, including the Teaching Service Commissioner, to examine the possibility of recruiting secondary school teachers from that area.*



*The Council notes that the Government intends to open a new senior high school every two years. In view of the Territory's increasing need for indigenous personnel with advanced skills, the Government, in the Council's view, should give priority to the establishment of a greater number of secondary vocational schools. The Council also notes that the Government of Papua New Guinea is considering a recommendation to develop further facilities for secondary school teacher training. In view of the priority the Council attaches to secondary education, the Council hopes that the Government will give this recommendation rapid and favourable consideration.*

#### DISSEMINATION OF INFORMATION ON THE UNITED NATIONS

324. In the current annual report, it is stated that the Department of Information and Extension Services of Papua New Guinea is co-operating closely with the United Nations Information Centre in Port Moresby and, in addition to giving practical assistance with the translation, printing and distribution of United Nations material, itself produces material dealing with the United Nations. Information about current activities of the United Nations is disseminated by the broadcasting and newspaper services, and special days, sponsored by the United Nations, are suitably recognized.

#### **Observations of members of the Trusteeship Council and members of the 1972 Visiting Mission, representing their individual opinions only**

325. The representative of the United States urged the Administering Authority to continue its commendable efforts to expand and improve all types of education in the Territory.

326. The representative of France noted from the reports of the Administering Authority that the reorganization of mission schools had led to a reduction in number in that sector, while the number of pupils in public sectors was growing. The question of dropouts was a major concern. The students who had interrupted their studies and were detribalized and unemployed would become juvenile delinquents. The solution to the problem lay in the development of vocational education. In that regard, the experiment described by the Administering Authority deserved to be followed up. At the post-secondary level, the French representative continued to doubt that after Form 4 a person had acquired sufficient education to enter a university. The increase in the number of new senior high schools showed that the need existed to prolong secondary education.

327. The representative of the Union of Soviet Socialist Republics said that even from the very sparse statistical tables which were contained in the report of the Administering Authority, it could be seen that a considerable proportion of school-age children were not in fact pursuing education. The representatives of the Administering Authority had said that there had

not been enough funds for education and that everything had been done within the confines of available funds. At the same time, the Administering Authority expended \$40 million per year for the maintenance of the army, the police and prisons and only \$18 million on education. To maintain the Pacific Islands Regiment alone, as much money was expended as on education and health services taken together. It appeared that the Administering Authority could, by means of reducing expenditures on the army and the police, considerably increase what was spent on education.

328. Mr. Aleksandar Psončak, member of the Visiting Mission, stated that the system of education was of exceptional importance for Papua New Guinea, not only from the socio-economic standpoint but also because of its political aspects. It was highly recommendable to have the system and the extent of education of the young also followed by adequate possibilities for employment of those leaving school. That was of particular importance for those young people completing the secondary schools. The education system, however, should also include and incorporate adult education on a much wider scale.

329. In referring to the remarks of the representative of the Soviet Union concerning education, Mr. Anton Parao, Special Adviser, said that it was true that a large number of school-age children were not going to school. That was so because the Administration had made no prior plans regarding jobs for the school-leavers. There were very few jobs available and the outflow of young people from school was increasing. When parents saw that there were many educated boys without jobs, they were reluctant to send their small children to school. Another reason for that situation was the unequal distribution of schools in the Territory.

330. Mr. Parao assured the representative of the Soviet Union that the Administering Authority had no intention whatsoever of keeping Papua New Guinea for its own interest. It had its own domestic problems, and the people of Papua New Guinea therefore felt that they would be pushed into self-government and independence before they were ready for it.

331. The Special Representative pointed out, in reply to the question by the representative of the Soviet Union, that while there were difficulties in expressing enrolment as a percentage of school-age population, it could be said that the percentage of students at school against the school-age population, based on school places for standards 1-6 and students between the ages of 7 and 12, was 56 per cent.

332. The Special Representative further pointed out that the total indigenous secondary and technical enrolments for 1971 had been 21,306. This was 11.3 per cent expressed as a percentage of the estimated population aged 13 to 16. A further 3,110 primary-school leavers had attended vocational centres. No one was satisfied with that, but the number of children receiving primary and secondary education was increasing as staff, buildings and other facilities were expanded.

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

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

333. At its thirty-eighth session, the Trusteeship Council had noted with satisfaction that the Administering Authority had accepted the report of the Select Committee on Constitutional Development as agreed to by the House of Assembly and that legislation had been passed which would give full effect to those parts of the report which dealt with the 1972 House of Assembly elections. The Council had also noted that it was the intention of the Administering Authority to pass additional legislation to give further effect to the Committee's report and that this would mean that the way was then open to put into effect all the Committee's recommendations accepted by the House of Assembly.

334. 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 resolutions 1514 (XV) of 14 December 1960 and 1541 (XV) of 15 December 1960, the Council at its thirty-eighth session had sought to ensure that the people would be brought to self-determination as swiftly as feasible.

335. In this connexion, the Trusteeship Council had welcomed the declaration by the Administering Authority that the approximate time-table for self-government set by the House of Assembly had been accepted and that further movement towards internal self-government would require consultations with the Territory's leadership after the 1972 elections. The Council had noted with interest the statement of the Minister for External Territories that should a cohesive group of ministers emerge from the 1972 elections with a majority backing in the House, it was envisaged that the Government of Australia would regard this group as constituting a government, that it would negotiate with the leader of this group for the handing over of further authority and that the Administrator's authority would gradually become confined to matters remaining within the responsibility of Australia. It was further stated that when this process of handing over authority was completed, the Administering Authority would give formal recognition to the attainment of full internal self-government.

336. Further the Trusteeship Council, taking note of the conclusion of the 1971 Visiting Mission, had stated its belief that it would be realistic to assume for planning purposes that independence would be achieved during the life of the Fourth House of Assembly, but it had nevertheless agreed with the stated policy of the Administering Authority that it was for the elected leaders of a self-governing Papua New Guinea to determine when independence was to be achieved.

337. At the thirty-ninth session of the Trusteeship Council, Mr. Gavera Rea, Special Adviser and Minister for Labour, stated that the National Coalition had yet to consider the timing of self-government. While the Pangu Party was pledged to the implementation of immediate self-government, it had to consider the views of its coalition partners. However, the National Coalition would work steadily towards preparing for self-

government, and he had no doubt that it would come within the life of the 1972-1976 House of Assembly.

338. Mr. Anton Parao, Special Adviser and member of the House of Assembly, stated that the United Party believed that self-government should be given to Papua New Guinea immediately after the people themselves decided they wanted it. The final decision for independence and the date for independence should be decided by the House of Assembly after it had ascertained the desires of the people of the country. His party firmly believed that there must be three groups of people deciding and agreeing upon the setting of a date for achieving and granting self-government: the people of Papua New Guinea, Australia as Administering Authority and the members of the Trusteeship Council of the United Nations.

339. Mr. Parao further stated that out of the 18 districts, 14 did not wish to see major changes during the life of the Third House of Assembly. They would prefer the changes to occur during the life of the Fourth House of Assembly. The reasons were: that political parties had not been in existence for very long and they would like to see the development of political parties inside and outside the House; that equal distribution of the public service personnel from all regions was necessary; and that attempts to equalize development in all regions should be made.

340. At the same session, the Special Representative quoted from a statement by the Governor-General of Australia at the opening session of the Third House of Assembly on 20 April 1972. The Governor-General had stated that it was the policy of his Government to encourage the movement towards self-government but not to impose self-government upon Papua New Guinea. To this end, his Government looked to the House to represent the wishes of the majority of the people and to take the initiative on the pace and nature of constitutional development. A programme had been prepared of the legislative and administrative actions which would have to be taken by Australia and by Papua New Guinea by the time of self-government. His Government intended to invite Papua New Guinea's political leaders, once they had taken office, to join in early discussion about these matters.

341. The Special Representative also quoted from a speech by the Minister for External Territories who, on 18 May 1972, had stated that there was much to be discussed and negotiated, but that he had no intention of letting progress towards self-government be impeded by the complicated nature of the matters with which they would have to deal. Nor would decisions that could be made rapidly be held up because there were others that could not be made quickly. The aim must be to achieve a self-governing country and not just a legal façade. As the Chief Minister, Mr. Michael Somare, had said in his coalition policy speech in the House of Assembly, the timing of self-government was not as important as the type of self-government best suited to this country. There was a difference between the formal legal steps towards self-government and real movement towards self-government.

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

The Council has already noted with satisfaction the election of an almost entirely indigenous House of Assembly, as well as the establishment of an embryonic cabinet under a Chief Minister which includes ministers who formulate and determine policy over a wide range of government activities and who are in practice accountable for their actions to the House of Assembly.

The Council has also noted that in accordance with the recommendations of the Select Committee on Constitutional Development, the Administering Authority has drawn up a programme outlining the action which will have to be taken before a full measure of self-government can be achieved and which involves the progressive transfer to the Government of Papua New Guinea of many of those areas of government for which the Administering Authority still retains final responsibility.

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, contained in resolution 1514 (XV) of 14 December 1960, and resolution 1541 (XV) of 15 December 1960, the Council seeks to ensure that the people of the Territory are brought to self-government as swiftly as feasible.

In this connexion, the Council notes that the Administering Authority stands ready to discuss with the elected leaders of Papua New Guinea the programme, including the setting of target dates, for the attainment of full self-government based on the assumption that this will be achieved in the lifetime of the present House of Assembly. The Council also notes from statements of the Special Representative that in the view of the Administering Authority the initiative as to the speed with which this programme becomes effective lies with the Government of Papua New Guinea and with the House of Assembly. The Council is gratified to note that, according to the Minister for External Territories, the Australian Government has no intention of letting progress towards self-government be impeded by the complicated nature of the matters which have yet to be resolved.

The Council also notes from the statement of the Special Adviser representing the Pangu Party that although the National Coalition, of which his party is a senior member, has yet to consider the exact timing of self-government, his own party remains in favour of immediate self-government. The Council also notes in this respect that since assuming office the Territory's Chief Minister has said that it is the National Coalition as a whole and not the Pangu Party which will decide this question, but it is his intention that self-government will come within the life of the present House of Assembly.

The Council welcomes the eagerness of the National Coalition to exercise the inalienable right of the peoples of Papua New Guinea to self-determination and independence and notes with satisfaction the willingness of the Administering Authority to move at a pace which reflects the wishes of the new Government of Papua New Guinea. The Council hopes that, in determining the pace towards self-government and independence, the views of all sections of the people will be taken into consideration.

The Council has no doubt that, as a result of the forthcoming discussions between the Administering

Authority and the elected representatives of Papua New Guinea, progress will be made not only towards setting a specific date for the achievement of self-government but also towards the establishment of an approximate time-table for the achievement of independence. The Council fully appreciates, however, that it may not yet be possible to draw up a detailed time-table for independence and endorses the view of the Administering Authority that the wishes of the people of Papua New Guinea should be decisive in this respect.

#### **Observations of members of the Trusteeship Council and members of the 1972 Visiting Mission, representing their individual opinions only**

343. The United Kingdom delegation considered that the differences concerning the issues of self-government in Papua New Guinea were primarily of approach and emphasis rather than of principle. All the major parties advocated self-government sooner or later. Basic differences of attitude to independence or self-government clearly did not exist to any significant extent in Papua New Guinea as they did in some other dependent territories.

344. The representative of the United Kingdom said that in response to the request of the Second House of Assembly, the Australian Government had prepared an outline programme listing the various actions which would be required before self-government. It was also on record as saying that the initiative for further constitutional development should come from Papua New Guinea and that it would not impose constitutional change regardless of the wishes of the people. The next move therefore lay with the leaders of the National Coalition, and he had little doubt that they would waste no time in accepting the invitation to talk with the Administering Authority about progress towards self-government.

345. The representative of the United Kingdom further said that it had been a widely-accepted assumption that self-government would be reached in the period 1972-1976 and full independence in the period 1976-1980. Although the Administering Authority had refused to set specific target dates, his delegation knew that that rough time-table was in accordance with its views. His delegation had great sympathy with the desire of the Pangu Party and its partners to take over the control of their own destiny at the earliest possible moment. However, it urged the leaders of the National Coalition to endeavour to ensure that the time-table for constitutional advance was in accordance with the wishes of all sections of the population.

346. The delegation of the United States praised the progress that the Administering Authority and the outgoing and incoming Houses of Assembly had made in moving the Territory progressively forward, and it commended the able manner in which the people of the Territory were assuming ever-greater responsibilities.

347. The representative of France stated that the renewal of the Assembly in itself already constituted a landmark in local history since it had already been agreed that in the life of the Third House of Assembly, the Territory would become self-governing. The results of the elections would accelerate the move towards self-government. It could be said that even if the results were different, the move towards that goal, which was initiated four years ago, would not have been stopped. In this connexion, it could be considered that

the last House of Assembly, which was somewhat conservative, had not been an obstacle to the rapid extension of power.

348. The French representative further stated that the Administering Authority had, on the one hand, proven a sense of awareness that time was pressing and, on the other hand, was demonstrating a sense of responsibility which was increasing at the very moment when the means of action, because of the transfer of powers, were decreasing.

349. The representative of the Union of Soviet Socialist Republics said that the Administering Authority had, unfortunately, not yet given any specific date or time-table for the Territory's self-determination and independence. He noted that references were made that such a time-table would be determined only as a result of consultations with representatives of the people, but when, he asked, would those consultations begin and what were the plans of the Administering Authority on that score. Further, the idea had been repeated that the Administering Authority did not intend to impose self-determination; but the people had already expressed their views during the recent elections on that matter, and most of their votes had been cast for the candidates belonging to precisely those political parties which were in favour of speedy accession to self-determination and self-government.

350. The delegation of the Soviet Union was pleased to note that the Special Adviser, Mr. Gavera Rea, had confirmed that the purpose of the coalition headed by the Pangu Party was immediate self-government. Mr. Rea had pointed out that there were certain reactionary forces that were attempting to hinder the people from achieving that noble purpose, and that they were trying to introduce schismatic tendencies among the people and to cause confusion and fear. The Soviet Union was certain, however, that because of their personal experience, the people of Papua New Guinea and their political representatives would shortly become convinced of how important it was to ensure national unity in such cardinal matters as the struggle for self-determination and independence and would wish them all success on their course towards consolidating the struggle for independence.

351. Mr. Mohammad Hakim Aryubi, member of the Visiting Mission, said that the people of the Territory had now reached a decisive stage and were capable of handling their own affairs. The demand for immediate self-government was the minimum that could be made when one considered the history of a large number of newly-independent countries. The concept of economic, social and political viability should not be stretched to the extent of confusing the real issue of independence.

352. With regard to the future of the Territory, Mr. Aryubi said that the position of the Administering Authority was ultra-impartial and even a kind of wait-and-see attitude. The fact remained, however, that the people were in need of guidance and encouragement on the part of the Administering Authority. The attitude of the Australian Government towards further political and constitutional development of the Territory was of utmost importance. The time had come for the Administering Authority to lead the people of Papua New Guinea towards self-government and independence without further delay.

353. Mr. Aleksandar Psončak, member of the Visiting Mission, stated that the newly-elected House

of Assembly and the Administrator's Executive Council would from the very outset play a much more important role and assume a greater responsibility than in the past, and that the time-table and the target date for self-government would become a top priority topic. He further stressed that history and the experience of other peoples had demonstrated that maturity and responsibility were acquired only when a nation was in a position freely and independently to decide its own fate and manage its own affairs. The people of Papua New Guinea, despite their historical isolation and economic backwardness, had demonstrated that they were ready and qualified to take their destiny and their future into their own hands.

354. Mr. Psončak commended the Administering Authority for its readiness and efforts to extend full support to the people of Papua New Guinea in their determination to achieve independence and national unity and for its readiness and willingness to adapt itself to the requirements of the time and laws of the contemporary development of society. In doing so, it had demonstrated its goodwill towards the people of Papua New Guinea. Its attitude constituted an encouraging indication that the continuation and acceleration of the present process towards self-government and independence of the Territory need not at the same time be a cause for a deterioration of the present relationship and co-operation between the former Administering Authority and its former dependency.

355. In regard to the statement of Mr. Aryubi, member of the Visiting Mission, that the position of the Administering Authority was ultra-impartial but that the people of the Territory were in need of guidance, the Representative of the Administering Authority referred him to the statement by the Minister for External Territories to the effect that the Australian Government recognized that it was necessary to assist Papua New Guinea in its movement towards self-determination.

356. With respect to the comments by the representative of the Soviet Union who had referred to a vicious circle which had occurred when administering Powers set prior conditions to achieve independence but failed to do enough to create them, the Representative of the Administering Authority assured him that there was no such vicious circle in Papua New Guinea. The Australian Government had said that it would not let obstacles such as localization, economic development and education, stand in the way. They were important and the Administering Authority had described what it was doing about them. But what was fundamental to movement to the final stage of self-government, and subsequently to independence, was that the Government of Papua New Guinea, backed by majority support, should indicate readiness for these moves.

357. The Special Representative of the Administering Authority stated that on the question of a time-table, the Minister for External Territories had made it plain that while Australia would not set a time-table, there was no objection to one being set by the people themselves. The wishes of the people and their right to a free choice were paramount. The Administering Authority had its programme ready for discussions which would take place at an early date. The programme had been prepared as a result of a request by the House of Assembly and in accordance with a

time-table approved by it; that time-table was dependent on self-government being requested during the life of the Third House and was capable of expansion or contraction.

358. The Special Representative referred to a speech by the Chief Minister, Mr. Michael Somare, who, on 12 May 1972, pointed out that because Pangu Pati had now joined other parties to make up the National Coalition, the Coalition, and not Pangu Pati itself, must decide the question when self-government would be attained. Papua New Guinea would not have self-government tomorrow, but he could promise that they would work steadily towards self-government. There were many things to be done before that happened. The Chief Minister gave assurance, however, that self-government would come within the life of the Third House of Assembly.

359. The Special Representative said that the Administering Authority was cognizant of the problems which Papua New Guinea faced. It spent considerable sums of money in helping Papua New Guinea to achieve the goals of self-government and independence, and it provided as big a staff as possible for the same purpose. The Administering Authority had no other purpose than to see the country achieve self-government and independence. It hoped that to its north it would have a neighbour with whom it would enjoy the best of relations.

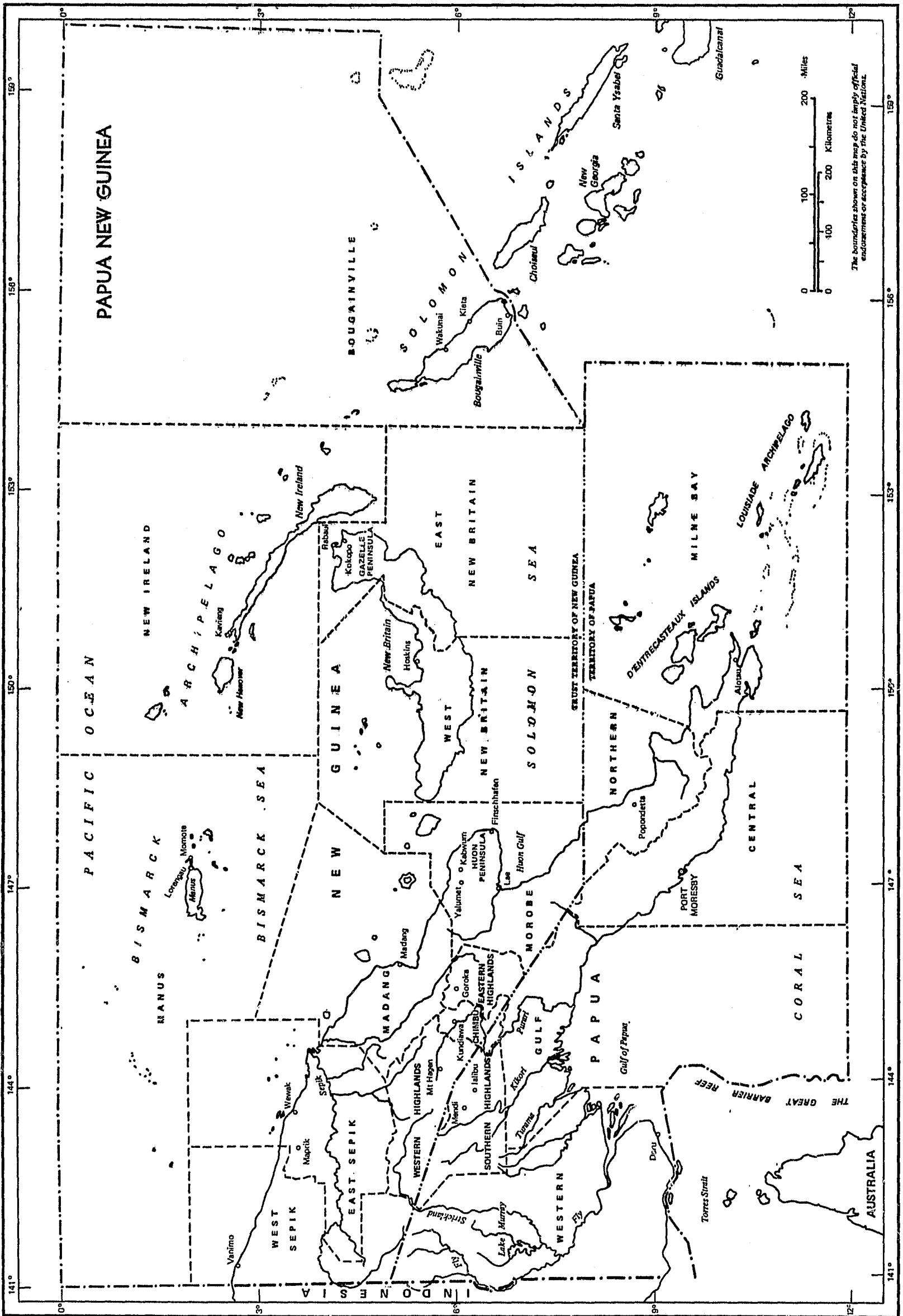
360. The Special Adviser, Mr. Gavera Rea, said that it was true that the independent members or other groups who had joined the Coalition had not gone out to advocate immediate self-government in their election campaigns. It was also true that they had not taken a stand against immediate self-government. The Pangu Pati had made no suggestion during its negotiations immediately before the opening of the Third House of Assembly which might be construed to mean that its

policy on immediate self-government would be suspended. The fact that those members and groups had joined with the Pangu Pati in the Coalition knowing all along the Party's policy on immediate self-government might be taken to mean that they were in sympathy with the Party's policy on immediate internal rule.

361. Mr. Rea further said that to show good faith in the country and in its people, the Chief Minister, Mr. Somare, had stated, in his speech in the House immediately after the Coalition had been declared, that the Pangu Pati stood firm on the question of immediate self-government but with the necessary modifications in order to allow for the views and opinions of its partners in the Coalition.

362. The Special Adviser, Mr. Anton Parao, stated that the United Party, which represented the views of half the population of the Territory, was standing firm on a preventative rather than a curative policy. It had learned so much, from similar countries that had gained self-government and independence, of the happiness and unhappiness which had followed. The United Party maintained that as Papua New Guinea was one of the last two Trust Territories, the leaders must prepare it for nationhood in co-operation with the Administering Authority and other bodies interested in helping to achieve that goal.

363. Mr. Parao further stated that the United Party upheld the principle of majority rule. The people of Papua New Guinea wanted to make decisions on issues with individuals and with minority and majority groups within the country, and the Administering Authority and any other interested groups or persons might well take into account their points of view because the people of Papua New Guinea were primarily responsible for the consequences that would follow self-government and independence.





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