



**REPORT OF THE UNITED NATIONS
VISITING MISSION TO THE
TRUST TERRITORY OF
NEW GUINEA, 1971**

**TOGETHER WITH THE RELEVANT RESOLUTION
OF THE TRUSTEESHIP COUNCIL**

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NOTE

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LETTER DATED 19 APRIL 1971 FROM THE CHAIRMAN OF THE
VISITING MISSION TO THE SECRETARY-GENERAL

I have the honour to transmit to you herewith, in accordance with Trusteeship Council resolution 2154 (XXXVII) of 19 June 1970, and with rule 98 of the rules of procedure of the Council, the report of the United Nations Visiting Mission to the Trust Territory of New Guinea, 1971.

This report is subscribed to unanimously by all four members of the Visiting Mission.

(Signed) Denis ALLEN
Chairman of the Visiting Mission
to the Trust Territory
of New Guinea, 1971

INTRODUCTION

1. Even by jet, the flight from Sydney to Port Moresby is a long one - longer than from Sydney to New Zealand or New Caledonia. Yet it is still less than from Sydney to Perth and, in Australian minds, the Territory of Papua and New Guinea tends to be thought of as an extension of Australia and not as a remote and exotic world in the sense that India and Nigeria were for the average Englishman, or Indo-China and the Ivory Coast for the French. Geographical contiguity has something to do with it: Queensland and the Territory have a common border. But common history and especially shared experiences in two world wars also count for much. The result is a relationship different in many ways from that customarily associated with colonial Powers and their dependencies.
2. As administering Power, Australia has concentrated its attention on the one Territory and this has produced an Australian presence which today is all pervasive. The large and costly administrative machine still depends heavily on 7,000 Australians in the public service. The economic life of the ports and towns and the larger agricultural and mining enterprises are almost entirely in Australian hands. The Christian missions, with their schools and hospitals and agricultural training centres, their ubiquitous out stations in the more remote areas, their network of small air strips and light aircraft services play a vital part in the fields of education, health and welfare and, indeed, in the economy of the country.
3. The close relationship between Australia and the Territory has enabled many Australian administrators, missionaries, settlers and teachers to bring to the Territory a devotion often reserved for one's own country and it makes in the main for admirably easy and relaxed social relations. But it also leads Australians settling in Rabaul or Port Moresby to take it for granted that they can enjoy there the same way of life as they would have in Townsville or Rockhampton. There is a tendency, especially in certain old established expatriate ^{1/} communities, to assume that Australian standards are the only valid ones and to ignore their impact on local custom and tradition. In some larger communities, a social exclusiveness has developed that Papuans and New Guineans find hard to penetrate. And everywhere the disparity between expatriate and indigenous standards of living is marked.
4. Australia's benevolent interest in the Territory has made possible a remarkably high level of economic aid. But it has also fostered, in minds already prone to cargo cult attitudes, a tendency to rely on outside help, a reluctance to assume responsibility and a parochial ignorance of the outside world. These New Guinean characteristics, noticed by the 1965 Visiting Mission, are still prevalent today.
5. There are, of course, many other well-known features of the Territory which militate against the emergence of a strong and self-reliant national spirit. Earlier missions have all commented on the ruggedness of the country, the dispersion of its peoples, the plethora of languages, the recent memories of tribal warfare. Stress has been laid upon the contrast between the newly opened highlands,

^{1/} In New Guinea, the word "expatriate" is generally used to denote a person of European origin living in the Territory. It usually refers to an Australian.

where the Administration has only been effectively established over the past twenty-five years, and those coastal and island regions which have had over eighty years of contact with the outside world. Too much should not be made of this contrast today. It is true that the highlands are still predominantly conservative and have the political numbers to make their views felt. Development has been very rapid in recent years, however, and the highlands now contain some of the most prosperous areas of cash crops in the Territory. The establishment of law and order and the building of roads has given highland people a new mobility, and they are to be found in and around many coastal towns, bringing new social problems in their wake. Conversely, there are many areas in the coastal and island districts where communications have not yet penetrated and development is slow. These feel neglected and isolated and sometimes frustrated. Even in the favoured towns such as Rabaul and Lae, themselves rebuilt after total destruction in the Second World War, some frustrations are apparent, born rather of impatience to move on to full self-government at a faster pace than the more conservative regions will allow.

6. The disparities in development between regions are, in fact, very great. The recent rapid progress in constitutional advance, in economic development and in higher education has accentuated these disparities. The growing economy of the towns is still dominated by expatriate enterprises, and it is only recently that intensive efforts have been initiated by the Administration in the difficult task of assisting New Guineans to participate in it. Elsewhere, large-scale projects, such as the Bougainville Copper Mine, the oil palm settlement scheme in West New Britain, extensive timber leases and other mineral developments now in prospect, are transforming hitherto undeveloped areas, while successful efforts are being made to encourage indigenous participation in coffee growing, cattle raising and other forms of cash agriculture. For the greater part of the population however subsistence gardening is still the main occupation.

7. The increasing pace of development is creating rising expectations. Even in the more backward areas, there is a dawning awareness of the advantages of a cash economy and a growing demand for money, but often little understanding of how wealth is created and money earned. Everywhere, the Visiting Mission heard requests for more local businesses, more roads and more schools. Education is, in fact, coming to be regarded as the indispensable avenue to success. Consequently, there is much concern about the 50 per cent of children of school age who do not receive any education, and still greater concern about the 60 per cent who finish primary school but cannot get secondary places. In the sphere of politics, there is a new ferment of ideas. Self-government is much talked of, though not always understood. Here too, there has been a rapid evolution of opinion in recent years; the argument is no longer about whether it will come but only when. This growing political awareness has been accompanied by increasing concern for the unity of the whole Territory of Papua and New Guinea and by anxiety whether this unity and the newly won benefits of law and order can be maintained as full self-government comes.

8. All these expectations create new problems in the political, economic and social spheres. The chapters of this report, after describing the Visiting Mission's extensive journeyings and recording the views of the local population, will discuss these in greater detail and suggest possible remedies. But it should be stressed at the outset that the Mission's main impression was of a basically happy and favoured Territory, advancing rapidly, already enjoying a substantial measure of self-government, relatively better endowed with institutions of higher

education than were many other developing countries as they moved into self-government and independence, receiving an unusually large amount of outside aid, having a steadily growing economy of considerable potential, and blessed with a warm climate, generous rainfall, some rich volcanic soils (as well as vast areas of intractable mountain and swamp) and a vigorous and gifted population.

9. Moreover, the Visiting Mission was left in no doubt of the firm intention of the Australian Government and of the Administration to bring the whole Territory of Papua and New Guinea to full internal self-government and independence, while maintaining Australian aid and support so long as these may be needed and desired. Such hesitations as remain derive more from fear and caution in the Territory itself than from Australian reluctance. At its public meetings, the Mission heard frequent praise for Australia's recent work in the Territory and urgent requests that it continue.

10. The Visiting Mission wishes to place on record its appreciation of the fact that, besides visiting all twelve districts of the Trust Territory of New Guinea, its members were enabled by the Australian authorities to pay unofficial visits to three of the six districts of the Territory of Papua. These visits were of great value to the Mission in helping it to form a balanced view of the problems of the Trust Territory. It is impossible to travel far in New Guinea without realizing that its life and destiny are indissolubly linked with those of Papua. The two Territories form a single nation and a single country, and it is the clear wish of the great majority of their people that this should be so. It is, in fact, becoming increasingly difficult to deal separately with the two Territories, and this report will often have to treat of matters relating to the whole Territory of Papua and New Guinea.

CHAPTER I

GENERAL

A. Terms of reference

11. At its 1370th meeting, on 19 June 1970, the Trusteeship Council considered the question of the dispatch of a periodic visiting mission to the Trust Territory of New Guinea in conjunction with its agenda item concerning General Assembly resolution 2590 (XXIV) of 16 December 1969. In paragraph 5 of that resolution, the General Assembly requested the Trusteeship Council to include non-members of the Council in its periodic visiting missions to the Trust Territory of New Guinea in consultation with the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and with the Administering Authority and in accordance with the Charter of the United Nations. Following consultations on the subject between the Special Committee and the Trusteeship Council, the latter decided, at its 1370th meeting, to dispatch a periodic visiting mission to the Trust Territory of New Guinea at the beginning of 1971 and to invite the Governments of France, Iraq, Sierra Leone and the United Kingdom of Great Britain and Northern Ireland to nominate members to compose the mission. The Council also decided that the nominations of members of the Visiting Mission to be submitted by those Governments would be automatically approved when received.

12. At the same meeting, the Council adopted resolution 2154 (XXXVII) in which it directed the Visiting Mission to investigate and report as fully as possible on the steps taken in the Trust Territory of New Guinea towards the realization of the objectives set forth in Article 76 b of the Charter of the United Nations, and to pay special attention to the question of the future of the Territory, in the light of the relevant Articles of the Charter and the Trusteeship Agreement, bearing in mind the provisions of relevant Trusteeship Council and General Assembly resolutions, including Assembly resolutions 1514 (XV) of 14 December 1960 and 1541 (XV) of 15 December 1960. It further requested the Mission to give attention, as might be appropriate, in the light of discussions in the Trusteeship Council and of resolutions adopted by it, to issues raised in connexion with the annual reports of the administration of the Trust Territory, in the petitions received by the Council concerning reports of the previous periodic visiting missions to the Territory and in the observations of the Administering Authority on those reports and to receive petitions, without prejudice to its acting in accordance with the rules of procedure of the Council, and to investigate on the spot such of the petitions received as, in its opinion, warranted special investigation. Finally, the Council requested the Visiting Mission to submit to the Council as soon as practicable a report on its visit to the Trust Territory of New Guinea containing its findings, with such observations, conclusions and recommendations as it might wish to make.

13. Subsequently, the General Assembly, on 14 December 1970, adopted resolution 2700 (XXV) which, inter alia, took note of the arrangements made by the Trusteeship Council and invited the administering Power to co-operate fully with the Visiting Mission and to provide it with all the necessary facilities and assistance in the performance of its tasks.

14. Mr. Paul Blanc, Counsellor of the Permanent Mission of France to the United Nations; Mr. Adnan Raouf, Deputy Permanent Representative of Iraq to the United Nations; Mr. Charles E. Wyse, First Secretary of the Permanent Mission of Sierra Leone to the United Nations, and Sir Denis Allen of the United Kingdom were subsequently nominated by their Governments as members of the Visiting Mission. On 18 January 1971, the members of the Mission elected Sir Denis Allen as Chairman of the Mission.

B. Itinerary

15. The Visiting Mission assembled in Sydney on 23 January 1971, and departed for Port Moresby the following morning. In New Guinea, the Mission was accompanied by its secretariat: Mr. Maxime-Jeopold Zollner, Principal Secretary; Mr. Richard W. Wathen, Political Affairs Officer; Mr. Girma Abebe, Political Affairs Officer; Mr. Milton Riedel, Administrative Officer; and Mrs. Helena-Maria Lim, stenographer.

16. The Mission remained in Port Moresby from 24 January until 27 January, where it held discussions with the Administrator and senior officials of his headquarters staff. In Port Moresby, it visited the University of Papua and New Guinea, the Administrative College, the United Nations Information Centre, the Bomana Police Training College and the Papua and New Guinea Electricity Commission Training School.

17. On 27 January, the Mission left Port Moresby for Goroka to begin its tour of the Trust Territory of New Guinea. It visited all twelve districts of the Territory and held as many meetings as was possible in both the urban and rural areas of each district. The detailed itinerary in annex I to the present report indicates the places visited by the Mission, the meetings it held and what it saw and did in the Trust Territory. The Mission returned to Port Moresby on 27 February and held further discussions with the Administrator and senior officials at headquarters. It also held discussions with members of the House of Assembly, members of the Select Committee on Constitutional Development, the Executive of the Public Service Association, the manager of the Development Bank of Papua and New Guinea, the Government economic adviser as well as the Director of the United Nations Information Centre. The Mission also visited the University of Papua and New Guinea and the Technical Training School.

18. During its tour, the Mission held fifty meetings and discussions with members of local government councils and with the general public. It also held thirteen meetings with representative groups, organizations and associations. It visited twenty-four educational institutions and held discussions with students. It also inspected hospitals and medical centres, and thirty-four other institutions, including manufacturing and industrial establishments, co-operative societies, agricultural projects and processing plants. It also held many meetings with administrative officials in the various districts. Informal discussions were held with individuals in all walks of life on numerous occasions.

19. In the course of its tour, the Mission received a number of written submissions which were taken into account in the preparation of its report. The texts of these submissions are filed and available for inspection in the United Nations Secretariat.

20. The Mission departed from Port Moresby for Canberra on 6 March, for discussions with the Minister for External Territories and senior officials of that Department and the Department of Foreign Affairs of the Commonwealth of Australia, as well as with members of the Parliamentary Foreign Affairs Committee. On 11 March, the Mission left Canberra to return to New York.

21. During its visit to New Guinea, the Mission was accompanied by Mr. William Granger of the Department of External Territories in Canberra; Mr. Terry White of the Department of the Administrator in Port Moresby; and Mr. Lucas Waka of the territorial Department of Labour. Mr. Malcolm Dan of the Commonwealth Department of Foreign Affairs accompanied the Mission from Lae to Port Moresby. The Mission was also accompanied in Port Moresby and Canberra by Mr. Robin Ashwin, Minister, Deputy Permanent Representative of Australia to the United Nations. To these officers, the Mission wishes to express its sincere thanks for obtaining and providing it with valuable information and for greatly facilitating the Mission's task throughout its tour of the Territory.

22. The Mission wishes to record its sincere gratitude to the Administrator, Mr. Leslie W. Johnson, the District Commissioners and the heads of departments and all other officers of the Administration who devoted so much of their time and effort to plan and facilitate the Mission's visits to all the districts of the Trust Territory. It would also like to express its deep appreciation to the members of the House of Assembly and of the local government councils and to other people who, in their respective districts, gave every possible help to the Mission. Throughout its tour of the Territory, the Mission received the fullest co-operation from all officers of the Administration with whom it came in contact and wishes to express sincere thanks for their unfailing courtesy and considerable help.

C. Programme of visits and meetings

1. Eastern Highlands District

23. The Eastern Highlands District, with a population of some 230,000 people (227,702 indigenous and 2,500 non-indigenous persons) and an area of approximately 4,600 square miles, is one of the most densely populated districts in the Territory. The first exploration to the eastern fringe of the Goroka valley took place in the early 1930s. It was, however, only after the Second World War that effective development programmes were initiated in the district. Goroka is the district headquarters. Local government was introduced to the district in 1958 and now encompasses all but 8,000 of the district's population. The seven local government councils in the district are all multiracial.

24. Coffee is the most important export commodity. The annual yield for the district is now over 7,000 tons, of which an estimated 70 per cent is grown by village farmers. Local government councils assist by subsidizing the purchase of small village pulpers, which have increased local production of grown coffee. Although the bulk of the coffee is exported in the green bean stage, two factories at Goroka and Kainantu do a small amount of roasting, grinding and packaging of coffee for local consumption. A few European and New Guinean plantations maintain their own small processing factories, but most of the coffee grown is processed at the two main centres of Goroka and Kainantu. Other cash crops include passionfruit, pyrethrum and tobacco. Cattle projects in small villages continue

to increase. The Administration has established a stud piggery near Goroka and approximately 600 pigs are bred annually at the centre for distribution to village people throughout the highlands. There are eighteen village poultry projects which sell both eggs and chickens.

25. The Visiting Mission arrived at Goroka in the Eastern Highlands District on 27 January, and was met at the airport by the Acting District Commissioner, members of the House of Assembly and other officials. The Mission was warmly welcomed by a huge crowd of highlanders in their colourful costumes, singing and performing traditional dances. During its tour of the district, the Mission inspected the Asaro-Watabung Local Government Council pig project, the Asaro Rural Police Post and Health Centre, the Goroka Base Hospital, the Secondary School Teachers Training College, the J.K. McCarthy Museum, the Tropical Pig Breeding Centre of the Department of Agriculture and Fisheries, Mr. John Akunai's plantation, Mr. Auwo Kotauwo's poultry and mixed business enterprises and the business enterprises of Mr. Harry Gotaha. It also made an aerial inspection and circuits of Lufa and Marawaka, Okapa sub-district stations, the Aiyura Agricultural Experimental Station, the Ukarumpa Summer Institute of Linguistics and the site of the Ramu hydro-electric scheme in Arona Valley. The Mission held meetings with the Asaro-Watabung, Kainantu, Okapa, Henganofi and Goroka local government councils, representatives of the Goroka Farmers' and Settlers' Association and the Goroka Chamber of Commerce.

26. At the meeting with the Asaro-Watabung Council, on 27 January, Mr. Ruipo Okoroho, who said that he represented 27,000 people of the Asaro-Watabung Council area, informed the Mission that, on 26 January, at a meeting of representatives of all the people - councillors, luluais, tultuls,^{2/} committee men and village leaders of the area - it was unanimously agreed that the population of that area did not want self-government. The time suggested for attainment of self-government was not earlier than 1981. Mr. Okoroho said that he had been selected at that particular meeting to present their case.

27. Mr. Sinake Giregire, a member of the House of Assembly and Ministerial Member for Posts and Telegraphs, as well as a member of the Select Committee on Constitutional Development, stated that Papua and New Guinea, as a young country which was aiming towards self-government and eventual independence, should first of all be a united country - one name, one people and one ideal - to be able to take its place amongst the nations of the world. He said that New Guinea was a Trust Territory and its people were Australian protected persons, while Papua was an Australian possession with a people not different from New Guineans but who were Australian citizens. Mr. Giregire maintained that the Australian intention to grant self-government when it was the wish of the majority of the people of Papua and New Guinea amounted to its surrender of her sovereignty over Papua. He welcomed it, but saw the existing boundary between Papua and New Guinea to be an obstacle. It divided the country, the people and the nation, thereby hindering the people's efforts towards unity. Mr. Giregire suggested to the Mission that the barrier be abolished so that the peoples of the two Territories could rightfully be one people with a common purpose. He could not see why the United Nations could not ask Australia to bring Papua into the Trusteeship System and give it to Australia as a Trust Territory, in conjunction with New Guinea.

^{2/} Luluais and tultuls were local officials appointed by an earlier Administration and, although no longer official terms, they are still used by the people to designate those in authority.

Mr. Giregire further stated that the future well-being of the Asian and Pacific countries depended on the development of beneficial trade relationships among them. He maintained that easy and free trade relationships of mutual benefit would ensure peace and prosperity for all. In concluding his remarks, he said that the Territory, which was on the verge of self-government, should be economically developed as soon as possible. Self-government would only come when the Territory was economically independent. While the people of the Territory were grateful to Australia for its impressive financial aid, they needed more funds to develop the rural areas so that they would have the opportunity to become businessmen in their own right rather than remain at subsistence level. Mr. Giregire suggested that the United Nations should consider granting to the Territory - through its agencies - \$3 to \$4 million a year to be used for essential rural development works, in accordance with the wishes of local government councils themselves. Others also spoke in support of earlier speakers and basically repeating the same views. In particular, they stressed that they were not prepared for self-government at the present stage of their development.

28. During the meeting with the Kainantu Local Government Council, on 28 January, the main subject discussed was self-government. The question of economic development and the situation in the field of education were also discussed. A member of the Council said that some in the Council area considered 1972 to be an appropriate time for self-government. He said that economic development should precede self-government. In his view, 1972 was too early and a target date should not be set until the Territory was economically developed. Another speaker felt that the United Nations had a responsibility to ensure the Territory's readiness for self-government. Others also spoke of the need for economic development, social and educational advancement before New Guinea became self-governing.

29. An officer of the Health Department who worked in that sub-district favoured self-government in 1972. He suggested a provincial form of government with the Territory under a single central government consisting of four regions. The speaker maintained that such a restructuring would accommodate those who favoured early self-government.

30. A school teacher spoke of the confusion which prevailed in Papua and New Guinea. The people of the Territory should be educated and had to be made aware of politics before they were asked about self-government. Until they understood politics, self-government should not be granted.

31. The next speaker stated that the local government councils should be given further power. He requested financial assistance from the United Nations for education and for the Papua and New Guinea Development Bank.

32. The President of the Local Government Council emphasized the difficulty of granting self-government to the Territory because Australia considered Papua as its possession while New Guinea was a Trust Territory.

33. Many speakers praised the Government of Australia for its contribution to the economic and social development of the Territory, but considered the financial aid inadequate for the needs of the Territory. They were, therefore, obliged to request financial assistance from the United Nations and the International Bank for Reconstruction and Development (IBRD). They said that self-government before

the people of the Territory were adequately prepared for it would be a mistake and undesirable. Education and economic development, particularly in the rural and isolated areas, should receive top priority. Self-government would be considered afterwards.

34. At the meeting with the Okapa Local Government Council, the President of that council stated that the date for self-government was something that must be fixed by all Papuans and New Guineans and not by the people of a section of the Territory alone. A House of Assembly for Papua and New Guinea existed and it was possible to gather what other districts had to say about the future of the Territory as a whole.

35. A medical doctor said that in the 1950s little change had taken place. In the 1960s many changes had been in evidence. He referred to the wide gap between the salaries of expatriates and the indigenes. He hoped that the anomaly would be remedied before independence. The speaker stated that an early solution had to be found for existing racial problems in order that the Territory could move towards self-government. With proper exploration and exploitation of minerals and other resources, the Territory could be prosperous. He favoured 1972 and 1980 for the granting to the Territory of self-government and independence respectively.

36. The next speaker was disturbed by the inadequate number of high schools and said that no self-government should be granted before the people were educationally prepared. He was opposed to self-government in 1972.

37. Mr. M. Warebu, a member of the House of Assembly, appreciated the Australian contributions towards the development of the Territory. He was opposed to self-government at the present stage of the Territory's life. Papua and New Guinea needed major development programmes of all kinds which it lacked. The Territory would be ready for self-government when it had reached a sufficient level of development.

38. During the meeting with the Hengonofi Local Government Council, some speakers said that they favoured self-government in six years; others said that eight more years were needed; still others stated that ten years were required before the Territory could move towards self-government. All the speakers wished to see the Territory, the rural areas in particular, much more developed politically, economically and socially before the attainment of self-government. Tourism ought to be developed to help obtain the necessary funds for development. A speaker said that loans must be sought to speed up implementation of economic programmes. Another speaker felt that demands for higher salaries would be inevitable if self-government were to be granted now. Others spoke of the need to bridge the existing gap in salaries before self-government. The last speaker thought that there were European and indigenous people who attempted to divide the country. He said that the people of the Territory were one and no one should divide them. There should be one government and a single house of assembly. The speaker favoured a gradual move towards self-government.

39. On 29 January, the Mission visited the Goroka Teachers College which was opened in 1967 at a cost of \$A2 million. In 1970, there were 370 students with an academic staff of forty-eight lecturers, including ten from the United Nations Development Programme (UNDP), two from the University of Papua and

New Guinea and one volunteer from the Canadian University Services Overseas. The College will have 400 students in attendance during the 1971 academic year. During a discussion with members of the Mission, the students showed keen interest in the political, economic and social development of their Territory. They seemed to be aware of the important tasks ahead of them and appeared to be conscious of the great need for subordinating sectional considerations in favour of the all-important national interest.

40. At a public meeting at Goroka on the same day, the Secretary of the Eastern Highlands Teachers' Federation, representing 300 Europeans and indigenous teachers in the Highlands, presented a written complaint concerning teachers' housing and accommodations. She said that many, especially the indigenes lived in very poor houses and did not have basic furniture. She further complained concerning discrimination against European women teachers. She said that married women were forced to accept lower salaries, fewer allowances and a restrictive leave. No women had been appointed to the Governing Council of the Goroka Teachers College, and teachers in general were not informed how they were affected by the Commonwealth Teaching Service. Indigenous teachers compared unfavourably with overseas officers. Vocational schools were needed for the Highlands and she suggested that an appeal board should be constituted as an independent body, separated from the Commonwealth Teaching Service and not subject to it. There was a lack of school equipment and she called for more equality and better distribution of school equipment in the Highlands.

41. The next speaker said that there was economic development in the European sector but not in the indigenous sector of the Territory. He felt that profit should be reinvested in the country and not sent out of it. The speaker felt that the United Nations was forcing self-government on the people. On the subject of localization, he said that there were many educated indigenous people but that Europeans were filling their places and the local people were therefore left idle. He wanted New Guineans in overseas universities to return to work in the Territory. He said that more money should be made available through the Development Bank.

42. The third speaker said that the Administration did not pay enough for land and therefore, Goroka could not expand. Influenza was reducing the population in the Highlands and the Public Health Department did not help. The district was short on transport.

43. Mr. John Akunai, a local coffee grower, said that there was too much killing of people in the land and some laws condoned that. Offenders should be rehabilitated. There were many tribal disputes concerning land and this prevented the people from going into cash crops. He considered that the law was not strong enough on the subject. Concerning government, Mr. Akunai said that Australian ways were not the ways of Papuans and New Guineans. He wanted a bicameral system of parliament. More power should be given to the House of Assembly and to the ministers. There was not enough power in the House of Assembly if the Territory was to move towards self-government. He thought that there should be a five-year waiting period to enable the population to consider the question of self-government.

44. Mr. Papuna Aruno, a member of the House of Assembly, felt that the Mission should give more money to local government councils before self-government was attained. There was a need for more schools, more aid posts and more roads.

45. A councillor said that the United Nations was rushing the Territory towards self-government. When the Europeans came they had not started to educate the people straight away. While some were educated in the Territory, others were not. The United Nations should give more money to the Government in order to attain self-government. The Highlands' Highway should be developed and experts should be sent to help the people.

46. The Secretary of the Compass Party said that the fifteen elected members would agree to self-government only if the House of Assembly agreed to transfer powers. He feared leftists and radicals in Port Moresby, and wanted to maintain the present administration policy of granting self-government when the majority of the people wished it. Powers had to be put into practice first. He wanted no pushing from forces outside the Territory.

47. The next speaker said that the country was still at an early stage of development. There were no factories and it needed substantial imports. More development was needed and the Territory should be prosperous and run smoothly before self-government could be attained.

48. The Vice-President of the Local Government Council stated that there was much undeveloped land in the Territory and that something should be done with it. The Development Bank should help develop unused land and the United Nations should make sure that more money was made available.

49. Another Vice-President of the Local Government Council wanted to know what self-government really meant, and stated that no authority should state a time for self-government. The Australian grant was generous but not enough. The United Nations should supplement this grant. He was worried about education, roads, public health and business in general.

50. A university student criticized private enterprises for insufficient localization and called on the Government to penalize companies which did not make efforts to localize. There was a break-down in the field of education because of imbalance. There were too many primary schools but not enough high schools. There were not enough teachers and the majority of the children did not attend school. He suggested that emphasis be placed on technical education. He asked that a recommendation be made to the Australian Government on the role of the House of Assembly and on the role of the ministers. He said that the people were fearful of self-government and that they should proceed step by step.

51. The last speaker stated that it was the job of the elected members of the House of Assembly to set a date for self-government. After the visit of the Prime Minister of Australia, the ministers had received more power. But Canberra had to transfer more power to Port Moresby. He did not like the idea of a target date because he did not know when the people would be ready. Political parties were only beginning to come up. Some of Mr. Whitlam's points were correct, others were not. He felt that Mr. Whitlam had divided the country and he did not want him in the Territory. The United Nations should give additional financial assistance to the country. Australia had given much but it was not sufficient.

52. At a joint meeting with the Highlands Farmers' and Settlers' Association and the Goroka Chamber of Commerce, speakers dwelt mainly on the subject of self-government, economic development and land tenure problems. They hoped to see Papua and New Guinea become for the residents what Australia was for Australian residents. They were proud of the part the Chamber of Commerce had played in the establishment of the Goroka Local Government Council as the first council covering an urban area and of the mutual understanding that had been fostered by that first major step towards local self-government in the Territory. In their joint submission to the Mission, the members stated that, contrary to what many of their detractors had said, Papua and New Guinea already had self-government, in fact. The House of Assembly had more power than a State Parliament in Australia. There were an increasing number of substantial companies with Native shareholders in the district, and more were about to offer meaningful equity to the indigenes. In local government and in business there was a policy in the district of assistance to local businessmen, and there were joint ventures between expatriates and indigenes. Seventy per cent of the coffee was produced by indigenous people.

53. They maintained that the continuing, successful political evolution of the country must continue under the maintenance of law and order, which must be a major factor in democratic evolution. The Government must be given the confidence that it had United Nations support in maintaining law and order; only in that way could they prevent the erosion of respect for the law which was apparent in so many developing countries.

54. They urged the Mission to support their proposals for land policy reform as outlined in the annexes to their submission. 3/ This must be implemented during the Australian period of administration if major native disputes were to be avoided after independence. Little had been achieved on this matter since the last Visiting Mission.

55. The recently announced increased freight rates to and from the Territory contradicted the specific recommendation of the last Visiting Mission that the Territory needed low freight rates for its economic development. Perhaps the Administration should examine the possibility of establishing its own overseas shipping line. They asked that the Mission take back to the United Nations a report that the Territory had been given a bad name by noisy minorities financed and controlled by sources outside the Territory. The fact was that the majority of people in the Territory wished to enjoy the right to develop their economy in an environment of stability, law and order.

56. During the discussion, several points were raised which further clarified the position held by the Association and the Chamber of Commerce. The representative of the Chamber of Commerce complained that the Administration which was alone empowered to purchase land was offering unduly low prices for it.

57. The speakers stated that it had been a move of the Administrator's Executive Council to declare the Gazelle Local Government Council monoracial and they considered that this was discriminatory. The Vice-President of the Chamber of Commerce said that the maintenance of law and order should be the concern of all.

3/ The annexes have been placed in the files of the Secretariat and are available for examination.

Papua and New Guinea had been the scene in recent months of turmoil and riot. The members of the Mataungan Association were only 5,000 in a population of 2.5 million. That Association had sought financial backing from outside, that is, from the Australian Communist Party. There should be no date for self-government before sufficient investment was made in the Territory. A speaker said that one saw Europeans in local business but that it was difficult to obtain loans from the Development Bank to start small businesses. Mr. John Akunai, a farmer, said that the Administration must define the ownership of land so that individuals could have title to it. This was necessary to nurture agricultural and financial development. The Department of Agriculture was not doing a sufficiently good job. There were not enough gardens.

2. Morobe District

58. This is the third largest district, with an area of over 12,000 square miles, and the second most populous, with a quarter of a million inhabitants, including nearly 6,000 non-indigenous persons. It is divided by the Markham Valley running down to the port of Lae, with mountains in the Huon Peninsula to the north and around the Wau-Bulolo Valley in the south. It thus embraces some of the most developed and some of the most backward areas in the Territory.

59. It has also had a varied history. German missionary activity began on the coast in the 1880s. Australia took over the area in 1914. In the 1920s there was a gold rush in the Wau-Bulolo Valley, which is now a centre of forestry and timber milling activities. In the Second World War, Lae suffered much destruction but acquired an airfield and wharves. Thereafter came the opening of the Highlands, which has made Lae the port for about one million people.

60. The opening of the highway has promoted the growth of secondary industries, mainly in relation to transport and construction, and of cattle breeding in the Markham Valley. The movement of population up and down the highway is creating new social problems, especially in Lae itself. The district is well covered by health services, with one hospital bed for every 200 people. Educational coverage is less complete, as only 35 per cent of children of school age go to primary school and 35 per cent of those leaving primary school get secondary places. There are thirteen local government councils, but over one fifth of the total population is still not covered in the remote mountain areas. The district is divided into seven sub-districts: Lae, Menyama, Finschhafen, Kaiapit, Kabwum, Mumeng and Wau.

61. The Visiting Mission was in Morobe District from 30 January to 3 February. On its arrival on Saturday, 30 January, it had a briefing session with the District Commissioner and the officers in charge of the various government services for the district. It subsequently visited the Institute of Higher Technology, the Namasu Marketing Society and the factory of New Guinea Containers, Ltd. It met the leaders of the Morobe District Workers Association, the members of the Chamber of Commerce at Lae and the members of the Huon Local Government Council. The Mission also held public meetings at Kabwum, Finschhafen and Lae.

62. On 1 February the Mission flew to Kabwum, in the mountainous northern part of the district. During the public meeting at Kabwum, the first speaker, Mr. Edward Tarasi, said that there was much talk of Papua and New Guinea as a

single unit. In his view, the fact that they were not fully united was the fault of the United Nations, which had not made Papua a Trust Territory like New Guinea. The President of the Kabwum Local Government Council, Mr. Franzing Ansvang, recalled that during the visit of an earlier mission he had expressed the view that the people were not ready for self-government. He now thought that the time had come to grant self-government, but he did not want the Australian public officers to leave the Territory, and he hoped that an effort would be made to improve their financial position. Another speaker stated that the people of the district did not want to set a date for independence, but the great majority of them hoped that self-government would be granted in 1972. Most speakers supported the idea of early self-government. Several of them drew an analogy with local government and said that, at the time when the councils had been set up, the people had not been quite sure that they could manage their own affairs, but, in fact, they had performed quite well.

63. The same would happen in the case of self-government, and they must learn to govern themselves. One speaker, originally from Bougainville District, emphasized that it was for the people of the Territory themselves to decide when they should become self-governing; they did not want other countries to tell them what they should do.

64. A member of the Pangu Political Party said that the rural population wanted United Nations assistance in obtaining better prices for their coffee and copra exports. They needed more external aid in order to raise the economic level of the country. The people of the Territory wanted self-government and independence, but the economy was not sufficiently developed. They also had the impression that whatever assistance was granted was being used to develop the towns rather than the rural areas. Another complaint was that Australian members of Parliament who visited the Territory simply toured the towns without coming into contact with the country areas.

65. On the same day, the Mission travelled by air from Kabwum to Finschhafen, which is situated along the coast on the eastern promontory of the Huon Peninsula. During the afternoon, the Mission held a public meeting at the headquarters of the Finschhafen Local Government Council. Views were divided at the meeting with regard to the question of self-government. One speaker, for example, argued vigorously in favour of early self-government, asserting that it should be granted as soon as possible. Divisive factors were beginning to manifest themselves, he contended, and if self-government was not quickly granted to the entire Territory the result might be division of the country and less hope of maintaining it as a single entity. On the other hand, Mr. Manaha, a member of the Council, argued that, although the towns had achieved a relatively high level of development and were therefore in favour of self-government, the rural areas were not ready for early self-government since they did not yet have a sufficient number of educated people or a high enough level of economic development. A teacher stated that 1972 would be too early a date for self-government while to wait until a majority of the population was educated would mean delaying self-government far too long; he implied that agreement should therefore be reached on an intermediate date. Another speaker, the Vice-President of the Finschhafen Local Government Council, asked the Mission to suggest to the Australian Government that it should explore, before self-government was granted, the possibility of the British Solomon Islands joining the Territory of Papua and New Guinea.

66. One speaker expressed the view that, besides advancing towards nominal political independence, the country must become economically independent. More foreign investment was needed, and it was desirable for indigenous inhabitants to be associated with the enterprises resulting from such investment. A larger number of Papuans and New Guineans should hold responsible positions in their country. The establishment of vocational schools by the Australians was to be commended, but the training of only one or two years given at the schools was, in his opinion, too brief. Further development of the vocational schools was therefore necessary. There were too few secondary schools, and only a small number of students were able to go on from primary to secondary education. Lastly, the speaker was concerned at the fact that the Territory was divided, with Papua under direct Australian administration while New Guinea was a Trust Territory. If the United Nations wanted the country to be unified when it attained independence, steps should be taken to make Papua a Trust Territory also. One speaker also raised the problem of the wide disparity between the pay and housing of Australians and indigenous inhabitants performing the same functions. Another mentioned the land problem and the difficulty of solving it so long as there was no local land officer, and he expressed the hope that one would be assigned to Finschhafen.

67. The Mission returned to Lae from Finschhafen by air in the evening. On 2 February, the following morning, the Mission visited the Namasu Marketing Society, which was founded by the Lutheran Church. The Society has 7,000 indigenous shareholders and is run by a twelve-member board of directors, whose membership is equally divided between Europeans and indigenous inhabitants.

68. The same day, the Mission visited the Institute of Higher Technology, which, like the University, was established as a result of the Currie Report. The Institute's students receive training in various scientific and technical subjects. All of them hold scholarships: about 60 per cent were being educated at the expense of various private firms, 20 per cent were government cadets, and 20 per cent were State scholarship-holders.

69. The Mission then visited the factory of New Guinea Containers, Ltd., which represents an investment of \$A3 million. The factory, which opened in 1970, makes bottles and various kinds of cartons.

70. During the afternoon of the same day, the Mission held a meeting with the members of the Huon Local Government Council and familiarized itself with the functioning of the Council. Several members of the Council made statements and replied to questions by the Chairman and members of the Mission. The Mission was informed that the Huon Council had come into being in 1966 as a result of the merger of several councils and had become a multiracial council. The Council levied an annual tax of \$A8 per man and \$A1 per woman. Total annual income amounted to about \$A30,000. It was used for schools, water supply, local roads, etc. The Government provided a subsidy for air strips and roads. Several members of the Council, replying to questions by members of the Mission, expressed the view that the Council did not have sufficient power. On a number of occasions they had adopted and sent to Port Moresby motions calling for their powers to be broadened, but nothing had come of it. Real power lay with the District Commissioner and his associates. If the Council had more power, it would be able to do more to improve living conditions in the villages.

71. Somewhat later, the members of the Mission had a conversation with the President of the Morobe District Workers Association, who informed them that there were a total of twenty-four workers' associations in the Territory, eight of which had recently united to form a federation. He expressed the opinion that the Territory had had little experience in the field of trade unionism. The Association was having difficulty in financing its activities because of the very low wages paid to indigenous workers. The latter found it difficult to pay a contribution to the Association, and many had undoubtedly failed to become members for that very reason. He expressed the view that the low wages paid to indigenous workers had a generally harmful effect on the Territory's economy. The Association was trying to obtain a \$A12 weekly wage for unskilled workers, who were now receiving only \$A7. There was no association for farm workers, whose pay was much lower than that of other workers. If trade unions were to make progress in the Territory, they would have to receive both financial and staff assistance from the International Labour Organisation (ILO). Lastly, the President of the Morobe District Workers Association expressed the hope that representatives of the Territory might be able to attend meetings of the ILO in their capacity as such.

72. During the same afternoon, the Mission held a meeting with the members of the Lae Chamber of Commerce. The President of the Chamber informed the Mission that the Chamber was not connected with any political movement but that, in view of recent developments, it felt called upon to raise certain questions of a political nature. The President of the Chamber then delivered a four-point communication to the Mission. The first point concerned the question of self-government and independence. The Chamber expressed the view that there was too much outside pressure for granting the Territory independence prematurely. The Territory already had a measure of self-government, and it should be given time to strengthen it and to develop its educational system before going any further. The Chamber proposed that a referendum should be held at the same time as the 1976 elections to the House of Assembly, asking the Territory's inhabitants whether they wanted independence or maintenance of the status quo. If a majority was in favour of maintaining the status quo, another referendum could be held in conjunction with the next elections in 1980. In its second point, the Chamber expressed the hope that Papua and New Guinea would merge before independence was achieved and that the United Nations would firmly oppose any separatist tendencies. The third point called for greater assistance to the Territory from the various United Nations specialized agencies. In its fourth point, the Chamber dealt with the possibility of the United Kingdom's becoming a member of the European Economic Community (EEC), which might partly close the United Kingdom market to the Territory's products. The Chamber hoped that, in that event, the United Nations would intercede with the members of EEC, to ensure that their markets remained open to the Territory's commodities.

73. One member of the Chamber of Commerce, Mr. R.G. Conley, also delivered a communication to the Mission on behalf of the Papua and New Guinea Tourist Board. The subject of the communication was a recent decision by the International Air Transport Association (IATA) which was harmful to tourism in the Territory. IATA had reduced from forty-five to thirty-five days the period of validity of air excursion rates from the United States of America to the South Pacific. The action significantly affected New Guinea, which might well vanish from the itinerary of North American tourists since it was farthest away. Tourism was an important source of revenue for the Territory, and the resulting loss might amount to some millions of dollars. The communication called for United Nations support in having the decision changed.

74. Lastly, Mr. F.O. Purnell, another member of the Chamber, delivered a communication requesting that the Territory's second international airport should be built near Lae.

75. During the evening of 2 February, the Mission held a public meeting at Lae. Most of the speakers favoured early self-government. Mr. Anthony Voutas, an Australian member of the Pangu Party and a member of the House of Assembly, stated that the country should be given self-government forthwith. In his opinion, the House of Assembly already had the authority to take such a decision if it was only willing to exercise it. The country was greatly in need of political education, not only by Administration officials but also by the members of the House of Assembly and by political parties of all shades of opinion. Mr. Voutas urged that certain measures should be taken to lend encouragement to the various parties. They should, for example, be given time to make statements on the Territory's radio network. Steps should be taken to provide them with technical supporting staff. The leaders of the political parties should be given an allowance that would enable them to travel throughout the country rather than merely visit their constituency. The parties should also be permitted to manage enterprises which could provide them with the funds they needed in order to function. Mr. Voutas expressed concern at the fact that most business enterprises in Lae were controlled by Australian expatriates or foreigners. The Administration should pursue a more systematic policy of promoting the indigenous inhabitants' entry into that field.

76. A former member of the House of Assembly, Mr. Zurecnuoc, stated that self-government should be granted at an early date lest the country should be divided into separate entities. As far as the form of government was concerned, he advocated a federal government with a federal parliament, regional assemblies and local councils. He also urged that there should be less of a disparity between the salaries of Australian officials and those of their indigenous counterparts, who should, in his opinion, receive two thirds of the amount paid to Australians. He also called for the nationalization of certain services, such as air and maritime transport and electric power, before the granting of independence. An indigenous official of the Department of Agriculture said that he did not agree with the statements made to the Mission in certain parts of the Territory concerning Mr. Whitlam, the leader of the Australian opposition. In his opinion, Mr. Whitlam had visited the Territory for the purpose of aiding the inhabitants. An Australian speaker also called for the construction of an international airport at Lae. He drew the Mission's attention to the fact that per capita aid to Papua was much greater than that given to New Guinea, and he expressed the hope that that policy would be changed, lest secessionist tendencies should develop.

3. West New Britain District

77. On 1 July 1966, the former single district of New Britain was divided into the East and West New Britain districts. West New Britain covers an area of 8,433 square miles, or all of the western and northern portion of the island. Permanent headquarters were established in Kimbe in August 1969. Administratively, it is divided into three sub-districts - Hoskins, Kandrian and Talasea - and also contains a patrol post in the islands off Gloucester and base camps at Nigilani and Ewasse.

78. As in East New Britain, the district produces copra, cocoa and timber. Of the total volume of 48 million superficial feet of timber produced in 1969/1970, 3 million superficial feet were in sawn form. The Visiting Mission was informed that half of the Territory's timber exports were expected to come from the district in 1971 - 150 million superficial feet.

79. The palm oil industry and its associated land settlement scheme was launched on 28 May 1967 when the West New Britain Oil Palm Company, in which the Administration shares a 50 per cent interest with Harrison and Crossfield, moved into the Mosa area. The project is described in chapter III below.

80. On 3 February, the Mission was met at Kandrian by the District Commissioner, the member of the House of Assembly for Kandrian/Pomio Open Electorate, Mr. K. Urekit and other officials. While in Kandrian, the Mission held a public meeting which included members of the Kandrian Local Government Council as well as the general public. Mr. Urekit addressed the meeting. He was particularly concerned with the state of education and economic development in the area. In his view improved standards were needed before the Territory could attain self-government. The uncultivated areas of land should be utilized. He expressed a desire to retain the Administering Authority and to postpone self-government for some time. The President and other members of the local Government Council also addressed the Mission. The President was concerned about the increasing number of school dropouts from Standard VI who had no place to go. He wanted a high school established at Kandrian as soon as possible so that students would not have to leave the district to continue their education. He also suggested that their talents might be better utilized if factories were established in the district where both skilled and unskilled workers could be trained to work. This suggestion was supported by other speakers including a district educational board member. One speaker considered that when self-government came, the benefits from the Australian administration would soon be used up and they would be able to rely only on bush materials.

81. Another speaker called for the early delivery of more tractors and trucks to be brought in to build roads farther inland. The area was generally considered to be backward, but it could be developed if the network of roads were expanded.

82. A representative of the District Advisory Council stated that European settlers and planters still mistreated local labourers, although the practice had diminished. Local people were actually doing the work without which the Europeans could not make money. Local labourers should therefore not be mistreated by the Europeans.

83. The final speaker was a member of the District Educational Board who expressed the belief that the people of Kandrian did not want self-government in the near future because they first needed more and better education. In his opinion the Territory should not be pushed into such a step; when the people wanted it they would have it.

84. In the afternoon, the Mission proceeded to Hoskins by air and thence to Kwalaskessi Wharf by vehicle where it took trawlers to Kimbe.

85. The Mission returned to Hoskins on 4 February, the following day, to hold a public meeting with the people from the Hoskins and Talasea sub-districts.

This meeting was attended by approximately 400 people. Although the Mission regretted that many of the people from the Nakanai local government council area who had intended to come were unable to attend for lack of transportation, it was pleased to greet those from as far away as Gloucester and Bali-Witu. More than thirty speakers addressed the meeting. There were many, including the President of the Talasea Local Government Council, who spoke on the subject of self-government, considering that it would come soon, either in 1972 or during the Third House of Assembly. On the contrary, the President of the Bali-Witu Local Government Council did not wish to see self-government for the next ten years. Others wanted it deferred for a short period of time, until 1976 or 1978. There was some confusion in their minds concerning the difference between self-government and independence. Some appeared to be calling for independence soon, with Mr. Lima Galoa, a former luluai, as their leader. The Mission subsequently was informed that Mr. Galoa was a self-appointed leader of a vestigial local cargo cult and that the independence called for was only for the immediate area within the present constitutional set-up of the Territory.

86. Several speakers raised the question of the inequality between salaries and emoluments paid to indigenous public servants and those to expatriates. They felt that this was not just and called for a rectification of the situation. As was evident at the Kandrian meeting, many were concerned about the lack of education, income and business opportunities in the area, and stated that the Australian Administration should be more helpful in this respect.

87. In the field of economic development, one speaker stated that the benefits of the businesses engaged in by expatriates were not remaining in the Territory but were going to the countries of the expatriates. He wanted factories established and he wanted to be able to invest in them in order to avoid the development of hatred between the expatriates and local population. Another speaker stated that the Administering Authority was giving more to the settlers (of the oil palm schemes) than to the local people who were ignored by the Development Bank.

88. In the field of education, another speaker spoke out against school fees that parents were obliged to pay for each child attending school. The speaker had three children and their education cost him \$A80 per year. The fee was extremely difficult to pay and either the fee should be reduced for those with more than one child or the Administration should pay it. Sometimes parents removed their older children from high school in order to put them to work to pay for the education of the younger children.

89. In the afternoon, the Mission first visited the oil palm processing mill on the Mosa Plantation and then attended a public meeting of people from all the settlement areas at Kapore. The mill was nearing completion and the processing of fruit from plantations and small holders was to commence in July 1971. The Mission also visited some of the families in the settlement to investigate their living conditions.

90. An estimated 500 people attended the public meeting at Kapore. In opening the meeting, the Chairman said that in microcosm, the oil palm project was like the United Nations. It had people from about sixteen territorial districts working and living together in the same area.

91. The Mission heard about ten speakers, nearly all of whom complained about their living conditions and financial situation. The first speaker, from Sepik District, was happy to have received money through the World Bank, but he found the subsistence allowance small and the house for himself and family cramped. Expatriates, he said, got bigger houses and larger allowances. He invited the Mission to look around the settlement and see for themselves what the living conditions were like.

92. The second speaker, from Chimbu District, said that settlers were frightened because they had obtained loans through the Development Bank which they had to repay with interest. The work was very hard, but if they got tired and quit, the Department of Agriculture would throw them out and they would be obliged to return to their home districts. To come here, however, they had sold all they had and there was nothing to return to.

93. On the subject of self-government, the speaker said that the visit of the Select Committee on Constitutional Development several weeks prior to the Mission's visit had produced some trouble and he wondered what changes might be brought about with the advent of self-government. In any event, the concept of self-government was not as strong here as in East New Britain among the Tolais.

94. The third speaker, the Chairman of the Buvassi Co-operative, also expressed concern about the future world market for palm oil. He feared a decline such as had occurred in the cocoa and copra markets. The fourth speaker said, inter alia, that the houses being built were not only too small but also were not properly ventilated for sleeping. He also expressed concern about the lack of schools in the area, which was mainly due, he said, to the lack of teachers. He blamed the Administration for this shortcoming.

95. Another speaker on self-government did not want it immediately but in an indefinite future, with independence some thirty or forty years hence. The President of the Sarakolok Local Government Council, suggested that the United Nations should invest in the economy of New Guinea, because there was not enough money in the Territory.

96. Finally, two speakers expressed their gratitude for the opportunity to live in this community and stated that they were looking forward to seeing the fruits of their labour in the near future. One, however, wanted the Administering Authority to make government loans available to the people of the settlement, while the other objected to being forced into self-government. He agreed, however, that a target date should be set as a source of encouragement to the people.

4. East New Britain District

97. This district, which covers some 6,000 square miles at the eastern end of the island of New Britain, has had special problems in recent years. These centre on the situation in the Gazelle Peninsula round Rabaul which is the main port of all the New Guinea islands. This area has had continuous contact with the outside world for nearly a century. It includes some intensively developed agricultural land and is the home of the vigorous and relatively advanced Tolai

people, who are firmly attached to their own lands and reluctant to settle in other areas where land is available. The Gazelle Peninsula has 80 per cent of the District's total population of 105,000, although it forms only 3 per cent of the total land area of the district. It contains a number of plantations owned by expatriates on land alienated during the German occupation before the First World War. It has a relatively large non-indigenous population of about 6,000.

98. These factors contributed to the formation by some Tolais in 1969 of the Mataungan Association, with the aim of self-rule for the Tolai people and opposition to the local government council set up on a multiracial basis for all persons resident in the Gazelle Peninsula. Despite the finding of a Commission of Enquiry in November 1969 that there was no more appropriate form of local government for the Peninsula, the Mataungan Association maintained their opposition to the multiracial Council. In January 1971 the Council's Constitution was amended to exclude all non-village land not occupied or owned by New Guineans, thus making the Council monoracial. Nevertheless, the Mataungan Association has maintained its opposition to the Council, has prevented payment of taxes to it and has organized its own elections to a rival body. The Association has organized attacks, which resulted in police action, against plantations owned by expatriates and against the fermentaries of the Tolai Cocoa project, which was originally run by the local government council and is now a public company with only indigenous shareholders and management. It is impossible to measure the validity of the Association's claim to represent the whole Tolai people since it has refused to participate in legally organized elections. Its appeal is to the nationalism of the Tolai people. This is undoubtedly attractive locally, but the Tolais are deeply divided and all attempts to resolve their divisions have so far failed. From its discussions in Rabaul, the Mission gained the impression that the Association's political aims on the national level were imprecise and it appeared to have no significant organized support outside the Gazelle Peninsula.

99. The Mission arrived in East New Britain District on 5 February, and remained there until 8 February. While there, it visited the Vunakanau Teachers' College, and the farm and business enterprises of Mr. Merima Tomakala. It held public meetings with the Gazelle Peninsula Local Government Council, the Mengen Local Government Council, Bainings Local Government Council, the Chamber of Commerce, the Planters' Association, the Mataungan Association and the Warbete Group. The Mission also held a meeting with Mr. Oscar Tammur, the patron of the Mataungan Association.

100. The discussion with the Gazelle Local Government Council, held on 5 February, centred on local government councils, economic development, land problems and self-government. In their submission, the councillors blamed the Mataungan Association for its disruptive actions against the local government council. They said that their council was in favour of law and order and stood for multiracialism. The councillors further stated that the Mataungan Association was against both. They requested the Mission to declare its position in support of multiracial councils.

101. One speaker asked for more schools and factories to help raise the standard of living. Another said that there were several land claims in the Gazelle Peninsula which had not yet been settled and he asked the United Nations to help expedite settlement of those claims by the Administration. In referring to self-government, the next speaker informed the Mission that the Territory was not

yet ready for such a form of government. As far as the Gazelle Peninsula Local Government Council was concerned, it was up to the House of Assembly to decide on that matter. It was a fact, however, that the Territory lacked educated people. Some five or six years would be required before attainment of self-government.

102. At a meeting with the members of the Chamber of Commerce on the same day, speakers said that there was a disparity between political and social developments in the Territory. They stated that the Territory was indeed developing but that it was at present not strong enough to stand on its own. A member wondered whether they were not being pushed too much by a vocal minority, aided by the vast communications media.

103. In reply to a question by a member of the Mission, the representatives said that there were no indigenous members in the Chamber of Commerce. They had tried hard over the years to attract local people to membership but had been unsuccessful. The speakers stated that they had made every effort to help indigenous businessmen and entrepreneurs to organize and develop favourable businesses but that there had been no progress to date. The two New Guineans who spoke at the meeting both attributed the absence of indigenous members in the Chamber to the lack of educated people. They praised Australia for its substantial contributions to the Territory. They had seen much progress in the Gazelle Peninsula and they expected further advancement in the years to come.

104. At the public meeting with the representatives of various organizations and the urban community in Rabaul, speakers declared there was a serious shortage of schools. They were concerned about the problem of dropouts and asked for help in finding a solution. The President of the Workers' Association felt that sending people overseas for training should be considered. Several speakers referred to land problems and appealed for an early settlement of the question. An ex-serviceman said that the disparities in incomes between expatriates and local people ought to be corrected by Australia. Another ex-serviceman said that only European ex-servicemen had received compensation. He appealed to the Mission to help settle this question.

105. One speaker said the main reason for the trouble in the Gazelle Peninsula was the formation of a multiracial council without the consultation of the people. The people there were not in favour of it and those who opposed the council were gaoled without reasons. With regard to self-government, some favoured it in 1972; others said they wanted to wait so that they would have time to prepare for it. Other speakers felt that Australia had not prepared the people for this step. Australia had set up factories and brought in expatriate workers, who transferred their monetary gains to their own country. Australia did not respect either the representatives of the people or the customs of the people. One speaker referred to the many requests made to previous visiting missions and said that the United Nations had not fulfilled its promises.

106. At a meeting with the Planters' Association of New Guinea at Rabaul, representatives of the Association referred to a recent submission made to the Minister for External Territories in which they had asked the Minister to obtain from the Commonwealth Government of Australia a guarantee that money invested by expatriate primary producers would not be lost to them, in the years leading up to and at the time of self-government or independence, by expropriation,

inability to transfer funds, damage by lawlessness or civil strife, economic discrimination or sanctions and constitutional changes. The representatives stated that in making this request they did not wish to imply that such a risk would materialize, but that the possibility was apparent. They submitted that a definite and widespread feeling of financial insecurity existed and that it was detrimental to the Territory's economic development which was so important to the people of Papua and New Guinea and to the taxpayers of Australia. They believed that a very worth-while boost to the economy would be given if a Commonwealth guarantee could be obtained and they maintained that it was only just to protect expatriate primary producers in the same way as expatriate public servants were to be protected. The possibility of using land title as a security was raised and a representative stated that the local people held the view that their land had been taken by the Germans without sufficient compensation. The situation regarding land remained unclear. With regard to a guarantee by the future Papuan New Guinea Government, they preferred to obtain a guarantee from the Papua New Guinea Government as well as the Australian Government.

107. During the meeting with the Mergen Local Government Council and Bainings Local Government Council on 6 February, speakers dwelt mainly on the subject of self-government. Several speakers said that they needed more schools, better roads and adequate business opportunities. They did not want self-government before they were adequately prepared politically, economically and socially. One speaker said that little had been done by the Land Demarcation Committee and he wished to see that Committee start and carry out its mandate. Another speaker was of the view that both the Select Committee on Constitutional Development and the Visiting Mission visited only towns and did not reach villages and remote areas. He hoped that the next visiting mission would go to the villages.

108. Mr. K. Urekit, a member of the House of Assembly, said that the Australian Government was doing all it could for the Territory, but that the Territory was still undeveloped and there had been no change. Businesses in the Territory were not like the businesses in Australia. Lots of lands needed development and more schools ought to be opened.

109. At the meeting with the Mataungan Association on the same day, the discussion was mainly concerned with the Gazelle Peninsula Local Government Council, self-government and land problems. Several members of the Association said that the Gazelle Peninsula Local Government Council did not represent the people. It had been forced on the people and its supporters were in the minority. One of the speakers said that the Australian Government should do away with the Council. On the question of self-government, a number of people said that it should come in 1972. Australia had failed in its mandate to develop the Territory and the alternative left for them was to govern themselves and to learn by their own mistakes. The speakers felt that land was the big problem in the Territory. One speaker said that the people knew that they were the true owners of the land but they had been unsuccessful in restoring their legitimate rights because the Administration stopped them by force of arms. Another speaker said that the Australian Government took lands from the people and that at present, the indigenous land area was no larger than the expatriate land area.

110. During its meeting with the Warbete Group, a group of villages which had declined to join the council system since its introduction in 1951, a speaker said that the people of Warbete had been opposed to the introduction of councils

but that they were not listened to. The Administration had not taken action to return their land for which the people had already made a payment. It was for that reason that they were asking for self-government so that the Territory could manage its own affairs. The second speaker was worried about children who failed high school entrance examinations. He appealed for financial assistance to help build vocational schools. Others also spoke of lack of schools and land problems and asked the United Nations for financial assistance to help solve those problems.

111. During the meeting at Vunakanau Teachers' College, secondary and tertiary student representatives of Gazelle Peninsula educational institutions and of the East New Britain Teachers' Group were present. Speakers referred to self-government, political education, secessionist movements and national unity. One speaker said that Papua and New Guinea should not be self-governing before the people had gained some political understanding. Lack of political education would lead to disunity. Another speaker referred to the Bougainville secessionist movement and the Mataungan Association, and said that it demonstrated that the Territory was far from becoming independent. They needed educated people to replace expatriates. He said that unity must come from the people themselves; it could not be forced on them from above or from outside. The next speaker was concerned with the tribal situation in Papua and New Guinea. He was particularly anxious to see the elimination of the boundary between Papua and New Guinea and he asked whether the former could be placed under the International Trusteeship System. One speaker said that the Territory should achieve self-government in 1972 so that its people could practice how to run a country. He said that it had already obtained a measure of self-government. Ministerial members were playing important roles in Port Moresby. Extensive political education was needed so that the people would be able to distinguish the difference between self-government and independence.

112. On 7 February, the Mission held a meeting with Mr. Oscar Tammur, a member of the House of Assembly and patron of the Mataungan Association. Mr. Tammur stated that the Gazelle Local Government Council was not supported by the people. In principle, local government councils were not undesirable, but the council under reference was an unsupported one and should not exist. He said that the former Gazelle Peninsula Local Government Council had operated up to 1969, when it was brought to an end and replaced by a multiracial council without consultation of the people concerned. The people had requested the revocation of the proclamation which had created that council. He personally had asked for the postponement of the elections to that Council until the people were consulted. In regard to the allegation that his people did not want Europeans, he said that this was not true. He had told Europeans and Chinese that they could live in the Territory as long as they wanted but Papuans and New Guineans must be left alone to decide the type of government they wanted for their country. Mr. Tammur said that the people wanted an indigenous person to be their prime minister. He emphasized the fact that they wanted an indigenous government in Papua and New Guinea and it was his wish to see them make their own laws. Those who desired to invest in the Territory were free to do so. With regard to economic development, Mr. Tammur said that the indigenous people were running out of lands. They had no control over the minerals and other natural resources of the Territory. If the people of the Territory were to run their own government, they could pass legislations in the way they thought would best fit the Territory and in their own interest. Mr. Tammur asked for the revocation of the Gazelle Peninsula Local Government Council. A committee composed of

representatives of the three groups in the area should be entrusted with carrying out the duties of the Council in the interim, while a final solution was being sought to the problem by the joint efforts of the three groups. As to self-government, he said that the Gazelle Peninsula wanted it either in 1971 or 1972. But, in response to precise questions with regard to division of power between a self-governing Gazelle Peninsula and the central government, he was not clear. Nor was he clear about future relations between the Territory and Australia.

113. During the second meeting with the Gazelle Peninsula Local Government Council, on the same day, a number of speakers said that the attainment of self-government in 1972 was unrealistic. Some felt that the young people and a minority of the population should not rush the Territory towards premature self-government. There were no factories, industries and above all educated people to run self-governing Papua and New Guinea. One speaker favoured self-government after seven years when the Territory was fully prepared. Others found the laws to be weak. They said that self-government and independence without effective laws could be dangerous. Speakers emphasized the importance of accelerating localization in the public and private sectors so that the local people could prepare themselves for self-government. They asked the Administering Authority to draw up a programme for localization. They had also called on the Administration to tackle existing unemployment problems. Other speakers saw serious educational problems mainly due to lack of schools especially at the high school level. A speaker asked for the establishment of a university in that district. The last speaker referred to the Mataungan Association and said that it was an illegal body. The Association was raising taxes illegally and the speaker saw no reason why Australia had not taken action to stop the illegal activities. He said that the Association was misleading the people. The speaker asked the United Nations to help correct the abnormal situation in the Gazelle Peninsula.

5. Bougainville District

114. The district consists of Bougainville Island, with Buka Island immediately to the north and a number of scattered islets and atolls. The total area is 4,100 square miles and the population is about 84,000, including over 3,000 non-indigenous. The main island is volcanic and mountainous with peaks rising to over 8,000 feet and rich soils along the east coast. It lies nearer to the British Solomon Islands than to the other islands of New Guinea. Its people are darker than other New Guineans. It was transferred from British to German rule in 1899.

115. The life and economy of central Bougainville has been transformed by the operations of the Bougainville Copper Company, which are described in chapter III below. Initially, these gave rise to difficulties with local people over land rights but these problems have now been resolved and relations are good, while economic development is going ahead fast. However, the company's powerful presence has contributed to the growth of the separatist movement headed by an association called Napidakoe Navitu, originally founded to protect local landowners' rights but now fully occupied in advocating a referendum on separation from New Guinea. The movement is influential in the Kieta area in central Bougainville and has influence also in the south of the island, but virtually none in North Bougainville and Buka.

116. The Hahalis Welfare Society, which has for some years opposed administration policies and local government council activities in Buka Island, appears to be losing influence as its adherents see the practical benefits in the shape of village water supplies and roads which Council taxation has made possible. There are six other councils covering the rest of the district, all of which are well supported. The district is divided into three sub-districts: Buka Passage, Kieta and Buin.

117. The Mission was in Bougainville District from 8 to 10 February. It visited the fermentery of the Hamuri Society at Buka, the Hutjena High School, the Buin Marketing Society and the large copper deposit at Panguna which Bougainville Copper Pty. Ltd., is preparing to develop. The Mission held public meetings at Buka, Wakunai, Kieta and Buin.

118. The visit began on Buka, where the Mission was met by the District Commissioner; the member of the House of Assembly for North Bougainville, Mr. Donatus Mola; the President of the Local Government Council, Mr. P. Holi; and a number of officials. During the public meeting, held at the headquarters of the Buka Local Government Council, the first speaker stated that the people of the region wanted early self-government. They were tired of waiting so long and wanted it now. On the other hand, several speakers expressed the view that they were not yet ready for full self-government. One Council member stated that a fair number of three kinds of people were needed before self-government was attained: educated people, experienced people and political leaders. He felt that those requirements could be met by 1975. He stressed that self-government did not mean that the people would be left entirely to their own devices. He was convinced that outside assistance would continue even after self-government.

119. One speaker, a plantation manager, expressed concern that the private sector was controlled almost entirely by foreigners. While he was aware of the substantial assistance given to New Guinea by the Australian Government, he deplored the fact that the profits realized in the Territory by businessmen were not reinvested there but were exported to Australia. Another speaker supported that view and went on to say that the Australian planters had frequently obtained their land unfairly, for a pittance. Another said he opposed the idea of secession because it would weaken the country. Mr. Bill, a former President of the Local Government Council, suggested that the allowances paid to council members should not come out of the taxes levied on the population by the Local Government Council. That arrangement caused discontent among the taxpayers, and it would be preferable to find another source for the members' allowances. Mr. Mola, a member of the House of Assembly, stressed the great need for new schools. He called for United Nations assistance in the establishment of primary, secondary and particularly vocational schools. Several speakers commended the work of the religious missions. Finally, the view was expressed that too few indigenous persons were given important positions in the Territory, and that the United Nations should help to improve that state of affairs.

120. The Mission then travelled by air to Wakunai and held a public meeting there. The first speaker, an administration employee, maintained that there was very strong feeling in support of secession and self-government among the inhabitants of Bougainville. Their demands for independence from the Territory as a whole had been rejected in the name of preserving unity. But unity would be irreparably

impaired and Bougainville would secede unless the following measures were taken at once: (a) immediate granting of self-government; (b) transfer of responsibilities to indigenous persons capable of assuming them, not only in the Administration but also in the private sector; and (c) removal of the boundary between Papua and New Guinea. In his opinion, the Australians should formally consult the inhabitants of Bougainville on whether they wished to stay with the rest of the Territory, join the British Solomon Islands or form a separate entity. He rejected the idea that Bougainville wished to secede in order to keep the copper mine profits for itself.

121. The President of one of the local government councils of the region also called for self-government in 1972, but spoke against secession. Mr. Kungkam, President of the Wakunai Local Government Council, spoke of the urgent need stressed by other speakers as well, for roads and bridges on Bougainville, and the need to expand educational facilities for children.

122. From Wakunai, the Mission proceeded by air to Kieta, the district headquarters. That evening the Mission held a very well-attended public meeting at St. Joseph's High School. Mr. Paul Lapun, a member of the House of Assembly, submitted on behalf of the people of South Bougainville a three-part request to the Mission to secure the following: (a) that the Australian Administration respect the rights and opinions of the population instead of threatening it, as had been done to landowners in connexion with mineral exploration; (b) that a referendum be held during 1971 to enable the people of Bougainville to determine their political future; and (c) that a road be built connecting Sovele with the Jaba and Kawaron river junction, where a pumping station was under construction.

123. Most of the speakers also called for the immediate organization of a referendum, and the President of the Kieta Local Government Council said that if the United Nations, like the Government of Australia, failed to heed their wishes they would have no choice but to go ahead with a referendum themselves. Some speakers asserted that Bougainville had been made part of the Territory not by the inhabitants but by the colonizers and one of them maintained that the inhabitants were ethnically distinct from those of New Guinea. The Australian Secretary of the Napidakoe Navitu, Mr. Middlemiss, stated that both the Australian Government and the opposition party were preparing the population of the Territory for accession to independence around 1976. In his opinion, that was a trick the purpose of which was to enable Australia to be relieved of the burden of providing financial assistance, and it would have disastrous consequences for the Territory.

124. Several speakers complained of the lack of schools, particularly secondary schools. An indigenous priest requested that the Administration should impose a moratorium on mineral prospecting until the population was ready to undertake that activity.

125. The Mission arrived by air at Buin on 9 February, where it was met by the following persons: the Deputy District Commissioner; Mr. J. Lue, member of the House of Assembly, who is also Assistant Ministerial Member for Transport; Mr. P. Lapun, a member of the House of Assembly; and Mr. A. Noga, President of the Buin Local Government Council.

126. The Mission held a public meeting on the premises of the Buin Government Council. Mr. Noga said that the Territory had made considerable progress during

the past twenty-five years. However, the Administration had failed to achieve one of the most important goals, unity, for it had not helped the people to organize political parties at the national level. The people of Buin wanted the unity of the country to be preserved and called for the establishment of a committee which would have the task of developing national unity in the Territory. The Chairman of the Buin Co-operative Association complained that the Administration had not provided means of transport by which the products of the area could be moved. The Administration, according to him, had likewise failed to act on the Association's request for land on which to put up a building at Kieta. He vigorously disputed the statement made by the President of the Local Government Council, saying that it in no way reflected the opinion of the people of Bougainville, who wished to be separated from the rest of the Territory and were calling for the organization of a referendum on that question, so that the tragedies which had occurred in other countries could be avoided. Mr. Noga then said that before a referendum was held it should be made clear to the people what all the consequences of secession or unity would be. He suggested that a committee should be set up to study the question of a referendum, because that problem had to be settled first among themselves. The committee should also ascertain the opinion of the United Nations on the subject.

127. Several speakers expressed interest in the building of access roads. It was requested that the Kunza road should be extended to Buin or to Kieta. The Secretary of the Buin Marketing Society criticized the generally recognized insufficiency of secondary schools and the fact that those which existed went no farther than Form VI. He also stated that one of the fundamental reasons for the demand for a referendum was the law adopted by the House of Assembly under which sub-soil resources would belong to the Government. In his view, the effect of that law would be to dispossess the inhabitants of Bougainville. Finally, a young welfare assistant trainee, speaking on behalf of the women of the Siwai area, drew the Mission's attention to the fact that there was not a single welfare officer permanently stationed in Bougainville. The welfare service at Rabaul was also responsible for the Bougainville District, and that situation should be remedied.

6. New Ireland District

128. In addition to the long, narrow and mountainous main island, the New Ireland District includes nearby New Hanover Island, the St. Mathias Group 100 miles to the north and four other island groups off the east coast. The population of about 52,000 lives mainly along the coast of New Ireland itself, where there is a good road. The main crop is coconuts and the district produces 21 per cent of the Territory's copra. There are a number of plantations owned by expatriates. Cocoa, rubber and fishing are on the increase. There are no secondary industries. The district is well covered by health and education services and approximately 95 per cent of all children of school age are at school, as against the average for the whole Territory of about 50 per cent. The entire population is covered by local government councils.

129. The Mission entered the district on 10 February at Namatanai coming from Kieta in Bougainville, and was met by Mr. Julius Chan, a Member of the House of Assembly for the Namatanai Open Electorate and Mr. Brian McCabe, Senior Local Government Officer, as well as other officials. (The Mission had had the occasion to meet informally with Mr. W.A. Lussick, Regional Member of the House of Assembly for New Ireland and Manus, at Lae.) A public meeting was held near the air strip which no more than fifty persons attended. The Mission was welcomed to Namatanai, at the opening of the meeting by Mr. Robert Seeto, President of the Local Government Association of the Territory.

130. Mr. Chan was the first speaker. He told the Mission that the Territory had self-government to some extent. What was lacking was the ability of Members of the Assembly to organize themselves on the work of the Government. They were, however, in a position to make decisions. He considered that one of the main features in the political system of the Territory was the lack of a strong and reliable political party system. Administrative and financial assistance should be given initially to all groups moving towards a political party system. He also felt that the mining operations being carried out in the Territory should be investigated and that the Australian Government should help the Territory by transferring foreign enterprises into the hands of the local people.

131. Mr. Chan thought that there was a great need to train local officers and that priority should be given to this in order to localize the public service. Nevertheless, some security had to be offered to skilled expatriate officers while such a gap of experienced local officers existed. He called upon the United Nations to give consideration through its Members to training both students and officers abroad.

132. Later in the meeting Mr. Seeto told the Mission that the Administration had ignored the Association's request for a separate department of local government. To this end, he presented the Mission with a written submission on behalf of the 148 local government councils representing 2.5 million people in the Territory. Local government councils were being run by the Administration without a specific department of its own. He considered a separate department necessary if the Territory was to move towards internal self-government and independence and if there was to be economic, political, social and cultural development in the field. He had made this request to the Administration but the Administration had replied that there was not enough money or staff to set up a separate department. Nevertheless, it had then proceeded to set up two new departments.

133. The Mission also heard Mr. Jason-Langot, a spokesman for the Tutukuvul Kapkapis Association. Mr. Langot, representing 4,200 members of the Association, stated that he would like to have Mr. Lyndon Johnson, the former President of the United States, as their leader, and expressed the wish that the Territory become part of the United States. He said that the people did not want other countries to come to the Territory.

134. The Secretary of the United Political Society, Mr. Joseph Opa, stated that he represented 14,000 persons. He requested assistance from IBRD to establish a national overseas shipping line and assistance from the United Nations to establish an international airport at Kavieng. He also requested that an expert be sent to the district to start a tourist industry there. A copra-processing factory was also desirable, one in which the coconut husks could be turned into bags, rope and string, such as was done in Tonga and in the Philippines.

135. Other speakers included the junior Vice-President of the United Political Society who requested United Nations help in educating the people of the Territory to the options before them concerning their future, options which he considered they were not aware of. He also requested assistance in establishing factories in the Territory. A resident of the West Coast of Namatanai presented the views of the Mataungan Association, especially their rejection of the concept of a multiracial local government council.

136. Another speaker from the West Coast Road stated that there had not been much advancement of the people who remained in a primitive state because they had had no help. Since the early days of the Australian administration, they had worked hard to obtain roads, aid posts, hospitals and so forth. These were now being built by the local government council, but he wanted more roads opened up and maintained.

137. The Namatanai Council clerk spoke of the visit in early January of the Select Committee on Constitutional Development and expressed uncertainty regarding the future status of the Territory. The Co-operative Officer of the sub-district, speaking for five others and himself, presented a written submission. The group agreed that a certain amount of self-government already existed, but considered as unfortunate the present division of the Territory into New Guinea and Papua. Self-government would eventually lead to independence but it would be without value if there was no national unity. In their opinion, it would lead to chaos and bloodshed. They advocated regional self-government granted at different stages as the basis for achieving ultimate unity among all regions.

138. After lunch, the Mission stopped at Kamiraba airport on its way to Kavieng, whence they were driven eleven miles to Konos to a public meeting at the Central New Ireland Local Government Council. Several hundred people attended the meeting and seventeen speakers addressed the Mission. The topics were similar to those already heard - requests for assistance in setting up an international airport at Kavieng, establishing an overseas shipping line, setting up a factory to convert coconut husks, assistance for bringing tourism to the area and improving the road system. Complaints were made concerning the inability of the population to pay school fees, the problem of school drop-outs, especially after standard VI, the flow of money out of the Territory and the lack of teachers and high schools. Another complaint concerned the need to repay Development Bank loans within one or two years instead of within a period when crops, especially coconuts, would come to

maturity. There were also claims that the indigenous people were not benefiting from these loans. One speaker asked the Mission to explore ways in which the United Nations might participate in territorial programmes.

139. On the question of the future of the Territory, one speaker called for self-government during the Third House of Assembly, that is, between 1972 and 1976. Another said that he was against self-government because the Territory had no defence. The army was too small. A Roman Catholic priest complained that political education work was cutting into his pastoral duties. The people were confused, he said, about the meaning of self-government and independence and present methods of explaining these terms were not effective.

140. On the following morning, the Mission flew from Kavieng to Taskul on New Hanover Island for a meeting with the Lavongai Local Government Council and members of the general public. Here again the question of placing an international airport in the district was raised. The Mission was informed that the district advisory council had called for an airport, but that a suitable site and funds were both lacking for it. It was submitted that the United Nations should assist in finding a way to establish one.

141. Other speakers said the people needed more education, greater participation in the cash economy, more manufacturing skills and more roads before the Territory was ready for self-government.

142. Mr. Walla Gukguk, the President of the Council and Chairman of the Tutukubal Isakul Association (TIA), a farming group, stated that the people had started the association unassisted in 1966 and it now had a membership of about 2,000. The Association had thirty-two plantations comprising 81,400 trees and continued to increase its holdings. It also had three boats to transport copra to Kavieng and had purchased a tractor for road construction but its plans in this field were not working out. The Administration had no funds for roads and the tractor was idle. The Association also had a sawmill to cut timber and planned to build a factory to make furniture. Now the Association needed help - experts who knew how to build things with their hands. This would help the people to prepare for self-government.

143. On the question of their future, the President of the Lavongai Council stated that TIA favoured the formation of the New Guinea Islands (Manus, New Ireland, New Britain and Bougainville) into one State under a central authority. The state capital should be in Rabaul and the central government headquarters at Lae - which was closer to the heart of the Territory. Port Moresby to them was in Papuan territory and they were not certain regarding the status of Papua.

144. The supporters of TIA felt that as their needs were many, the United States should help to teach them things. When independence came the country might not be able to stand alone. If that happened they would like to have the entire Territory become a state of the United States.

145. Subsequently, one of the council members supporting the President's statement, said that TIA was considering asking the Broken Hill Pty.(BHP) Company to begin operations in New Hanover, in order to prepare for self-government. The Mission was informed that BHP had prospected on the island during the previous year.

146. Mr. Pangai Bitas also referred briefly to the Johnson Cult, a manifestation of chiliasm which had gained world attention in 1964 and 1965 when people on New Hanover had asked Mr. Lyndon B. Johnson, then President of the United States, to come and look after them. He insisted that the movement was still very strong and had been adapting its views to modern developments.

147. Finally, a speaker pointed out that although a vocational school had been planned for Taskul, the Administration had been unable to find the funds to cater for boarders. Present plans, therefore, called for students to live in the villages. He said that only when there was sufficient education and economic development would the people be ready for self-government.

148. Before returning to Kavieng, the Mission visited an aid post. In the afternoon, it was invited to the Carteret Primary School at Kavieng, where an experiment in integrated education had been started in 1970, and to the Utu Boys High School, some three miles outside the town.

149. In the evening, the Mission completed its tour of the district by holding a public meeting in Kavieng town at the Civic Hall. This meeting lasted for three hours and was the longest held by the Mission during its tour of the Trust Territory. Nearly thirty speakers were heard. Among the more serious subjects brought to the attention of the Mission, were complaints of a social nature not heard in other parts of the Territory. One speaker said that although, basically, relations were good between Europeans and indigenes, he felt that there was a lack of communication between the two groups. He asked that both put their heart into their job. The Vice-President of the Tikana Local Government Council said that although the barrier between European and indigeneous bars had been removed in 1970, nevertheless discrimination continued in other ways as, for instance, the breakage deposit on a glass which patrons of bars had to make before obtaining a drink. The deposit was twice the amount of the cost of the glass. Also, indigenes were still not allowed as members of private clubs, such as the Kavieng Club.

150. A woman spoke on behalf of the women of New Ireland. For the last twenty-three years, Australians had been teaching the people how to take care of themselves, but things were changing slowly. She felt it was not yet time for independence. The talk about independence came from political parties and not from the villages. More unity, more education and more economic development were needed. She felt five more years should elapse before attaining self-government.

151. A member of the Tikana Local Government Council complained of the inadequacy of medical services at the village level. A representative of the New Ireland Workers Association wanted to know why the Papua-New Guinea Workers Association did not have a member in the House of Assembly. He also raised the question of Japanese fishermen in the area and said that although it was all right to trade with them, the Australian Government should build a fish factory in the district where all fish caught by the Japanese should be processed.

152. Another speaker brought up the question of some land on the island of Mussau which had been purchased by the inhabitants there in 1948. In the ensuing years they had approached the Administration concerning the sale and the Kiop (district officer) had told them that they would have to wait for the House of Assembly to act upon the sale. They had gone to see the Deputy District Commissioner on several

occasions but without any results. Now they had been told it was too late to do anything about it. They had waited many long years for the land to be bought for the people but apparently it still remained in the bailiff's hands. The Mission requested the Deputy District Commissioner to investigate the matter further.

153. One speaker considered that the educational system had been wrong from the beginning. He pointed out that teachers' salaries were too low and that there were children running around the villages instead of attending schools because there were no teachers. He feared that the error could not now be rectified. He suggested that the Department of Education and Canberra at an early stage ensure that all children be given the chance to learn and that a system be developed to encourage children to attend school. He felt that drop-outs should be given the chance to do something, such as grow coconuts or cocoa, and that more girls should be introduced into the educational system.

154. On the question of the visit by the Select Committee on Constitutional Development, he felt that the people did not understand the questions put to them, since they did not understand comparative systems of government.

155. One of the most elaborate depositions was made by Mr. Perry Kwan, the President of the United Political Society. Others from that group had addressed the Mission at Namatanai. Mr. Kwan feared that after attaining self-government and independence the country would break up through fragmentation. The Administration, he suggested, should heed the people to determine the underlying factors causing this fragmentation. There should, in his view, be some autonomy among the island groups. He suggested five separate states in a federal system with a president as the head of the government. He felt that the Westminster system was unsuited to the Territory because the country had no viable political parties.

156. To help unite the country, Mr. Kwan would introduce television into the Territory. He also called for an overseas shipping line owned by Papuans and New Guineans living in the Territory, as well as the establishment of a factory to utilize the husks of coconuts. He asked that an international airport be built on New Ireland.

157. He complained that although he himself had handed a submission on racial discrimination in a certain local hotel to the Australian Prime Minister during the latter's visit to the Territory, the hotel had been granted a new licence without difficulty. He wondered if the law on discrimination had any meaning. He asked the Mission to assist the district in ridding itself of this practice. He also spoke out against discrimination at the Kavieng Club. 4/

158. Other speakers were still waiting for the time when the Government would settle their land disputes. One said that the Germans had illegally taken the land which belonged to him. Since he had no land he had no livelihood by which to make money and pay taxes. He had been talking about this for nearly ten years. Reports had been sent to Port Moresby but there had been no results.

4/ In a letter dated 18 February 1971 addressed to the Chairman of the Visiting Mission, the Kavieng Club subsequently denied these allegations.

159. Another speaker complained that there were not enough political officers in the field to teach the people a better understanding of policies. At present, they had no political background which could help them to understand their present situation. During the long evening, other speakers reiterated points made by previous speakers at this or earlier meetings.

7. Manus District

160. Manus Island contains the bulk of the population of about 24,000, but the district comprises five other groups of islands and atolls scattered over an ocean area of 80,000 square miles, of which only 800 square miles are land. The main island is rugged and heavily timbered and the soil is of low fertility and poor agricultural potential, although rubber and cocoa are showing promise in certain areas. The inhabitants are good seamen and fishermen and earn a cash income from coconuts. They are well educated with 98 per cent of the school-age population attending school. Many emigrate to other districts and Manus Islanders are to be found everywhere in skilled and semi-skilled occupations and in professional positions, especially the public service. The Territory's principal naval training establishment is at Lombrum on Los Negros island adjacent to Manus. There is one local government council covering the whole district, except the outlying western islands.

161. The Visiting Mission began its tour of Manus District on 12 February. During its brief stay in the district, it visited the small Fisheries Technology Block, the Manus High School, the Co-operative Wholesale Society Store, Lorengau Branch and the Council market. The Mission held a public meeting in Lorengau. It also visited the naval base at Lombrum on Los Negros Island.

162. The public meeting in Lorengau was attended by Mr. Palan Maloat, a Member of the House of Assembly, council members and several hundred people. A number of speakers expressed deep concern regarding the lack of enough high schools and the very high school fees. They wanted more vocational schools to accommodate many of the children who had completed standard VI. Many speakers referred to alienated lands and wanted to have them returned to the indigenous owners. They felt that the economy of Manus was poor. A speaker suggested that the money raised locally must be spent there. Compensation for war damages suffered in Manus was requested by some speakers. Others maintained that the principle of equal pay for equal work should be respected. They said that an equitable share of the revenue from minerals and the sale of fish ought to go to the Territory.

163. Some speakers suggested that all the plantations owned by foreign planters should, without payment, be handed back to the indigenes whose forefathers had owned the land. If possible, all the raw materials had to be processed locally which would benefit the Territory by way of employment and higher income. The local population should be encouraged to own shares in foreign companies and firms. They did not wish to have a Japanese fishing fleet in their surrounding waters. Companies and businesses should be asked to train their local employees. A speaker complained of discrimination. He said that indigenes were prevented from joining European clubs and other recreational facilities.

164. A speaker requested that more power should be given to the Manus Local Government Council. The views expressed on the question of self-government differed. Some speakers wanted self-government in 1972. One speaker felt that Australia was holding self-government back because it was not prepared to have the Territory become a separate country. Others said that the Territory should not be granted self-government in 1972. In their view, the Territory had to become economically stronger and the people had to develop greater political sophistication and acquire more economic maturity before the advent of self-government.

165. Mr. Maloat said that sufficient progress should be made towards self-government. He urged the Australian Government and the United Nations to train as many people as possible who would be qualified to fill administrative, political and technical positions at the time of self-government. He warned that the Territory would face critical problems if the Administration failed to undertake intensive training programmes immediately.

166. Mr. Maloat said that Japan and the United States had destroyed the land in Manus during the last war which was now uncultivable. He therefore requested the two Governments to provide Manus with money and equipment for developmental purposes. The speaker said that the white man's ways were different from the ways of his people and other coloured people in several respects, such as living, eating and working habits and ways of seeing things. Europeans did not want the local population to receive the same salaries and facilities as they did. Mr. Maloat reminded the Australian Government and the United Nations of the gravity of the matter and asked them to pay particular attention to the problems that could arise as a result of the differences between Europeans and the indigenes.

167. Mr. Maloat referred to the British Solomon Islands, West Irian and Papua and said that those three Territories must join with New Guinea to make a single, unified country. He admitted that there would be problems if the three were joined with New Guinea but the problems would even be worse if they remained separate. If the latter occurred, the situation would be distressing. He urged the Australian Government and the United Nations to consider the situation very seriously.

168. The Mission visited the naval base at Lombrum, Manus District, on 13 February, and met Commander W.N. Bird, Royal Australian Navy officers and sailors, Papua and New Guinea officers and sailors as well as civilian workers. The Mission was informed that there were 7 Papua and New Guinea officers, 246 sailors, 161 civilian workers and 160 labourers at the base.

169. At the meeting with the officers of the Papua and New Guinea Division, a speaker asked whether the United Nations would look after their country's defence when it became independent. The next person asked if the United Nations would help even if Papua and New Guinea decided not to seek membership to the United Nations. The members of the Mission also met the civilian local workers at the naval base. There, the first speaker said that he was opposed to the United Nations proposal concerning a target date for the Territory's independence. He was in favour of economic development before self-government. The people themselves and not outsiders should decide the date for self-government and independence. Another speaker found it imperative to explain to the people of Papua and New Guinea the importance of national unity. Unity was the key to everything and he wanted it to be emphasized to the people.

8. West Sepik District

170. With an area of over 14,000 square miles, this is the second largest district and one of the most backward. It has a population of about 100,000, scattered over vast areas of forest-covered mountains and swamps. It has a long common border with West Irian. The people differ considerably in the various regions. The majority practise simple subsistence agriculture, supplemented by hunting and gathering. Inhabitants of both Sepik districts are much in demand as labourers and are to be found in many other parts of the Territory. Communications, except for a few miles of road in the immediate vicinity of Vanimo, are entirely by light aircraft and forest trails. There are remote mountain areas near the borders with East Sepik and Western Highlands which were thoroughly patrolled for the first time only in 1970. Cash crops of coconuts and coffee are centred mainly round Aitape on the coast, but very large timber operations are in prospect near Vanimo. The coverage of health and education services is relatively scanty. Only 18.4 per cent of the school-age children are at school. There are nine local government councils, of which five are classified as low-income councils. The district includes five sub-districts with headquarters at Vanimo, Amanab, Telefomin, Aitape and Lumi.

171. The Visiting Mission flew to Vanimo, the headquarters of West Sepik District, on the afternoon of Saturday, 13 February. It remained in the district until 16 February and visited all the sub-districts except Amanab, where bad weather prevented aircraft from landing. It held public meetings at Vanimo, Telefomin, Aitape and Lumi.

172. On arrival at Vanimo the Mission was met by the District Commissioner, by the Member of the House of Assembly, Mr. Paul Langro, and other officials, and took part in a briefing meeting. The District Commissioner and those in charge of various services - rural development, education, health, public works and so on - gave an account of the situation in the district in their respective fields.

173. On the same evening, the Mission held a public meeting at the headquarters of the Vanimo Local Government Council. Mr. Paul Langro, a Member of the House of Assembly, stated that the country had already made progress towards self-government. Accordingly, to consult the population at that stage about self-government, as the Select Committee on Constitutional Development was doing, was making people confused and would generate a whole range of divergent opinions. It would be better to discuss independence, and there should be a target date for independence, not for self-government. That date might be 1978, subject to change, if necessary. The present Administrator's Executive Council should be replaced by a cabinet with a Prime Minister selected from among the elected members of the House of Assembly. An indigenous official of the Administration said that, like many other people in Vanimo, he thought that self-government might be granted in 1972, with a later date being set for independence. He said that a great many countries had not had everything they needed in the way of qualified people but that had not prevented them from gaining their independence; additional external technical assistance could always be secured. A number of other speakers also advocated early self-government. One of them also said that if there were people in New Guinea who did not want self-government until much later, then self-government should be granted at once to the Territory of Papua.

174. Some speakers, however, expressed the view that they were not ready for immediate self-government and feared that if it were granted in 1972 there would be serious difficulties. The major reason cited was the fact that the rural areas were less developed than the towns. In this connexion a request was made for the creation of a separate department for local government.

175. Many speakers expressed disquiet about reports on the situation in West Irian, which appeared to be causing concern in this border district, in which refugees from West Irian had sought asylum. The President of the Vanimo Local Government Council stated that the population of the whole island should form a single entity and not be divided, as it was, among the three Territories of New Guinea, Papua and West Irian. The Vice-President of the Council supported that statement and said that the population was dissatisfied with the division of the island into three parts with each having a different status. The next speaker expressed concern for the security of the Territory, saying that a few years ago Indonesia had seized West Irian. He sharply upbraided the United Nations, which in his opinion, should have guaranteed the rights and security of the people and had instead contented itself with watching Indonesia do as it wished. He was worried, he said, about what would happen if Indonesia should, in the future, try to do the same with Papua and New Guinea. Would the United Nations, he asked, again permit such acts to take place and do nothing? Other speakers dealt with the same subject and said that West Irian should be able to join Papua and New Guinea when the time came for self-government. The Chairman of the Visiting Mission explained that the future of West Irian had been settled by an agreement between the Netherlands and Indonesia, and he sought to allay the fears that had been expressed.

176. Some speakers expressed their desire for the unification of Papua and New Guinea. A request was made for the elimination of the frontier between Papua and New Guinea and for their unification with the same status and a single name before the advent of self-government. One speaker said that he was concerned about the separatist tendencies which were making their appearance in the islands. He did not agree that Bougainville could decide to secede; secession required that the rest of the Territory should also agree.

177. The land ownership problem was also raised. Speakers taxed the Administration with concluding agreements with companies for timber operations without first consulting the indigenous owners. An Australian representative of the lumber company which is operating near Vanimo said that his company's operations were strictly in accordance with existing laws. He pointed out that the presence of his company had contributed to the development of the region, a fact which was confirmed by Mr. Langro, Member of the House of Assembly. Other speakers replied, however, that even if the operations were legal, the population was still dissatisfied, and that the consent of the owners of the land should be secured before the Administration authorized companies to operate.

178. On the morning of 15 February, the Mission, having tried unsuccessfully to land at Amanab, where the weather was bad, went on to Telefomin.

179. At the public meeting in Telefomin, the President of the Local Government Council stated that the population of the region was not ready for self-government. He himself did not clearly understand what was meant by self-government and hoped that the Government would enlighten the population on the subject. Many other speakers also expressed the view that they were not educated enough and that the

district did not have enough factories for early self-government. Several of them said, however, that if the remainder of the country wanted self-government, they would not oppose it. One speaker expressed the opinion that the Select Committee for Constitutional Development had not given the people enough time to think about the question of self-government before consulting them. In his opinion, the consultation should have been arranged for 1975.

180. A Baptist minister drew the Mission's attention to the distribution of development funds. He stressed that the funds should not be distributed solely on the basis of the highest economic return, but by reference also to the needs of the population. In this region of Sepik, where the population was scattered over a very large area, needs were greater than in other parts of the country. He also pointed out that air freight costs substantially increased the retail price of consumer goods transported to the interior of the country. The result was that it was the poorest people - those of the interior - who had to pay the highest prices. It was essential that the Government should subsidize the transport of consumer goods. Lastly, he said that it should be made easier for teachers to come to the Territory, so that they could develop a broader educational base in the country which was badly needed.

181. In the afternoon, the Mission held a public meeting in Aitape, having flown there from Telefomin over an area where prospecting for copper is in progress. Those who spoke at the meeting were much more concerned about matters of development and education than about the political issue of self-government. The first speaker asserted that this district was much less developed than the eastern districts he had visited. Nevertheless, the Government was continuing to give more assistance to the more developed districts. He also pointed out that Australia, in his view, did not allow other countries to invest in the Territory. Lastly, he complained that expatriates were occupying the jobs available, while some indigenous inhabitants could not find work. Another speaker complained of the living conditions of the people of the region and of their low incomes. The prices of export crops, such as copra, were not rising, unlike those of other goods. Despite the assistance of the missionaries, who helped them to earn extra funds by making cane furniture, income was still very inadequate. They were left with very little to live on after children's school fees and the local government council's taxes had been paid.

182. Mr. Brere Awol, a Member of the House of Assembly, said that there was an acute need for roads to enable products to be transported. The drop-out problem was also very serious and required United Nations assistance. He hoped, however, to see the people of the Territory begin by helping themselves, so as to become a strong people. They needed many more schools. Development and education should go hand in hand. Other speakers expressed concern about educational problems, particularly that of drop-outs. An Australian said that it was possible as early as the fourth year of primary education (standard IV) to identify those pupils who could go on to secondary education and those who could not. The latter should be directed from that early stage onwards to vocational schools or agricultural extension schools. The problems of drop-outs and frustrated expectations would thus be partly solved. The same speaker referred to the land ownership problem. He said that there had been many instances of development operations having begun on a piece of land before other people disputed its ownership. It was essential, if development was to go ahead, that the land ownership problem should be resolved. He also drew the attention of the Mission to the fact that, whereas the Administration had formerly given priority to the establishment and development of government out-stations, it now seemed to favour the bigger centres. He asked the United Nations

to ensure that the Administration attained a reasonable balance in its development efforts.

183. Relatively few speakers took up the question of self-government. One speaker mentioned that the eastern districts and the islands were more developed and seemed ready for self-government. Another stated that self-government was a good thing, because then people could themselves make the decisions which concerned them.

184. One speaker asked that the United Nations should ensure that New Guinea and the Territory of Papua formed a single territory with the same status. He also expressed concern at the division which had led to West Irian having a different destiny, because, in his view, the island should form a single entity. The next speaker said that the act of free choice which was alleged to have been exercised by West Irian in 1969 had not really been free. He contended that the Indonesians had chosen about 800 people and had consulted them alone. He was puzzled by the fact that the United Nations had done nothing to redress the situation. The Chairman of the Mission explained that the United Nations had taken up the question and had decided to recognize the result of the consultations in West Irian.

185. Another speaker referred to the Public Order Bill. That Bill, he said, had been passed after some agitation by movements such as the Mataungan Association. In his view the Australians could have dealt with agitation of that kind without adopting the bill in question which restricted such fundamental human rights as freedom of assembly and freedom of movement. He hoped that the United Nations would intervene with the Administration with a view to having the Bill abrogated or amended.

186. The Mission then flew on to Lumi, where it held another public meeting that afternoon. The President of the Lumi Local Government Council said at the opening of the meeting that self-government would depend on the state of economic development. As for independence, they were not yet prepared to assume it. He thought that the country could be self-governing when there were more educated people. A number of speakers supported that point of view. At the close of the meeting, however, the President of the Local Government Council said that the people were looking forward to self-government and were prepared to have it if Australia and the United Nations continued to provide them with assistance. One speaker expressed concern at the difference in status between New Guinea, a Trust Territory, and the Non-Self-Governing Territory of Papua. He hoped that the two Territories would be unified before the attainment of self-government. Another speaker said that the Australian Government was now giving very substantial assistance to the Territory, but that Australia had been slow in developing it throughout the previous fifty years. He would like to see the Administration appoint more indigenous people to posts of responsibility.

187. A French Canadian nun expressed the view that a great effort needed to be made to improve the status of women in the Territory. A Catholic priest observed that an earlier Visiting Mission had recommended that a full economic survey of the Territory should be made by IBRD. As a result of that survey, the Bank had proposed a development policy under which assistance would be concentrated in regions in which it would yield the highest economic return. That policy, which had since then been followed by the Administration, had led it to neglect certain regions, such as Sepik, which had no resources. In his view, the humanitarian aspects should be taken into account and the criterion of highest economic return

should not be the only one applied. One council member stated that the population had asked in vain for a road to be built from Wewak to Maprik and Lumi. He was convinced that such a road would greatly help their economic development and hoped that it would be built very soon, either in 1971 or 1972.

9. East Sepik District

188. This is the most extensive district, with an area of nearly 17,000 square miles and a population of over 200,000. It centres on the vast Sepik River valley with mountainous areas to the north and south and a narrow coastal strip. Development dates mainly from the Second World War. The Wewak and Maprik areas are major producers of coffee and rice, and the building of the Sepik highway linking the two towns and continuing to the West Sepik border has aided development in this populous region. The rich and picturesque culture of the Sepik valley is beginning to attract tourism and cattle raising is being established. Copper prospecting is in progress in the south west of the district. There are ten local government councils covering 92 per cent of the population. Fifty nine per cent of the school age children get primary education, the majority in mission schools. The population of the district comprises ninety different language groups.

189. The Mission arrived in the district at Hayfield airport from Vanimo on the morning of 16 February and was met by the District Commissioner, Mr. E.G. Hicks; the regional member of the House of Assembly, Mr. Michael Somare; Mr. Pita Lus, a member of the Assembly from the Maprik Open Electorate; Mr. Kokomo Ulia, from the Dreikikir Open Electorate; Mr. Kaisman B'Upu, President of the Greater Maprik Local Government Council, and other officials of the district. The Mission was briefed by the District Commissioner in the Sepik Producers' Co-operative Godown at Hayfield and then proceeded by road to the Baynyik Agricultural Station. Here it spoke briefly with the local officials of the Department of Agriculture, Stock and Fisheries concerning the experiments in rice being carried out in the Territory. It then moved on to the Sepik Producers' Co-operative where the manager, Mr. J. Meehan, showed the members of the Mission, and their party through the co-operative installations and explained the operations, which were mainly in rice and coffee.

190. The Mission then departed for Maprik where it visited a haus tambaran^{5/} and other points of interest around Maprik Station. In the afternoon, the Mission held a public meeting in the market place and also visited the Dual-Curriculum Primary School. It was estimated that 1,800 persons attended the meeting. The Mission heard twenty speakers. Among these were Dr. Busum, the medical officer in charge of the area. He stated that he would like to see self-government attained in the next year or during the life of the Third House of Assembly. As when local government councils were introduced, the people were not ready for them, so with self-government, they would not be ready. With practice, however, they would learn. He did not want independence, which was altogether a different thing.

191. Mr. Lus, Member of the House of Assembly for the Maprik Open Electorate, asked why there were two types of people in the Territory: Papuans, who were citizens of Australia, and New Guineans, who had Trust Territory Status. Papuans, he said, had the same standard of living as New Guineans and therefore they should all be made as one country. In the House of Assembly, Papuans complained that too much was spent on the New Guinean side of the border. To avoid this distinction, the United Nations

^{5/} Traditional male ceremonial house.

should visit Papua and care for the country as a whole. On the subject of the production of rice in the district, he was not happy with an agreement whereby Australian rice entered the Territory more cheaply than it could be produced in the area.

192. Mr. Lus was also dissatisfied with the educational system in the Territory. He stated that many persons wishing to continue their high school education were unable to do so under the present conditions.

193. In connexion with the breakaway movements of East New Britain and Bougainville, he stated that some Australians had said that if the country received self-government, all Australians would go home. This, he said, was the reason that people in the bush were afraid of self-government. He thought, however, that the local people were ready to look after their own government. If they obtained self-government this would stop the breakaway movements in the country. Finally he called for self-government in 1972 in accordance with the platform of the Pangu Pati, of which he was a member.

194. Several speakers told the Mission that educated people and the Members of the House of Assembly were misrepresenting the views of the people and pushing for self-government. It was not good that only the educated should decide on the future of the Territory. One speaker suggested that a referendum be held on the issue of self-government to settle the present controversy, while another argued that the future of the Territory should be determined without a referendum. Others declared that good roads, education and business development opportunities had to precede self-government.

195. Mrs. Erita Phillips, President of the Maprik Women's Club, said that women in the Territory must be given equal rights with men. It was a major concern of women, Mrs. Phillips said, that they be given a chance to take part in the leadership of the community.

196. Mr. Michael Somare, the regional member of the House of Assembly, asked the Mission if the United Nations was prepared to train technical people not only from New Guinea but also from Papua. He knew that there were fellowships to other developing countries and wondered if scholarships might be given in the area needed. He was told that all the facilities offered by all the agencies of the United Nations were open to both Papuans and New Guineans upon application or request as elsewhere. His attention was drawn to General Assembly resolution 2705 (XXV) of 14 December 1970 on this subject. Mr. Somare addressed the Mission again in Wewak (see paras. 216-220 below).

197. One of the final speakers called for a patrol post in the western area of the district. He wanted separate staff for separate work, that is, local government officers doing local government work and patrol officers for patrol work.

198. On 17 February, the Mission flew to Ambunti where it was greeted by Mr. Nauwi Sauinambi, the Member of the House of Assembly for the Ambunti-Yangoru Open Electorate, Mr. Jambundi, the President of the Local Government Council and other officials. At a public meeting held in an impressive traditionally decorated council house and attended by several hundred people, Mr. Savinambi told the Mission of his concern for the number of dropouts from Standard VI. He said that there were not enough high schools in the district and he wanted the Administration to provide more funds for the education of the children. Another speaker was worried about school fees, which he said were \$A35. He wanted these lowered to \$A10 or \$A20. Another speaker was concerned with the number of children in the villages who were not receiving an education.

199. The President of the Ambunti Council expressed the fear that Australia would leave the Territory with the advent of self-government. He and others wanted continued Australian aid for schools, roads and agriculture. One speaker asked for more agriculture officers in the area to help the people to sell their products.

200. Mr. Tampsen, a council member, said that Papua New Guinea must be strong when self-government arrived so that the people would be able to look after themselves. But he did not want self-government considered until all areas of the Territory (including the remote areas of East and West Sepik and the Western District of Papua) were covered by local government councils.

201. Several speakers felt the Mission was not obtaining the true opinions of the people. The Sepik districts were going along with other districts which were more advanced and wanted early self-government, but the Sepik districts really needed more economic development. It was also suggested that the local government councils were in closer contact with the people than the touring Select Committee on Constitutional Development, which they suggested was only causing trouble.

202. The disparity of housing and accommodations provided for overseas and local officers was also a subject for comment. That for local officers was not considered sufficient.

203. On the way to Angoram later in the morning, the Mission was given an aerial tour of the Sepik River and the villages especially in the Chambri Lake region. This is an area noted for its pottery and ceramic artifacts.

204. After lunch, the Mission held a public meeting attended by about 200 persons including Mr. Peter G. Johnson, Member of the House of Assembly for the Angoram Open Electorate and Mr. James McKinnon, the Member for the Middle Ramu Open Electorate. Many of the issues raised were familiar to the members of the Mission: the request to abolish the "artificial" border between Papua and New Guinea; the lack of schools, especially a high school and a vocational school in the area, to accommodate those who wished to continue their education after Standard VI; the backwardness of the sub-district economically; the low tax rate and the opening of more roads, especially one to Wewak. Some showed concern about the western border with West Irian and asked who would protect New Guinea against any aggression that might come from beyond that border. The local hospital orderly was concerned with the age of the hospital of Angoram and suggested that the United Nations should assist the Administration to build a proper hospital there. Another speaker wanted medicine to fight malaria. The sub-district's dependence on small businesses was stressed especially by the Assembly Members and assistance was requested in this field. Many speakers asked for the diversion of more money to the areas.

205. At one point a lively dialogue ensued between Mr. Johnson and Mr. McKinnon, the two Members of the House of Assembly. Mr. Johnson, while congratulating the Administering Authority on having a political education programme, felt that in many ways it was aimed more at the educated people of the community. He felt also that there was an overzealous enforcement of the vagrancy laws. "How", he asked, "can a man on the subsistence level be called a vagrant in this country?"

Mr. Johnson also emphasized the inequality of opportunity for education in the Territory. Whereas well-developed municipal areas have sufficient education, backward rural areas have almost none. In Wewak, 94 per cent of the children went to school, but in parts of Angoram sub-district, only 6 per cent are able to do so. The Administration had repeatedly stated there was a shortage of teachers he said,

but if this could be overcome by recruiting from places such as the Philippines, many of the people were ready to build schools themselves as some had already done. He urged the Mission to recommend that the Administering Authority pursue better educational policies in the less-developed areas.

206. Speaking of the economic development of the Territory, Mr. Johnson said that the Administration would continue to spend money in Bougainville District because of the copper mines there, but little would be spent in the Sepik region because it was a poor area. On the subject of self-government, he was certain that self-government would eventually be attained, but he wondered if the Australian Government was prepared to hold a referendum on independence in the Territory to avoid a repetition of what had occurred in the former Territory of Netherlands New Guinea.

207. Mr. McKinnon objected to a referendum on independence when the people of the Ramu and Sepik Rivers did not yet know the meaning of self-government. He felt that the people needed to be self-supporting before they could face self-government. He listed a number of possibilities in the area for economic development, including the fishing, timber and cattle industries. The people had to know greater responsibilities and higher taxes to carry the burden of governing themselves.

208. On the morning of 18 February the Mission visited first the Yrapos Girl School in Wewak, a Roman Catholic secondary school attended by approximately 275 girls. At an assembly meeting, the girls asked members of the Mission many questions, especially concerning development in African and Asian countries during the period leading to self-government and independence. Their concern mirrored that of their elders at general public meetings held by the Mission. They seemed mainly worried about any eventual troubles that might develop following the attainment of independence.

209. The Mission then visited the Kainde Teacher Training College for primary school teachers. It met with students from Kainde, Brandi, St. Xavier's and St. John's in the assembly hall. Here again the questions reflected those put to the members at public meetings. There was considerable anxiety about the future and what the role of the United Nations would be on given situations. One student wondered if the United Nations was prepared to help the Territory in its trading abroad if and when the United Kingdom entered the European Common Market. Another student asked whether the United Nations would help if Mr. Whitlam (Australian Leader of the Opposition) won the 1972 parliamentary elections and advanced the dates for self-government and independence of the Territory. The Chairman told the students that the United Nations could not foretell the future but that any assistance would be forthcoming in consultation with the people of the Territory, the Administering Authority and the United Nations. Moreover, it would be increasingly up to the people themselves to settle many of the problems that would arise in the future.

210. The Mission completed its morning tour of Wewak with a visit to the Pacific Islands Regiment at Moem Barracks. It was greeted by Lieutenant Colonel K. Lloyd the commanding officer, Major Graham Williams and the ranking indigenous officer, Captain Loa. Since Lieutenant Colonel Lloyd had just taken over the post, he asked his second in command, Major Williams, to address the Mission and answer its questions. The Second Battalion of the regiment is quartered at Moem Barracks except for one company stationed at Vanimo. Information was given on its

recruitment, training and educational programmes, the localization of the forces, its civic action programme and the role of the regiment. The question of how the regiment might be used to maintain internal security was also raised.

211. In the afternoon, the Mission attended a public meeting of several hundred people at the Papua-New Guinea Volunteer Rifles' Drill Hall. It heard nearly a score of speakers, including Mr. Michael Somare, regional Member of the House of Assembly, Mr. Beibi Yambanda, Member for the Wewak Open Electorate, Mr. William Hawarri, founder of the National Labour Party, members of the Wewak Local Government Council and other personalities of the community.

212. Mr. Beibi felt that self-government and independence must come, but he hoped not too quickly. He said that there were four high schools in Wewak, two administration and two mission, and he would like to see one more established to give educational opportunity to even more students.

213. Mr. Hawarri wondered if the United Nations would look into the matter of multiracial councils. There were four types of people in the Territory: Papuans, New Guineans, Europeans and Chinese, and the racial problem was one of the Territory's big stumbling blocks. He also complained that localization was not progressing in the private sector. There were no Papuans or New Guineans in executive positions.

214. Referring to the allowances paid to expatriates, he considered that because of their low income, Papuans and New Guineans should be eligible for some sort of allowances; he therefore called for free hospitals and free education. Pointing to the recent committee on rural wages, he recommended that another committee should be set up to study the question of a minimum national living wage scale. Labourers, he said, were treated like animals. They were traded like copra sacks and got next to nothing for their labour.

215. The junior Vice-President of the Wewak-But Council questioned the concept of free education and free hospitals. The people had voted for early self-government and now they would have to support themselves on their taxes and fees.

216. Mr. Somare stated that the country had now had two elections and was moving towards self-government. Whether it was to the liking of all or not, self-government would eventually come to the Territory. In this connexion, he emphasized the importance of economic development paralleling political development. The Mission had heard from many who thought self-government should be delayed until there was more education and more indigenous involvement in business. If they waited for every man, woman and child to be educated, it would take at least 100 and perhaps 200 years. The country needed political power to bargain with other countries. Australia was not the only country they could trade with, but because they had no bargaining power they were obliged to deal with Australia. He referred to the rice agreement which introduced Queensland rice into the Territory in preference to the local product. He charged that the Administering Authority was not interested in improving the standard of local rice.

217. The expatriates were also talking about multiracial societies. If they meant this, it was high time that they involve New Guineans in the business sector so that they could share in the big companies. Once this was done, none of the problems that had developed in other countries would threaten them.

218. He also pointed out that although the highlanders were saying that they were doing all they could to advance themselves, he knew of no highlanders who owned plantations. At the present rate, self-government would find foreigners in control of the economic sector.

219. In the field of education, he claimed that teachers and technical experts from Africa, the Philippines and other Pacific Islands, who were prepared to come, were prevented by Australian policy. Australia could not provide enough services and these people were needed, but were kept out because of Australia's own immigration policies. "This is not a white man's country!" he protested. He urged the United Nations to recommend that Australia should rectify the situation.

220. Mr. Somare had been present at the meeting of the Visiting Mission with the regimental authorities at Moem Barracks. He stated that the regiment was part of the Australian Army responsible to the Australian Parliament. He called for the regiment to be placed under the authority of the Territorial House of Assembly. If Papuans and New Guineans were in the army, they should be in their own army; and if they understood that they were responsible to their own parliament, then, in the future, there would be no trouble with the military such as had erupted in other newly independent countries.

221. Other speakers at the meeting in Wewak had touched on subjects raised elsewhere, especially the dependence of the district on small businesses, and the need for financial assistance including that of the United Nations. In this connexion, the Chairman spelled out in detail the kind of assistance and the sums of money that were being invested in the Territory by United Nations agencies. Many who spoke also expressed the hope that the mineral resources being prospected in the district would bear fruit in the near future.

222. Following the meeting, the Mission members met with the Most Reverend Bishop Arkfeld and his staff at the Roman Catholic Mission of Wirui. Before completing their day, the Mission visited the Kreer low covenant housing area.

10. Madang District

223. The district, with an area of 10,800 square miles and a population of 180,000, extends from the northern coastal plain and inland ranges across the swampy Ramu Valley up to the northern slopes of the central mountain chain. It also includes Karkar and several other off-shore islands. Development is uneven, with Madang Town and some other coastal areas relatively well supplied with roads, schools, hospitals and secondary industries, while the mountain areas and the lower Ramu Valley are isolated and backward. The picture will change with the completion of road links along the coast and of a projected highway from Madang across the Ramu Valley and up into Chimbu District in the central Highlands. The district will also benefit from the proposed hydro-electric scheme on the Upper Ramu. Copra, from the coastal plain, is the main export crop and timber is about to become a major industry with the opening up of 123,000 acres of leases west of Madang. Thirteen local government councils have been established, covering nearly 90 per cent of the district's population.

224. The Visiting Mission arrived at Madang on 19 February, and on the same day it visited business premises and held public meetings with the Ambenob and Sumgilbar local government councils and the people and Council Members of Karkar Island and Rai Coast local government councils.

225. After a briefing session by the District Commissioner and the district departmental representatives, the Mission met with the people and council members of Ambenob and Sumgilbar. The discussions centred on the educational situation, land problems, economic conditions and the question of self-government. A number of speakers expressed concern regarding the lack of high schools and appealed for assistance from the United Nations. A speaker thought that the return of school children to their villages for lack of schools would hold them back. Two speakers said that more people should be attracted into the teaching services through better wages. A council member said that expatriate officers enjoyed better living conditions and asked equal treatment for indigenous officers. Another speaker felt that land problems arose because of the failure to hold prior consultations with the people concerned and he cited the Bougainville land problem. Another speaker considered the prices of cocoa and coffee to be too low and asked the Mission to raise the matter with the Australian authorities. A council member said that agricultural experts were needed to advise on soil improvements and crop growing. Others asked for equipment and materials for the development of Papua and New Guinea.

226. In discussing the question of self-government, several speakers stated that 1972 was much too early for that purpose. One of them said that the Territory needed ten years to prepare for self-government. They felt that education, roads, bridges and general economic development were prerequisites to self-government. Three speakers were in favour of self-government in 1972. One speaker felt that the date for self-government had to be decided by higher governmental authorities, while another thought that self-government was not something to be imposed on the people. The people themselves should decide as to when they wanted to have self-government.

227. At the public meeting with the people and council members of Karkar Island, Mr. J. Middleton, Member of the House of Assembly, spoke in behalf of the council members and the people of that sub-district and drew attention to certain problems. He said that the principal Australian policy was continued political progress. The people of Karkar stressed the need for education and experience. The educational gap, especially in the public service, must be bridged. Papua and New Guinea must be economically viable. Economic and political development must go hand in hand. As to the House of Assembly, it must prove that its Members were capable of accepting the governmental responsibilities required for honest and efficient government. Karkar was against external influence which might upset the political stability in Papua and New Guinea. Mr. Middleton said that educational problems were becoming apparent. He referred to the young people who had not completed their education. They were educationally unprepared for employment and were unwilling to go back to their villages. With regard to land problems, he said that the task of demarcation had become unmanageable. It had become clear that the final goal was unattainable and the authorities concerned were aware of it.

228. The next person spoke of the "power of money". He said that Australia had made considerable contributions to the Territory. The grant from IBRD for the development of Papua and New Guinea was lower than that provided by Australia. The

speaker asked the Mission to take up the matter with the United Nations. There were not enough schools, and he envisaged no development without education. He asked why teachers from Fiji and the Philippines were not recruited. The President of the Local Government Council recommended that the younger children who failed the Standard VI examinations should be permitted to repeat one more year.

229. During the meeting with the people and council members of the Rai Coast Local Government Council in Saidor, Mr. John Poe, a Member of the House of Assembly, said that the people must receive training before self-government and this could be done while Australia was still in the Territory. The United Nations should not force Papua and New Guinea towards self-government. Mr. Poe stated that local officers must have a greater say in the Administration and in private concerns. The private sector must train the local people. He stressed the lack of schools, particularly in the villages. Mr. Poe stated that the United Nations had not taken any action concerning West Irian and he warned that Papua and New Guinea should not face the same problem. The President and Vice-President of the Local Government Council, as well as a number of council members fully endorsed Mr. Poe's statement. Lack of education, absence of roads and general underdevelopment would make it difficult to move towards self-government immediately and Australia should continue its work programme in the Territory. The speakers appealed to the United Nations to help in developing Papua and New Guinea. They also stated that outsiders should not push them towards self-government. They would ask for self-government when they were fully prepared for it.

230. On 20 February, the Mission held a public meeting in Bundi with the people of Bundi and council members from Bundi, Usino, Simbai and Arabaka local government councils. It also visited the Catholic primary school there. In Madang the Mission visited business premises, low covenant houses and a cocoa plantation owned by a New Guinean.

231. In Bundi, the presidents of the councils concerned and the council members said that lack of roads from the highlands to the coast was a serious handicap and they urged that the road from Madang should be completed. They also asked assistance for the establishment of a vocational school for children who were unable to enter high school. A priest who taught at the Catholic primary school, expressed the view that opening light industries and business could help by giving employment to young people who had left school. He anticipated serious problems unless deliberate planning was made well in advance. A medical officer spoke of the unsatisfactory health services. He considered that the health situation was as critical as the educational problems.

232. On the same day in Madang, the Mission held a meeting for the inhabitants of the town and various groups including the Workers' Association, the Town Advisory Council, the Chamber of Commerce, the Planters' Association, the missions and educational institutions. The first speaker referred to the lack of schools and hospitals and expressed concern about the number of children who failed to enter high school. Some others emphasized the need to train indigenous people to fill positions in the private sector. One speaker asked for rectification of wage discrepancies and inequitable conditions of employment between indigenous and expatriate employees in the public service, while another stated that the local people were not treated fairly. A written submission on conditions in the public service was handed to the Mission. The next speaker agreed that private enterprises could not exist without workers but their successes depended on employing qualified people. There was also a request for a second international airport to be built at Madang with Australian and United Nations financial aid.

233. The next speaker said that the boundary between Papua and New Guinea created many problems in the minds of the people and suggested that it should be abolished. Another person declared that the recommendation by an earlier visiting mission to phase out Pidgin English had not been carried out. The Chairman of the Mission emphasized the importance of Pidgin English as a medium of communication within the Territory and felt that it would be improper for the current Mission to recommend its abolition.

234. Another speaker recommended that the United Nations together with Australia should lead Papua and New Guinea into a happy independence. The substantial funds required for the development of the Territory were much greater than the Australian Government alone could provide. He suggested that the needs of Papua and New Guinea be met with international financial aid.

235. A number of speakers said that the meaning of self-government was misunderstood. As in other districts and sub-districts, the speakers in Madang were divided concerning the time for self-government. Some favoured 1972, while others were opposed to premature self-government. Still others felt that the Territory was already self-governing to some degree, although the people were not aware of it. One speaker referred to a United Nations General Assembly resolution which he said had set a target date for the independence of Papua and New Guinea. He did not see any reason why the Government of Australia should carry out the provisions of that resolution.

11. Chimbu District

236. With the exception of Manus, this district is the smallest in the Territory; but it is the most thickly populated, having 186,000 people in 2,260 square miles. Despite its rugged highland terrain, it is well served with roads. This good communications system has helped the development of coffee as a cash crop and its marketing, partly through a co-operative factory near Kundiawa which is the largest business owned by indigenes in the Territory. There are seven local government councils, which cover 95 per cent of the population. They have pooled their road maintenance and other services in a joint Chimbu Services Unit. The Chimbu people include one of the largest language groups in the Territory and they are vigorous, vocal and adaptable, many migrating to other districts. There is a strong demand for more schools and greater business opportunities. The district has potential for tourism.

237. The Visiting Mission arrived in Kundiawa on Tuesday morning, 23 February, after an agreeable and visually instructive flight from Mendi in the Southern Highlands District of Papua. The members of the Mission had been invited in their private capacity to visit Mendi on 22 February. The flight through the beautifully wide and fertile Wahgi Valley gave members the occasion to view from the air a number of the tea plantations. Chimbu District begins where the valley narrows on the way to Goroka.

238. After a briefing session with Mr. J.A. Frew, Acting District Commissioner, and his colleagues, the Mission attended a public meeting at the Kundiawa Local Government Council Chambers. Several hundred persons were in attendance. Most of the speakers were from the Kundiawa and Gumine local government councils and their main complaint seemed to be that, despite the pressure of population, sufficient investment in the district was not forthcoming. Institutions were also placed elsewhere - the Technical College at Port Moresby and the Base Hospital at Goroka were given as examples. One speaker said that there were no local government services, no children in secondary schools and no local officers. Another speaker complained that some villages were without roads and therefore had no means of transporting their main product, coffee. A third speaker complained that there were as yet no results from the reorganization of the Chimbu Coffee Society. The President of the Gumine Local Government Council said that while people in the coastal areas were crying for independence, the people of Chimbu were crying for money - money was the one thing that made progress possible. Almost all the speakers stated that the United Nations should make a greater contribution; one speaker declared that it should match the contributions of the Administering Authority.

239. One of the speakers was Father John Nilles, a Member of the House of Assembly for the Chimbu Region, who had taken his seat following a by-election in mid-1970. Father Nilles said, among other things, that the country must achieve self-government under one government, as one nation, and that the United Nations should exert its influence to see that Papua New Guinea were united as one. He called attention to the 1972 elections and said that the situation must be faced realistically. Internal revenue was low and this made for an uncertain future if the Territory was to be self-governing.

240. In the field of education, there was a shortage of teachers, especially for secondary schools. The territorial Department of Education was reluctant to approach Asian countries for teachers. Despite such suggestions from the

voluntary agencies, not much had been done to encourage Asian teachers to come to the Territory. These would not demand high salaries as did Australians, whose standard of living was generally higher. Australia's laws and rules governing immigration should not apply in the Territory. Father Nilles also called for the establishment of secondary industries in the Highlands.

241. Another speaker was disillusioned by the administrative red tape under the newer systems of government. He said that when the tultuls and luluais said they would build a road this was done with dispatch. Today, under the local government councils, the people had to sit and wait. The district needed schools and roads, but there was no money.

242. One speaker was sorry for the young people because the high school in town could not cope with the number of primary school leavers. Some went to high schools in other districts, but there were still too many dropouts after Standard VI. He felt that an expensive educational system was mass-producing failures. He wanted to see a compulsory educational system for children up to the age of sixteen years.

243. In the afternoon, the Mission travelled on the Highlands Highway to Sinasina and was able to appreciate the quality of the travel and the remarks which people had made concerning it. On the way, the Mission saw a number of the trucks that travel from Lae to Mendi on the Highway and was better able to understand the difficulties of maintaining both roads and vehicles over such rugged terrain.

244. The public meeting at Sinasina was attended by local government council members and the general public. The first speaker told the Mission that the Chimbus had seen their first European only forty years ago and that they wanted the Australians to remain and look after them. If self-government was to be attained then the amount of money brought into the area should be doubled.

245. The President of the Sinasina Council, Mr. Kelega Erumonga, spoke of the importance of road construction. Whereas the Papuans and the people of the coastal areas were asking for self-government, the people of Chimbu were not too keen to have it until there was more economic development.

246. Most of the complaints and worries expressed by other speakers reflected the general concern of people in the Highlands and of the Chimbu people in particular. They were concerned, among other things, about the Chimbu Co-operative Coffee Society and hoped to make the Society a profitable enterprise once more. Several hundred people attended this open air meeting, but rain began to fall and tended to disperse them.

247. The Mission then drove farther along the Highlands Highway, where it held a public meeting with members of the Elimbari Local Government Council and the people of the area. Mr. Yauwe Wauwe Moses, the Member of the House of Assembly for the Chuave Open Electorate, said that there was nothing to hide from the Mission. Some parts of the Territory were ready for self-government while others were not. In the Chimbu District, development had not yet advanced very far. This was particularly true in the field of education. The second speaker was Mr. Iana Meule, President of the Council, who said the people had only a little power, but they were not far advanced. The schools were not good enough yet, but they were happy to have a good base hospital in nearby Goroka. He asked that the

Mission say something about their plight in its report. The third speaker emphasized the need for businesses and economic development especially to help the people pay their taxes. He could not understand why the price of coffee had fallen so low. He felt that if the Australians left the Territory, the only group who could carry on would be the Tolais in the Gazelle Peninsula. The fourth speaker said the major problem in the area was roads. Parts of the Highlands Highway was very poor and there were many accidents between Chuave and Goroka. The road should be improved.

248. At the end of the meeting, Mr. Moses said that the three nominated to speak to the Mission had done so and expressed all the views the community wished to place before the Mission. The Mission returned to Kundiawa late in the afternoon.

249. On Wednesday, 24 February, the Mission began its day by visiting the Malaria School and the Chimbu Coffee Co-operatives, an entirely indigenous society.

250. At the Malaria School, the Mission inspected the demonstration and entomology laboratories where volunteers are taught to be supervisory officers in the Territory's malaria control programme. Of the six students in the present programme, five were indigenous. The Mission was informed that more students were wanted for participation in the programme, but because of the high qualifications and physical stamina considered necessary, this had not been possible to date.

251. At the Coffee Co-operative, the Mission met with directors and delegates, including the Chairman of the Board of Directors, Mr. Urambo Gumango and the new general manager, Mr. M.D. Collins. Although the co-operative had in the past known more successful days, it had recently been passing through difficult times which were not aided by the present low world price of coffee. Mr. Collins explained that since he had taken the post as general manager he had tried to wipe out the Co-operative's debts. He was optimistic for the future. Most of the members, who had not been receiving a return on their investment recently, were not so optimistic, however, especially since coffee was the one cash crop of the district. They saw the economic slump as an obstacle to early self-government. Mr. Collins explained that the Co-operative covered an area fifty miles to the east, fifty miles to the west, twenty-five miles to the north and sixty or seventy miles to the south and handled 1,200 to 2,000 tons of coffee a year. Members could sell to the Co-operative or elsewhere, and the Co-operative bought from both members and non-members. There was no minimum on the amount the Co-operative was prepared to buy, even to one-half pound, and it paid cash immediately. Major overseas buyers were in the Federal Republic of Germany, the United Kingdom and the United States. The 1970 turnover had been about \$A1.4 million. All the coffee was arabica and had never been rejected for lack of quality.

252. Following its visit to the Coffee Co-operative, the Mission departed from Kundiawa for a public meeting at the Wandu Primary School. At Wandu, some of the audience, which numbered approximately 100, greeted the Mission in their colourful traditional dress. There were nine speakers, the first of whom informed members that if they had been able to come by road, it was because of the efforts of the people. With their own hands and without spades they had begun to dig the road. Later the Department of Public Works had come with graders and tractors. Schools also were a recent luxury for them. Those who were still children were among the first to attend; their parents had not been able to. But not all children were in school; there was not enough room, and therefore some still roamed about making

trouble. He said that he wanted the needs of the area to be made known. Although the Australian Government was pouring in money, it was coming from no other source. Their only cash crop was coffee and they did not make enough to build schools and roads and invest in new businesses.

253. The second speaker requested that the Administration improve facilities at Kundiawa, including the hospital. When the people were ready for self-government, they would say so, but he wanted no external forces thrusting it upon them. The national revenue was not high enough and therefore they were not ready to govern themselves, no matter what the coastal people said.

254. The third speaker reiterated these ideas. The fourth speaker, however, cited the good work of the local government council in so far as it went. But the council members' knowledge and abilities were limited and the district was stuck and could not progress. They needed more money.

255. The next speaker told of continuing tribal fights; he felt the present system of councils was not working as well as it should. The money the local people should be making seemed to be going into someone else's pocket.

256. The sixth speaker was the Vice-President of the Kundiawa Local Government Council who repeated his request of the previous day for improved schools, hospitals and roads. He also wanted compensation for coffee trees that were cut down when the Highlands Highway was put through from Lae to Mendi. He hoped that the Coffee Co-operative would make more progress. The following speaker also spoke about the Coffee Co-operative and stated that he had not seen any profits from it so far. He said that only white men managed the Co-operative - there were no brown skinned men keeping the books. He would like to see the balance sheet every six months, in order to know what was happening to their investment.

257. The eighth speaker said that his children should receive an education and grow up and the present generation die away, before the people should think about self-government or independence. He wanted to remain with the Australian Government.

258. The last speaker suggested that the budget should be apportioned according to the population density of each district. He also wanted a hospital in Kundiawa, similar to the new one in Goroka, better roads, especially the one to Madang, and improved school facilities.

259. Late in the morning, the Mission continued by road to Kerowagi and the council chambers where a large crowd of several hundred had assembled. Members were greeted by the President of the Council, Mr. Asuwe Kawage; about a dozen speakers were heard. The first speaker complained that taxes were going up. He also complained that European trade stores were in competition with local trade stores and that Europeans returned to Australia richer for that. The people tried to make business but they only ended up with nothing.

260. The second speaker complained about a lack of progress. Papuans and New Guineans were like orphans without assistance. He contended that the United Nations had helped other countries, but not Papua New Guinea.

261. The President of the Kerowagi Council then spoke. He felt that neither he nor the Council merited such treatment. Progress was very slow: there was a shortage of agricultural officers, teachers and other administrative officers who could assist in developing the area. He requested United Nations financial assistance.

262. The next speaker said that the Australian Government thought the Territory was ready for self-government, but that the local people had no income other than that from coffee and pyrethrum. The prices of these products were low and he requested that the Australian Government fix prices for these commodities. Money was the only thing that would produce progress. If living conditions were to improve he would agree to self-government.

263. The fifth speaker said that although the Mission saw people wearing shirts and trousers, in European dress, in the villages they still wore their original dress. There was not enough progress. Businessmen came to the Territory to make a profit and then returned to Australia. They only sold things to the local population which the latter could not afford and thereby made them poorer. The blame was on the businessmen. Furthermore, he said it was difficult to obtain a Development Bank loan, for the Bank asked for guarantees, such as land, pigs or other property. European businessmen could get a loan easily, and, moreover, larger loans than the local people.

264. The sixth speaker complained that his children and the European children did not mix together. The Europeans went to one school and the local children to another, even though their fathers might work in the same government department. He wanted to see all the children in the same school.

265. Other speakers continued to complain about coffee prices, Development Bank loans and the flow of money out of the country. One said that he could not get a contract with the Public Works Department to haul gravel because a European had it. He felt that this was unfair. Another complained that when European men returned home they sometimes left behind indigenous wives and mixed race children. They should be obliged to take their families with them when they left. Another praised the work of the religious missions in the area, but claimed that the Administration and European businessmen ruled the country.

266. The Australian rural development officer challenged some of the allegations of the local speakers. Assistance had been given them, he contended, in cattle projects, coffee growing and for the purchase of trucks.

267. The Mission then went to the Kerowagi High School to inspect school facilities and met with the senior students of Kerowagi and Kandi High Schools. The students' comments were similar to those which the Mission had heard in other high schools in the Territory. Returning to Kundiawa, the Mission stopped to visit the agricultural block of Mr. Danga Mondo.

12. Western Highlands District

268. This is the most populous district, with 332,000 inhabitants living in upland valleys among the central mountain ranges. They include some of the largest language groups in the Territory. The total area is 9,600 square miles. Development has been rapid in much of the eastern half of the district since the extension of the Highlands Highway to Mount Hagen and on into the Southern Highlands District. Indigenous coffee cultivation is well established in this area, especially in the fertile Wahgi Valley and efforts are being made to develop tea growing. Cattle breeding is also being encouraged. Much of the western half of the district is rugged, remote and still difficult of access. Most of the people here are engaged in subsistence agriculture, although some pyrethrum is now being grown as a cash crop. Health services cover most of the district but the demand for schools exceeds the supply. About a quarter of children of school age are at school and, of these, approximately two thirds are in mission schools. The missions have also been active in promoting economic development and marketing schemes. There are twelve local government councils covering 90 per cent of the population. They raise a total tax revenue of about \$A1 million. There are five sub-districts: Hagen, with headquarters at Mount Hagen; Minj, with headquarters at Minj; Jimi, with headquarters at Tabibuga; Wabag, with headquarters at Wabag; and Lagaip, with headquarters at Laiagam.

269. The Visiting Mission visited the district from 25 to 27 February. It attended a working meeting with the senior officials of the district and visited the Vaisu Corrective Institution at Baisu and the Waso Marketing Centre at Wapenamanda. It held public meetings at Mount Hagen, at the Wahgi Local Government Council chambers and at Laiagam, Wabag and Wapenamanda.

270. At the public meeting at Mount Hagen, during the morning of 25 February, many speakers expressed their gratification that a United Nations Mission had come so far to visit their country and their region. The President of the Hagen Local Government Council stated that he realized that the people in some parts of the Territory wanted early self-government, but the people of that region did not yet feel ready for it. Some groups in the district had only entered into contact with Europeans a few years before. Educational and economic development were still inadequate and there were not enough roads. He also felt that the country was not sufficiently united and that the first aim must be to build up a sense of unity. He had heard that some wanted to proceed separately to self-government and independence, but in his opinion the people should remain united and should move together towards self-government and independence. The President of the Dei Local Government Council, Mr. Barua, added that the members of the House of Assembly wanted self-government, although the people of the Highlands did not want it at the present time. The representatives of the Highlands and the coastal regions would have to get together. He was also concerned about the question of high schools. There were only four in the whole district and the people wanted approximately six more. Many other speakers also expressed the hope that a greater development effort would be made, particularly in education. Mr. Mek Nugintz, Member of the House of Assembly for the Mul-Dei Electorate, stated that, of the district's four high schools, only one had been established by the Administration, the three others being mission schools. In his opinion,

the assistance being provided by Australia and the United Nations was not enough to ensure the rapid development of the Territory. He and several other speakers raised the question of the land problem, which was an important one in the district. The rural population must be helped to solve that problem. He felt that the people themselves must decide on the timing of self-government, without the Australians or anyone else "pushing" them into it against their will. Most speakers favoured self-government later, after certain conditions for development had been fulfilled. Mr. Pena Ou, Member of the House of Assembly for the Hagen Electorate, said that for its security the country would need an adequate army and navy. Both forces were for the time being under Australian authority. Police forces and corrective institutions were being established. When development had made headway and there were adequate forces to maintain law and order, the country could proceed to self-government and then to independence. In his view, the Australian Government had done good work. Self government should come only later; but in the meantime, the Australian Government should give the Territory more power so that it could deal with specific problems such as schools.

271. Mr. Henry Ben, an indigenous student teacher, said that at the present time at least half of the members of the House of Assembly were illiterate. The first requirement for efficient self-government was that the members of the House of Assembly should be educated people. The last speaker proposed that a referendum should be held to ascertain whether the people of the Territory wanted self-government. That referendum would be followed by a trial period during which the practical exercise of power would be left in the hands of the indigenous inhabitants to determine whether they were able to manage their own affairs.

272. On the afternoon of 25 February, the Mission flew to Banz and subsequently went by car to the headquarters of the Wahgi Local Government Council, where it held a public meeting. Mr. Kaibelt Diria, a Member of the House of Assembly for the Minj Electorate, stated that the only way to decide the matter of self-government for the Territory was to consult the report of the Select Committee on Constitutional Development, which would indicate the people's preference as regards the date. He was convinced that the recent formation of political parties, such as the Pangu Pati and the Compass Party, would help to bring the various regions of the Territory together and thus strengthen its unity. He also said that the farmers were very much concerned about problems of tea marketing, which was not going as well as they had hoped. Several other speakers expressed the same concern about tea-growing.

273. The President of the Pugome Local Government Council said that he had heard some people speak of independence in connexion with the country's political future and that he did not wish to hear the word used any more because he was already worried enough about self-government. The following speaker stated that although the Australian Administration had been in his region for thirty-four years, education and economic development were still inadequate. In the circumstances, self-government would be difficult for them. The President of the Wahgi Local Government Council, for his part, felt that self-government was not a bad thing and that the people wished to have it in the future. They had to acquire some education first, however, and there was not a single secondary school in the Wahgi region. In his opinion, either 1975 or 1976 would be acceptable as a date for self-government.

274. An indigenous official of the territorial information and extension services expressed the hope that a sense of unity might develop between Papua and New Guinea. He wanted the United Nations to combine the two Territories into a single country, but he realized that the status of Papua differed from that of New Guinea. He therefore hoped that Papua would also become a Trust Territory. The last speaker, Mr. William Wi, assistant manager of Radio Hagen, wondered how the mission could know the wishes of Papua with respect to self-government and make recommendations that would affect the Territory as a whole if it was making an official visit only to New Guinea. The Chairman of the Visiting Mission replied that arrangements had been made with the Australian authorities to enable the members of the Mission to visit some regions of Papua unofficially.

275. On the morning of the following day, 26 February, the Mission flew to Laiagam, where it held a public meeting. The President of the Local Government Council said that, in his opinion, money was a sine qua non of development and there was not enough in the region. No companies had been set up to develop resources or promote development. Self-government should be approached very slowly and cautiously. Since opinions differed throughout the country on that subject, he hoped that the entire population would consider together the question of self-government and independence and take joint decisions. The country had to be unified before there could be any possibility of self-government. All speakers expressed a preference for the granting of self-government when the country was more united, and more developed, and when the people were better educated. Mr. Poio Iuri, the Member of the House of Assembly for the Lagaip Electorate, also felt that self-government should be granted progressively. In his opinion, people like Mr. Whitlam, the leader of the Labour Party, which was now the opposition party in Australia, wanted to push the Territory towards self-government in 1972 without knowing the people of the Territory. He, for his part, felt that self-government should be granted only when the 2.5 million inhabitants of the two Territories of Papua and New Guinea declared that they were ready for it.

276. One council member, pointing to his mother in her very scanty traditional costume in the front row of the gathering, called upon the Mission to witness the inadequate level of advancement of the region. One of the speakers, a carpenter by trade, said that he had been disturbed to hear that some persons wanted self-government and independence. How could the country aspire to either when it still had no factories capable of producing guns, bombs and aircraft? Everything they used was imported by the Australians and he was afraid that he would not even have nails for his work if power were transferred to the indigenous inhabitants. Another speaker, however, stated that, while self-government would not hurt the Territory, it had to be achieved slowly. He did not wish his countrymen to suffer the fate of the people of West Irian. He had learned that some members of the House of Assembly had visited certain independent countries to observe how their institutions were functioning. The people would ask for self-government and independence when they felt they were ready for them.

277. The Mission left Laiagam by air to hold another public meeting the same morning at Wabag. It was greeted by a large crowd of mountain people from all corners of the region wearing their traditional costumes of leaves and ceremonial paint. Mr. Tei Abal, the Member of the House of Assembly for the Wabag Electorate and ministerial member for agriculture, said he spoke on behalf of the 84,000 inhabitants of Wabag sub-district and, more generally, on behalf of the Enga tribe of 160,000 persons. With the obvious approval of the assembled throng, he dwelt

on three issues: self-government, unity and Australia's work in the Territory. With regard to the first, the people of Wabag did not wish to have self-government too soon. The inhabitants felt that there were not as yet enough educated people, indigenous businesses, roads or communications. Indigenous officials were beginning to receive training in various fields but they had to gain some experience before self-government would be possible. Europeans had come first to the coastal regions and only recently to the Highlands. It was therefore understandable that the people of the coastal regions wished to attain self-government at an early date. The people of the Highlands were not yet ready for self-government, however. As to the second issue, the unity of the Territory had to be consolidated. The coastal regions and the Highlands must be united and the United Nations must help keep the country from breaking up. Australia, the speaker continued, had many achievements to its credit in the Territory, such as the University, the Medical College, the Agricultural College, the Teachers' College, the higher technical colleges and the high schools. The people were therefore satisfied with the work of the Australian Government and its officials. However, there were not enough primary and high schools in the Highlands. The Select Committee on Constitutional Development had been informed of the people's views on this matter. The Australian Government, in the speaker's opinion, should respect the views of the people of the Territory and of the House of Assembly. Other speakers, particularly Mr. Tembai Lamban, President of the Wabag Local Government Council, later supported various points made by Mr. Abal.

278. The Mission left Wabag by air in the afternoon for Wapenamanda, where it held a public meeting. Mr. Pongo Ialebo, President of the Local Government Council, said that, after visiting other districts, he had noted a great gap in education and development between his region and the other parts of the Territory. Pointing to the persons present, he said that they were scantily clad in leaves because they were too poor to do otherwise. In his opinion, the people were destitute because the Australian Government had not treated the region fairly. There were many children in the gathering because they could not go to school for lack of teachers. He had learned that some people were asking for self-government in 1972. In the present circumstances, he could not agree to self-government at such an early date.

279. Most speakers also maintained that more education and economic development were needed before self-government could come. One teacher also stated that the Highlands had been neglected in the past by the Australian Administration in favour of the coastal region. The Australians were now doing their best to improve the situation, but he hoped that the Administration would make a greater effort to raise the level of education and economic development in the region rather than speak of self-government and independence. Another speaker said that he was opposed to self-government as long as there were any Australian expatriates in the House of Assembly. The Australians should help to develop the country but should not run against indigenous inhabitants in the Territory's elections. He hoped that the Australian Government would not allow the European planters to run against indigenous inhabitants in the forthcoming elections.

280. One speaker stated that he knew only one flag, the Australian flag, and was surprised to see a second flag which was totally unknown to him. (The second flag was in fact the flag of the United Nations, which had been raised especially for the occasion of the Mission's visit.) Several speakers, including Mr. Tumu, a council member, referred to the land problem and urged that the officials of

the Demarcation Commission should help the people to settle their disputes. If there were not enough experts, their powers could be delegated to patrol officers.

281. Following the public meeting at Wapenamanda, the Mission visited the Waso Marketing Centre, whose stockholders were indigenes and which seemed to be developing well.

CHAPTER II

POLITICAL ADVANCEMENT

A. Executive

282. The 1968 Visiting Mission reported that, following recommendations by the first Select Committee on Constitutional Development, the Administrator's Council was to be renamed the Administrator's Executive Council. It was to include, besides the Administrator and three official members, seven ministerial members and one additional member from the House of Assembly. Its functions were to remain mainly advisory, however, and the Administrator would not be bound to accept its advice. In August 1970, important changes were introduced, the effect of which was to transfer to the seven ministerial members and to eight assistant ministerial members full authority and full responsibility in relation to certain designated matters and to require the Administrator to act in accordance with his Executive Council's advice in respect of all such matters. This transfer of power was effected by means of instructions from the Governor General of the Commonwealth of Australia to the Administrator under section 15 of the Papua and New Guinea Act 1949-1968, by a determination under section 24 of the same Act and by approved arrangements under section 25 of the Act. The text of the approved arrangements, which set out in detail the functions and responsibilities exercised by the ministerial members and assistant ministerial members, is reproduced as annex II to the present report.

283. These changes marked a decisive step towards Cabinet government by elected members responsible to the House of Assembly. They gave ministerial members and assistant ministerial members a wide measure of individual authority over their own departments and of responsibility for the control of public expenditure by their departments. They made the Administrator's Executive Council collectively responsible for policy decisions, including the division of budget funds among the various departments and the negotiation with the Australian Government of the amount of the annual budgetary grant-in-aid from Australia. They also provided for the election, by ballot of the elected members of the Administrator's Executive Council, of one of their members to act as spokesman for the Council in the House of Assembly. In addition, the changes represented a welcome shift of final decision-making power from Canberra to Port Moresby. In his speech on 6 July 1970, introducing the proposed changes, the Prime Minister of Australia said: "We also propose that the Parliament of Australia will not exercise its veto power in respect of Ordinances if those Ordinances affect the actual responsibilities handed over to ministerial members."

284. The Mission formed the impression that these arrangements were working well, despite some initial hesitancy on the part of ministerial members and assistant ministerial members in exercising fully the responsibilities transferred to them. In practice, most matters tend to be referred by members for decision to the Administrator's Executive Council, even when such a reference is not strictly required, but this has the advantage of inculcating a sense of collective responsibility. There remain, of course, important fields where responsibility has not yet been transferred to ministerial members. These include matters relating

to the Public Service, which comes under the authority of a separate Public Service Board; the control of internal security and field administration through the district commissioners and their staffs, which remain under the authority of the Administrator; and economic policy and development planning, which is the responsibility of an economic adviser working directly with the Administrator. The Mission considers that at least the last two of these three fields will need to be brought within the ambit of the ministerial system as the Territory advances towards full internal self-government and that an early start should be made in working out arrangements to this end. The whole field of internal administration, including control of the police, will be a vital one at the stage of self-government, and it seems important that elected members should be given an insight into its operation before that stage is reached. Similarly, while the large scale of Australian economic aid for development will make it necessary for the Australian Government to retain a voice in the shaping of the Territory's economic policies and plans, self-government will not be a reality unless elected members are also given an effective share of control over such crucial matters.

B. Legislature

285. The present House of Assembly was elected in 1968 at elections which were held while the last Visiting Mission was in the Territory and which the Mission found to have been "conducted smoothly and efficiently and with strict attention to the legal requirements". ^{6/} The next elections are due to be held in March 1972. In 1969, a Commission of Enquiry was appointed, following a motion in the House of Assembly, to inquire into the electoral system of the Territory and its operation to date.

286. The Commission reported in February 1970 and made a number of recommendations, the most important of which were that the minimum age for voting should be lowered from twenty-one to eighteen years, and that voters should be enrolled in the electorate in which they have lived for six months continuously and should no longer have the option of enrolling in their "home" (or tribal) electorates. The Commission also recommended that the present "Optional Preferential" voting system should remain unchanged and that the qualifying requirement of five years' residence for candidates not born in the Territory should be retained.

287. The Mission formed the impression that the present House of Assembly is taking its responsibilities seriously. The Mission was able to observe that, in the Chamber, Members were taking full advantage of their right to question the Administration on its policies and actions and to propose remedies for problems and difficulties. The House had a full programme of legislation before it and much work was done in Committee. There were at present twenty-one committees: eight standing committees on budget, economic development, house, library, ministerial nominations, privileges, subordinate legislation and standing orders; eight statutory committees on public accounts, public works, constitutional development, land development, new and permanent house of assembly building, the role of permanent overseas public servants and transport and war damage compensation; and five subject committees on land and industries, finance and public service, welfare and social development, works and services and law and local administration. In addition, the present House, like its predecessor, set up the Special Select Committee on Constitutional Development.

^{6/} See Official Records of the Trusteeship Council, Thirty-fifth Session, Supplement No. 2, para. 191.

288. A continuing weakness of the House of Assembly is the failure of political parties to establish themselves on a truly nation-wide basis. Of the six parties mentioned in the report of the 1968 Mission, only the Pangu Pati has survived as an influential body, with its main support in the coastal towns. Its chief rival is the Compass Party, formed in late 1970 with support in the Highlands. A third smaller party is the People's Progress Party. There is a danger that the political differences between the two main parties will solidify on a purely regional basis, thus accentuating the divisions between highlands and coast at a time when it is increasingly important for national unity that they be reduced. The need is accordingly urgent for at least these two parties to be encouraged to develop a truly national organization based on support in all the main regions. There is a risk that Administration help to this end for the existing parties might serve only to strengthen their present regional bases and thus intensify rather than cure the division of the country. But, in the opinion of the Mission, the problem is a serious one which, given the slender financial resources of the present parties, is unlikely to be solved if left to them alone and which accordingly deserves urgent further consideration by the House of Assembly and the Administration.

289. One result of the lack of strong party organizations and programmes is that members of the House of Assembly, even when adherents of one or other of the parties, tend to act and vote individually, often in support of purely local interests. Bills cannot count on organized party support and have to be advocated on their merits by individual sponsors. Moreover, it has not been found possible to allow members of the House the right to introduce bills involving financial expenditure, for fear that this would simply lead to a spate of competing demands for government money in support of purely local projects all over the country. Finally, the lack of a broad political base has made the position of members, and especially of the ministerial members who have sought to take a national rather than a purely local stand on contentious issues, particularly vulnerable at the polls. Thus, in the 1968 elections an exceptionally large proportion of members lost their seats and it is to be feared that the same may happen in 1972. The loss to public life of many of the more experienced and responsible ministerial members of the House would be a serious deprivation for the country at a time when such qualities are necessarily rare. On the other hand, the 1972 elections may return a larger proportion of younger and well-educated members than the present House contains.

C. Judiciary

290. The system of justice in the Territory starts with the local courts, which have limited jurisdiction but deal with the majority of cases coming before the courts. At the next level are the district courts, manned in part by full-time stipendiary magistrates and resident magistrates, but to a considerable degree staffed by part-time field staff of the Division of District Administration exercising powers as reserve magistrates. At the apex of the pyramid is the Supreme Court.

291. A system of training courses at the Administrative College is designed to produce an indigenous full-time magistracy. This localization programme has been slow, however and has so far affected only the lowest level of the judiciary. There are now twenty-six fully qualified indigenous magistrates exercising jurisdiction in local courts, with an additional fourteen assistant magistrates undergoing practical training in the local courts and a further nineteen students expected to graduate as assistant magistrates at the end of 1971. Four of the

indigenous local magistrates have the powers of reserve magistrates, enabling them to exercise much of the jurisdiction of district courts. There are no full-time indigenous district magistrates and, of course, no indigenous judges on the Supreme Court.

292. This is an unsatisfactory situation in a Territory approaching self-government. It is particularly important that expatriate field officers should be relieved of magisterial functions as early as possible. The present tempo of the programme of localization of the judiciary seems inadequate to the needs of the situation. There is apparently some difficulty in finding enough suitable candidates for training, but the Mission believes that ways must be found of greatly speeding up the programme by according it a higher priority and devoting greater resources to it.

D. Local government

293. The Mission met local government council members wherever it visited, and everywhere formed the impression that the councils were doing good work and gaining public acceptance. This impression is borne out by the figures. The latest estimate by the Commissioner for Local Government is that, at 30 September 1970, some 90 per cent of the population of the Territory had been included in local government council areas.

294. On that date, the total number of councils in the whole of Papua and New Guinea had risen to 146 (from 91 at the beginning of 1968). Of the ninety-three councils in the Trust Territory, all but eleven were organized on a multiracial basis, embracing all land in the council area regardless of tenure. In many districts, the Mission heard of the energetic efforts that were being made to establish local government councils in those relatively few and generally remote and backward areas that had not yet been covered. During the financial year 1969/1970, the total revenue of the councils amounted to \$A5,415,242 (of which the Trust Territory accounted for \$A4,136,208), an increase of 35.8 per cent over the figure for 1968/1969. Of this revenue grants and subsidies contributed \$A1,349,015 (of which the Trust Territory had \$A989,281), an increase of 63.7 per cent. This increase in grants was accounted for in large part by rural development funds, which are allocated to particular projects on condition that the council concerned meets at least 50 per cent of the cost either in cash or in kind. The rates of tax levied vary from a nominal 50 cents (or nil for females) to at least \$A10 (or \$A2.50 for females) per annum. In 1969/1970, the tax accounted for 43.6 per cent of total revenue. Expenditure varies from area to area, but local roads, bridges and transport form the largest item, followed by social services, such as local school buildings and health centres, and by agricultural development and water supplies. Some councils are embarking on successful business ventures such as local garages and stores.

295. There is no doubt that everywhere the councils are playing an important part in introducing people to the responsibilities of self-government at the local level, in overcoming local animosities and in contributing to the general welfare. In many cases, they still rely on the help and advice of expatriate officers of the Administration, but a number of the older established councils are increasingly self-reliant and many employ indigenous clerks and advisers trained at the Local Government Training Centre at Vunadadir.

296. Urban areas are now to be brought within the local government system. Elections for municipal councils are being held in April in Port Moresby, Lae and Madang, but not as yet in Rabaul because of the unresolved dispute between the present Gazelle Local Government Council and the Mataungan Association. The election of these councils will meet the need for representative local government in the towns, to which earlier missions have drawn attention. When the municipal councils have come into being, the town advisory councils will disappear.

297. There remains a gap at the district level, as was also observed by earlier missions. Provision for filling this gap is contained in legislation, now before the House of Assembly, to authorize the establishment of area authorities and special purpose councils. The area authorities would normally cover a district, although in some exceptional cases there might be more than one to a district, and would replace the present district advisory councils. Unlike these advisory councils, they would have executive functions such as the allocation of rural development funds, trade and vehicle licensing and any other responsibilities which local government councils might choose to hand over to them as being better discharged at district level. Their revenues would come from existing revenue sources transferred to them by the central administration or by local government councils and also from central administration grants. Their membership would be drawn mainly from elected members of local government councils, with limited provision for nominated members to represent special interests. The special purpose councils would be a combination of two or more local government councils pooling their resources for a common purpose, as has already been done successfully in Chimbu District, where the councils have pooled their road maintenance equipment in a joint service unit for the whole district.

298. The Mission welcomes these proposals, which may go some way to meet a growing demand in certain areas for greater local autonomy. This demand is particularly insistent in the Gazelle Peninsula of East New Britain and in Bougainville, in both of which areas there are special local factors giving strength to autonomist and even separatist feelings. The Mission feels strongly that no concessions should be made to such purely regional movements at the expense of the national unity of the whole Territory. It believes equally strongly that a special effort is called for, in advance of self-government for the whole Territory, to associate the local people more closely with administration at the district level than has been possible hitherto under the present system of district commissioners. The Mission shares the view expressed in the final report of the Select Committee on Constitutional Development that "it would not be in the best interests of the Territory as a whole for separate groups to break away and become self-governing before the whole". But it also endorses the Select Committee's comment that the proposed "area authorities will need to be able to exercise real authority and responsibility if they are to satisfy the aspirations of the people".

E. Public service

299. The Papua and New Guinea Public Service consists of some 7,000 expatriates and about 15,000 local officers. Of the overseas officers, some 1,500 are members of the old permanent career service, which ceased recruitment in 1964, and the rest are temporary or contract officers. Of the local officers, few have yet risen to the highest ranks of the service. The Mission was informed by the Public Service Association that in all positions classified above Class 4, that is, carrying a salary

in excess of \$A1,995 a year, there are only slightly more than 250 local officers, as against more than 2,000 overseas officers. Although the Mission met some able local officers holding senior positions such as departmental heads in Port Moresby and district directors of various services, there were still very few in higher government positions.

300. As foreshadowed in the report of the 1968 Mission, the public service is administered by an independent Public Service Board responsible to the Minister for External Territories in Canberra and not to the Administrator. The Board was set up in 1969 and its Chairman is a local officer. The Board is committed to a policy of localization of the public service as rapidly as is consistent with efficiency. It is clear that, while progress is being made, the localization programme has a long way to go. The proportion of overseas officers, especially in senior positions, is still exceptionally high for a country moving towards self-government. In some branches of the service, notably the teaching service, localization began earlier and is further advanced than in others, including the Division of District Administration, where there is still no local officer above the rank of district officer.

301. The Administration is well aware of the need to press on urgently with localization. Good work is being done in training local officers both on the job and at the Administrative College and the Mission met many highly promising young officers. The impression remains, nevertheless, that the implementation of the policy is unduly cautious. In some departments there seems to be reluctance to give local officers the chance to show their capacity to take responsibility, if need be at some sacrifice of efficiency. Moreover, although section 49 of the Public Service Ordinance provides for preferential promotion of local officers, it is understood that no use has yet been made of it. The Mission considers that the localization programme urgently needs a new impetus.

302. One factor which appears to be holding up progress has been the lack of agreement with the Public Service Association on acceptable terms of compensation and/or guarantees of further employment in Australia for overseas officers displaced by localization. A scheme proposed by the Australian Government in 1970 for the creation of a new Australian Service for Overseas Co-operation, designed to guarantee the future employment of up to 1,000 selected experienced overseas officers occupying key positions in the Territory, has run into strong opposition from the Public Service Association. The Mission was informed that talks were in progress to resolve this problem. It is vitally important that it be resolved soon. The Mission heard numerous complaints from both overseas and local officers regarding the lack of a clear programme for future localization. This uncertainty is proving unsettling to overseas officers and discouraging to local officers and, unless remedied, will lead to increasing resignations among the former and loss of morale among the latter. The rate of retirement has already been accelerating to the point where difficulties have been experienced in finding replacements.

303. The Mission also heard complaints about the disparity in conditions of service as between local and overseas officers. As recommended by the 1968 Mission, all officers are now on a single salary scale but overseas officers receive an additional inducement allowance which is paid by the Australian Government and is not a charge on the Territory's budget. The resulting difference in total emoluments is substantial and leads to a very obvious difference in living standards at all levels of the service as between local and overseas officers.

They must be offered the pay and conditions necessary to attract them, while local officers cannot be allowed standards so high as to place an unacceptable burden on the future resources of the Territory.

304. The Mission formed the impression that inadequate housing was a deeper source of grievance among local officers than inadequate pay. There is an obvious disparity between the so-called high covenant housing, primarily designed for overseas officers, which few local officers qualify for or can afford if they do, and the so-called low covenant housing which many local officers consider provides inadequate amenities and privacy for family life. With the rapid growth of the public service it has been difficult to keep pace with the demand for adequate housing, and conditions vary from place to place. Although the Administration is alive to the problem, there seems to have been a certain rigidity and lack of imagination in dealing with it. The Mission felt that greater flexibility and care in consulting local officers over their housing needs and other conditions of services might help to reduce the ill feeling that undoubtedly exists. It is certainly a matter that deserves special attention.

305. The Mission discussed the possibility of setting cut-off dates for the recruitment of expatriate officers to lower grades of the public service, as suggested by the 1968 Mission. Although the idea was not rejected, it was pointed out to the Mission that too rigid an approach could be harmful since, because of the continuing shortage of local people with the necessary skills and educational standards, recruitment of overseas officers into the lower grades is still necessary if qualified local officers are to be freed for promotion. The Mission believes, however, that the aim should be to limit expatriate recruitment into all lower grades to the barest essential minimum and to move as rapidly as possible to a situation where overseas officers are recruited only when they possess skills that are not at all available locally.

306. It was represented to the Mission by the Public Service Association that their negotiations with the Public Service Board had been hampered by inadequate delegation of authority to the Board by Canberra, particularly in relation to the conditions of employment of local public servants. The Mission raised this matter with the Department of External Territories and was told that some delegation of authority had recently been made. The Mission hopes that continuing attention will be paid to this problem, since, at the present stage of development, it seems specially important that public service officers should feel confident that negotiations between their Association and the Board can proceed speedily and fruitfully, without avoidable delays caused by the need to refer to Canberra.

F. Political education

307. The Mission was impressed by the keen interest shown in political matters at nearly all of its meetings in the Territory. This is a new phenomenon. It is partly to be attributed to the travels of the Select Committee on Constitutional Development which has toured the country to consult opinion. It has been fostered by the increasing participation of local people in the activities of government at both the local and central level. But it has been stimulated also by the recent work of the Administration in developing a political education programme. Special material has been prepared to inform the people about political and constitutional affairs and to promote understanding of the implications of self-government. This material is extensively used by the Administration's radio stations and other media.

In addition, full-time political education officers have been appointed in many districts with the task of co-ordinating work in this field and themselves undertaking lectures and courses of instruction for teachers and other public servants. The officers also travel extensively throughout their districts in order to discuss political affairs with the people in the villages.

308. The task of the political education officers is a difficult one, not least because Melanesian pidgin is a language ill adapted for the explanation of unfamiliar concepts, such as the distinction between self-government and independence. While some impact is being made, it was evident to the Mission that much work still needs doing if misconceptions are to be removed and ignorance remedied. Even some politicians were ill informed, for instance, about the role of the United Nations in relation to the Territory and the significance of General Assembly resolutions.

309. It is important that political education should not come to be regarded as a task to be left to a few specialists. All officers, particularly field officers, should be made clearly aware of their role in the process; and the co-operation of all departments as well as of the teaching service and others in a position to help, should be fully engaged in the work. The concepts of political advance, including localization, will be best understood if they are clearly seen at work in all the activities of the Administration and the actions and attitudes of its officers.

310. The attitude of the private sector will be no less important. The Mission formed the impression that the great majority of expatriate settlers and businessmen accept the inevitability of further constitutional advance. There will nevertheless be a growing need for the implications of political evolution to be reflected in changing social attitudes and business methods. It could be disastrous if the large expatriate private sector came to be regarded as an alien economic enclave isolated from the mainstream of indigenous political advance. To avoid this danger, some modification of traditional free enterprise methods may be called for if expatriate businesses are to be well adapted for survival after full self-government and independence. It is to be hoped that the Administration will foster this process by example and advice.

311. Finally, as the Territory advances towards full self-government, it becomes increasingly desirable that political education and national leadership should be in indigenous hands. Such leadership is still lacking and there is a tendency in some quarters to regard the politicians in Port Moresby as remote and ineffectual and out of touch with the people. Political leaders will need to be encouraged to play an increasingly active part in educating the people about the political evolution of their country and in fostering a confident sense of national identity and aspiration.

CHAPTER III

ECONOMIC ADVANCEMENT

A. Development programme: aims and methods

Introduction

312. A Territory with a gross national product, at market prices, which rose at the annual rate of 14.8 per cent from 1965 to 1969 and then by 25 per cent during the year 1969/1970, and with a national income (excluding the subsistence economy) which has virtually doubled in five years, cannot be regarded as ailing. It is true that the population growth rate, which must be taken into account in determining the improvement in per capita monetary income, is among the world's highest, amounting to an annual average rate of 3 per cent, with a maximum of 5.8 per cent in some villages of New Britain; that the progress made in the last twenty months is largely attributable to the execution of projects, gigantic for New Guinea, at the Bougainville mines; that the increase in production is very unevenly distributed among the geographic areas; and that, lastly, as the economic services agree, the data on which the aggregates are calculated are vague. Nevertheless, on-the-spot observation confirms the statistics: the Territory has developed rapidly since the last Visiting Mission went there. Prices have not risen alarmingly during the period covered. The index available - that of European consumption, taking 1962 as the base year - rose from 107.7 in December 1965 to 117.6 five years later. This expansion of the economy is expected to continue at a fast pace in the future, particularly because of the execution of large-scale projects now under study.

313. To a large extent, the situation in the Territory is the result of the five-year Economic Development Programme. This was drawn up on the basis of recommendations made by the survey mission of the International Bank for Reconstruction and Development (IBRD) which went to New Guinea in 1963 and made its report in 1964. A preliminary draft, approved by the House of Assembly in June 1967, was followed by a revised Programme for the period 1968-1973 which was presented in September 1968.

314. An annual report on the implementation of this programme, which provides inter alia for the investment of some \$1,000 million of public money, is prepared and submitted to the budgetary session of the House of Assembly and indicates the sectors for which some updating seems necessary. In June 1971, it will be revised for the period 1972/1973 and will include a projection up to 1974/1975. A second programme, to be completed in 1978/1979, is already under study.

315. This programme is directly based on and reflects the spirit of the IBRD report. While the IBRD experts were not uninterested in educational problems, they nevertheless emphasized the idea of economic return and obviously considered, on the one hand, that the economic development of the Territory called for the participation of free enterprise, and, on the other hand, that the investments ought to be made in areas where they could provide the quickest returns. The private sector is not always prepared to follow the guidelines of a programme and the indigenous inhabitants do not always take kindly to the settlement of

foreign planters on their land. The main reasons for the uneven results obtained in agriculture are the reservations on both sides. On the other hand, in the industrial sector, the Ordinance on Incentives for Investment, which dates back to 1965 and provides, inter alia, for the duty-free entry of equipment, tax exemption for five years and a preferential rate for the taxes levied on companies, has been an undoubted success: fifty enterprises have qualified for this preferential treatment and thirty-nine are actually in operation. Strict application of the principle of the geographical distribution of investment based on the criterion of economic returns alone would have led to complete neglect of the Territory's most underprivileged areas.

316. Although the Development Programme is heavily dependent on private investment from abroad, it nevertheless expects a good deal from indigenous enterprise, whether in the form of individual enterprises, co-operative societies or companies.

1. Co-operative societies

317. The Administering Authority has made every effort to encourage the co-operative movement; co-operative societies have proliferated in the Territory and, in 1969, there were 171 societies having an aggregate membership of nearly 100,000. The inefficiency or dubious practices of some of their managers have forced some societies, particularly those engaged in the retail trade, into dissolution or even bankruptcy. Although consumers' co-operatives have often failed at the retail level, the Co-operative Wholesale Society, which buys and sells wholesale and one of whose branches at Lorengau was visited by the Mission, has a turnover of several hundred thousand dollars. The producers' co-operatives, which process and market export products; have sometimes managed to operate on the scale of big enterprises: the Finschhafen Society, which had 9,500 members and an over-all turnover of \$A900,000, has had to break up into thirteen branches; the Chimbu Society annually processes about \$A1.4 million worth of coffee for its 18,000 members. The defect common to the Territory's co-operative societies is lack of leadership with sufficient education to manage and promote the business. The indigenous directors, who are often illiterate, have to depend entirely on the decisions and honesty of their managers and on the advice of the officials provided by the Administration's co-operative society service. As regards the copra marketing societies, the establishment of the Copra Marketing Board has encouraged producers to leave their societies and sell direct to the Board. The Visiting Mission appreciates the devotion of the advisers to the co-operatives, who have to work under generally very difficult conditions, and recommends that the Administration take action simultaneously in two directions: (a) obtain better information on the operations of the societies so that it can act in good time to prevent serious defects or misappropriations of funds; and (b) continue to train the future salaried personnel of the co-operatives, but also give their managers at least some rudimentary instructions in economics.

2. Local government councils

318. It is not the function of the local government councils to engage in commercial activities. Nevertheless, since they are authorized to set up enterprises under the law, some of them have availed themselves of its provisions: the main vehicle maintenance station at Mount Hagen belongs to the local government council. Other councils manufacture bricks, manage hostels and buy

wholesale for local retailers. Lastly, before being converted into a public company during the Mission's visit, the Tolai cocoa project, which processes and markets \$A1.3 million worth of cocoa per year, belonged to the Gazelle Council.

3. Companies promoted by Christian missions

319. In order to encourage a spirit of enterprise among their adherents, the Lutheran missions have set up business companies, whose shares, which are very low-priced (\$A1 to \$A2), are held partly by the missions and partly by the New Guinean shareholders. The largest, the Native Marketing and Supply Company (Namasu), covering the area from Lae to the Highlands, has 7,000 shareholders and twenty-five branches. It processes local coffee and engages in the wholesale and retail trade and in transport. The smaller Waso co-operative of Wapenamenda, in the Highlands, has 467 New Guinean and eighty-four European shareholders. On the island of Bougainville, the Roman Catholic missions advise and virtually run development companies composed of their adherents.

4. Village companies

320. Some groups in the island areas have set up companies analogous to co-operatives but established along tribal, religious or local political lines. Their success has been very uneven: the Hahalis Welfare Society on the island of Buka seems to be in difficulties; the Tutukubal Isakul Association of New Hanover and the Busiba Association of Buin are relatively prosperous.

5. Mixed enterprises

321. The Administration encourages the establishment of mixed enterprises financed and managed jointly by expatriates and indigenous inhabitants. The most successful mixed enterprise, though probably not the most representative example, is the Hoskins palm oil plantation, in which New Guinean smallholders are associated with a large company, half-owned by the Territory. There are also cases, although rare, of more typical associations: cattle raising and fish freezing and marketing. The main difficulty is how to achieve genuine equality in financial participation and managerial responsibility.

6. Assistance to small private businesses

322. For several years the Administration has been introducing business advisory officers in the main towns of the principal districts. These officers were transferred in 1970 to an autonomous department headed by a New Guinean. The department advises the indigenous inhabitants who wish to set up a business and has built two promotion centres where the indigenous inhabitants can rent trade stores at moderate prices. For reasons which are not entirely economic, the Rabaul Centre has been vegetating since it opened.

323. The establishment of a Department of Business Development was a necessary step, because the Territory still lacks not only New Guinea businessmen but also those indigenous small craftsmen and traders who, in many developing countries, contribute to the economic expansion of small stations in the interior. On 16 February 1971, the Administrator's Executive Council approved a draft ordinance which will be discussed in June by the House of Assembly and which, if adopted,

will authorize the local government councils to give priority to indigenes in the granting of small business licences and the allocation of sites in business centres.

324. The logic of the Development Programme was such that it was necessary for the public sector to make a contribution - and it is substantial - in the form of infrastructure expenditure, and not to participate directly in production through Government or mixed companies. The Administration was to have the option of acquiring a one fifth interest in the Bougainville Copper Pty. Ltd., (BCP), and "substantial participation" in the Hoskins palm oil enterprise. The Territory actually exercised its option over the BCP shares and, even before the final adoption of the Programme, acquired ownership of the capital of the New Britain Palm Oil Development Company on an equal basis with Harrison and Crossfield. Moreover, in its recent negotiations with private enterprises for the execution of major forestry or mining projects, the Administration has consistently requested that 20 per cent of the shares should be reserved for the Territory.

325. In 1970, the Administration put before the House of Assembly a draft ordinance to set up the Investment Corporation of Papua and New Guinea. This bill, which was scheduled to be considered during March 1971, provides that the Investment Corporation has to reserve for certain natural or juridical persons, for example, New Guineans, the territorial administration, the local government councils, the co-operative societies and the Development Bank, a share of participation in the capital of the most important businesses financed or controlled by third parties, or whose financing comes largely from abroad. The Investment Corporation was to participate only if its executives considered that it was in the interest of the beneficiaries to participate but they would not or could not do so otherwise. It will operate as a private business and may, inter alia, buy and sell shares, lend and borrow, but must abide by the general instructions laid down by the Administrator in Council and approved by the Minister for External Territories. As soon as it is established, the Investment Corporation will relieve the Development Bank of its responsibilities as regards the managing of the Territory's investment portfolio.

326. Provided its resources are adequate, the Investment Corporation will, in all probability, be an effective instrument for directing the Territory's economy. Apparently it will not, however, be authorized to establish businesses financed exclusively from public funds. The Mission considers that the Administration should contemplate the establishment of such companies to undertake operations which are economically viable but which it is not possible, or expedient, to leave to the private sector, for example, some of the nucleus estates on which the execution of the agricultural development programme is based. In fact, a public body, the Electricity Commission, has long been responsible for the generation and distribution of electricity in the large centres.

B. Obstacle to economic development: the land tenure problem

1. The problem

327. Population density in the Territory as a whole is very low and, except in some overpopulated areas such as the Gazelle Peninsula and certain parts of Chimbu District, the New Guinean farmers have vast virgin areas at their disposal. Nevertheless, land tenure disputes have constantly impeded economic

development. Legally speaking, the vacant and ownerless lands belong to the public domain, but no forest is too isolated and no swampland too deserted not to be the subject of at least one claim: every piece of land has an owner.

328. This situation has had several consequences:

(a) The clans dispute land ownership at every turn and wage set battles periodically.

(b) The Administration must engage in long and delicate negotiations whenever it wishes to use a piece of land; even when it has sufficient funds, it must often postpone purchase for lack of time. But it is the Administration which buys the land, before leasing it to the parties concerned - the concessions intended for non-indigenous planters; the latter complain about having to wait for their land for months or years on end.

(c) The coffee, cocoa or tea growers run the risk of seeing their profits confiscated at harvest time by artful members of their clans who claim customary ownership of the plantation.

2. Efforts to solve the problem

329. The Administration has tried to solve these different problems as follows:

(a) In order to determine the land boundaries once and for all, it has set up so-called land titles commissions which base their rulings on reports from the Demarcation Commissions, mainly composed of indigenous inhabitants who enjoy the confidence of the villagers and know the lands particularly well. In spite of the competence of the magistrates and committee chairmen, the legislation has not achieved its purpose. The procedures last too long and the parties concerned grow weary of awaiting the results. The district officers settle the most urgent cases amicably without a formal hearing.

(b) In order to give enterprising entrepreneurs growing cash crops the security they require, the Land Tenure Conversion Ordinance has, since 1963, laid down a procedure enabling the indigenous inhabitants to evade customary law, to acquire individual rights of tenure over the land they occupy and to have their land registered. Although some land experts in New Guinea say they are satisfied with the implementation of the Ordinance, the most widespread opinion is that conversion, being too slow, has not led to the expected results. The richest among the indigenous planters whom the Mission met were cultivating non-registered holdings. On 30 June 1970, an area of only 1,113 hectares had been converted to individual tenure.

3. Preparation of the reform

330. The Administration then recruited a British expert on land problems, Mr. S. Rowton Simpson, who recommended, in August 1969, that the House of Assembly should develop the registration of titles and initiate a reform based not on the British or Australian example but on that of countries comparable to New Guinea, such as Kenya. Following a New Guinean mission to Kenya in January 1970, Mr. T.J. Fleming, former land tenure adviser to the Kenyan Government, was asked to propose the outline of a reform, the draft of which was prepared by a

team of land tenure experts of the Territory under the Director of the Department of Lands, Surveys and Mines. An Australian professor, Mr. D.J. Walan, was then consulted and four draft ordinances were prepared for submission to the House in March 1971.

331. The main features of the reform are the following:

(a) The adjudication of customary rights is to be administrative and not judicial and the officer in charge of adjudication may divide the area to which the claim refers into several sectors and set up as many adjudicating teams as he may deem necessary. The decisions of this officer or, in some cases, of the Land Titles Commission, are final.

(b) The conversion of a customary right into individual tenure may be effected at the same time as its adjudication.

(c) Land tenure transactions, other than those whereby a non-indigenous person acquires a right from a New Guinean, may be approved locally or at the district level, not in the capital of the Territory.

(d) All land titles, whether customary or not, are to be registered in a record of "absolute ownership", the idea of "freehold" being abandoned; open registers for each region in which the volume of land tenure operations so justifies are to replace the single register of the Territory.

4. Difficulties in applying the reform

332. The purpose of the reform was to reduce the volume of correspondence and speed up administrative procedures, by decentralizing the decision-making procedures. The Mission welcomes this, but offers the following comments:

(a) It is to be feared that the reforms may not succeed in solving the basic problems (insufficient number of inter-clan demarcations, excessive slowness of the negotiations for incorporating land into the public domain), unless the number of staff employed in the land tenure services is increased. The authors of the drafts agree on this and provide for the appointment of a larger number of deputy land commissioners. The Administration has informed the Visiting Mission that it does not intend to use its officers for land demarcation but hopes to employ technical personnel, most of whom will be indigenous, for this purpose. In order to facilitate and expedite the reform it intends to request international assistance, perhaps in the form of experts in topography. The Mission, realizing how important the reform is to the future of the Territory, welcomes the proposed appeal for help from international bodies and recommends that it be favourably considered. It wishes to point out, however, that the use of too highly sophisticated personnel, material and methods may considerably delay the realization of a reform, which is already overdue, and may even jeopardize its success. Generally speaking, it would be desirable not to use costly topographical techniques, when the surveyor's table, compass and chain are sufficient, but to use instead the aerial photographs now available and already being used by the land services whenever possible.

(b) The question also arises as to whether the New Guinean Government, once the Territory becomes self-governing, will not have to be stricter

than the Administering Authority as regards claims, which are excessive and costly for the community, made by certain persons to idle land.

(c) At a more technical level, the establishment of multiple land registers will mean that they will be handled by people untrained in keeping land records. Furthermore, entering titles of different origins in the same books may make it particularly difficult to keep them up to date.

5. Alienated holdings

333. The Administration rightly recalls that, out of the Trust Territory's total land area of some 24 million hectares, less than 1 per cent, or 207,000 hectares, are owned by non-indigenous people, and that nearly 2 per cent, or 568,000 hectares (of which almost half is leased to planters) belong to the Administration. Nevertheless, in the Gazelle Peninsula, 43 per cent of the land and a much higher percentage of the best holdings are alienated. In New Ireland and in Manus the non-indigenous plantations account for a high proportion of the best arable land in the coastal area. In the Highlands, where tea growing has often been introduced on drained marshland, some New Guinean growers feel frustrated because the nucleus estates of the expatriates are closer to the factory than their own holdings.

334. Taking the Territory as a whole, half of the land planted with cash crops does not belong to the indigenous inhabitants. In other words, in some parts of the Territory, the problem of non-indigenous holdings has already arisen, as witness, firstly, the reluctance of expatriates to increase their agricultural investments and, secondly, the hesitation of the customary owners to accept the Administration's offers to purchase. In an area in which the sensitivity of the New Guineans is acute, it is advisable not to increase the concession areas and, whenever possible, to reduce them through purchase or by withdrawal or cancellation in the case of insufficient occupancy.

335. The towns, particularly Lae and Madang, will develop rapidly in the years to come, and sufficient space should be acquired by the Territory for the settlement of migrants from the Highlands. Plots could also be incorporated, for the same purposes, into the public domain along the highways in the now under-populated regions.

C. Implementation of the development programme: production

1. Agriculture

336. In a Territory in which the great majority of the population lives on the land, the five-year Programme rightly provided for a major effort to develop agriculture. The Administration, showing genuine imagination, has sought to diversify production; in addition to traditional crops such as coconuts and cocoa and then coffee, it has concerned itself with rubber, the oil palm, tea, pyrethrum, rice and passion fruit, so that the expansion covered different regions of the Territory simultaneously. The over-all results have been encouraging but uneven.

337. The oil palm plantations have exceeded expectations: In 1969/1970, approximately 1,200 hectares were planted instead of 1,080. This result is attributable to the

success of the complex operation initiated at Hoskins in New Britain: indigenous settlers from various regions of New Guinea were installed in six-hectare holdings close to a concession and an oil plant half-owned by the Territory, while the inhabitants of neighbouring villages were encouraged to plant oil palms. As the project was successful, the areas to be planted by the settlers, the company and the villagers were increased respectively to 4,800, 4,000 and 800 hectares. When the Mission visited Hoskins, 562 settlers were already installed. Although the prospect of having to refund their loans from the Development Bank before knowing the actual amount of their return obviously worried them, they seemed satisfied with their experience.

338. The Development Programme sets no target for coffee growing, coffee being the only important crop of which more than half (approximately 70 per cent) is produced by indigenous growers. ^{7/} The farmers of the Highlands have taken to it readily and have made it their usual source of money income. Output, which was under 15,000 tons in 1968, exceeded 20,000 tons the following year, and the Territory will henceforth be affected by the restrictions of the International Coffee Agreement.

339. As regards the other operations, the Programme targets were not reached, either in terms of areas planted or of volumes produced, or both.

340. Since 1966 copra production has levelled off at around 115,000 tons, a little less than one third of which comes from indigenous plantations; the slight increase in price (£160 as compared with £146 per ton in the past twelve months) has not been enough to lessen the dissatisfaction of the growers.

341. The rapid increase in the areas planted with cocoa by the New Guineans, especially in the New Britain holdings, has been offset by the slow expansion of the European plantations. The production of cocoa has remained stable at some 23,000 tons. Despite the strenuous efforts of the plant pathology service, which has conducted systematic studies on die-back, this blight continues to assail the Territory's cocoa trees.

342. The tea grown in the Western Highlands under the system of association between European concessions and small indigenous holdings is of excellent quality and high yield, but, in the eyes of the local growers, it requires too much effort for little profit.

343. The rubber plantations are not yet in production and their area is increasing more slowly than expected; the drop in prices and misgivings about the future of the Territory both contribute to the growers' lack of enthusiasm.

344. The production of rice, although small (approximately 2,000 tons), has risen rapidly in East and West Sepik, and could easily find a market in the Territory which (together with Papua) consumes 43,000 tons per year, but the local price is higher than that of rice imported from Australia.

345. The agronomical studies regarding the possibility of creating an extensive sugar cane plantation in the Markham Valley are continuing.

346. In terms of world output, New Guinea's production of tropical food-stuffs is still low. In spite of the efforts pursued for some ten years, it is still concentrated too intensively in the islands from which apparently 60 per cent of

^{7/} Pyrethrum is grown exclusively by New Guineans, but output has amounted to no more than a few hundred tons.

the Territory's output now comes. Again, it is still too dependent on non-indigenous growers who produce more than two thirds of the copra, almost three quarters of the cocoa and approximately 30 per cent of New Guinea's coffee.

347. The Visiting Mission is not competent to pass technical judgement on farming methods. It points out, however, that, in some mountain regions, growing techniques which did not threaten the soil at a time when the density of land occupation was low, may prove dangerous today, now that there is an apparent tendency to over-population in a few rural areas. It notes with interest that the Lorengau Local Government Council is subsidizing the purchase of fertilizers by growers and suggests that a more systematic policy of soil improvement should be considered at the territorial level.

2. Animal husbandry

348. The Mission noted the good results of the steps taken to improve pig raising, which is very popular throughout the Territory; to develop cattle, one tenth of which (7,600 head out of 63,000) belongs to the indigenous inhabitants; and to interest the New Guineans in poultry raising. The government grant, intended to promote the importation of high-quality Australian bulls and cows, was recently increased and ranges from \$A74 to \$A110. The cattle are not used as draught animals. The Administration considers it inadvisable to teach the New Guineans this method of farming, and prefers whenever possible to move straight on to mechanical cultivation.

3. Fisheries

349. Although their coastline is a long one, the New Guineans, except on Manus Island, are usually not traditional fishermen. Until the last few years, fishing has played only a small part in the New Guinean economy, because the Territory lacks cold-storage facilities; the resources of the potential consumers are modest and therefore restrict expansion of the market; and imported tinned goods compete with the fresh product. Loans from the Development Bank, especially for the purchase of boat engines, the advice given by the Fisheries Service and the establishment of small freezing plants have increased production in recent years. At Kavieng, fish sales almost tripled in the last quarter of 1970. Nevertheless, fishing does not occupy a place commensurate with its potential in the Territory's economy.

350. The interest shown by Japanese industry in New Guinea may change this situation. Even before the survey around Manus (scheduled to last twelve months) was completed, the tuna hauls of the Itoh company's boats were sufficiently large for the next stage to be considered, namely, the construction of a plant for processing 10,000 tons of fish. If this project is carried out, the Administration should ensure that the traditional fishing rights of the indigenous inhabitants, especially on certain atolls, are respected by the concessionary company and that New Guinean fishermen are associated with the operation of the plant.

4. Forestry

351. Timber production, mainly in West New Britain (74.6 million superficial feet) and Morobe (52 million superficial feet), has fallen far below the estimates of the

Development Programme because of the loss of overseas markets. It amounted in 1970 to a total of 174 million superficial feet, representing a value less than that of copra and coffee but more than that of the cocoa produced in the Territory.

352. The Administration does not consider forestland as a single entity. It buys the timber rights but not the land rights from the indigenous inhabitants, which total about 1.4 million hectares, or approximately 5.8 per cent of the area of the Territory. It then grants permits and charges a fee per superfoot. Revenue in 1970 for New Guinea as a whole was slightly more than one quarter of the expenditure of the Forestry Department.

353. In New Guinea, the cut-over method is sometimes used in forestry. This method is equivalent to clearing the land and enables it to be used for agriculture where the soil is rich enough, but it involves the total destruction of the forest cover, including the young non-marketable trees. ^{8/} Although the forestry entrepreneurs open up roads, which benefits the entire community, it appears that the indigenous inhabitants are not always associated to an adequate extent with the procedure for granting permits and therefore sometimes feel frustrated. Recently, in West Sepik, at Gogol near Madang and at Open Bay in New Britain, the Administration has considered the issuing of permits for very large areas. The most advanced project, in Gogol, covers 49,200 hectares. The Honshu company which has carried out some experiments (the first ever to be made in a tropical region) with chips for the manufacture of liner boards, has expressed an interest in this project.

354. The holders of forestry permits are all non-indigenous. Without overlooking the financial and technical difficulties of forest exploitation, the Administration should encourage the establishment of New Guinean entrepreneurs. As has recently happened in other developing countries with forests, the first permits could be granted to joint associations of indigenous inhabitants and expatriates.

5. Mining: The Bougainville project

355. Even before beginning its operations, the copper, gold and silver mine at Panguna, in Bougainville District, has transformed the country's economy and disturbed its political unity. Bougainville Copper Pty. Ltd. (BCP) is an enterprise of international dimensions on a rugged and sparsely populated island, and by the time its installation is completed it will have invested more than \$A350 million. A port having its own electrical generating plant with an installed capacity five times greater than that of all the rest of New Guinea will be linked to a town with a population of 10,000 in the heart of the mountains by a broad metalled road for surface communication and a system of pipelines for the transport of ore concentrates.

356. Under a contract dated 7 June 1967 and approved by the House of Assembly on 30 August 1967, the company, which was given a forty-two-year lease, entered into a number of commitments for the benefit of the Territory or of the local population: an annual rent of \$1 per acre, an annual royalty of 1 1/4 per cent of the f.o.b.

^{8/} In 1970, however, 4,200 of the 5,600 hectares exploited by cut-over might subsequently have been used for agriculture, whereas only 1,320 hectares throughout the Territory were reafforested.

receipts for shipments of metal, provision of public roads, wharves and water and electricity mains, cession of one fifth of the equity capital, preferential employment of local personnel, and granting of a first option to New Guinea on the use of the material produced.

357. In return, the company will be allowed a three-year tax holiday, deductions for expenses on its subsequent tax returns, a ceiling of 50 per cent on the rate of income tax it will pay, and import of its equipment free of duty. It has been calculated that during the first ten years BCP would be paying the Territory between \$A200 million and \$A300 million.

358. The population will receive 5 per cent of the income from royalties, as a result of a change in the mining laws; a rent of \$A2 per acre per year under an agreement with the company, to be reassessed every seven years; and replacement by a durable building of any traditional housing that may be damaged. The local people send their children to the schools which the mining company has built. In addition, the company spends about \$A6,000 per week on purchases of food from local farmers.

359. The fact remains that the installation of the company has not gone smoothly; there have been two years of sometimes violent dispute between the population on the one hand and the company or the Administration on the other. In 1968, a group of Bougainville residents, including two members of the House, called for a referendum on whether Bougainville should secede from or remain part of the Territory. The Napikadoc Navitu Association has renewed this demand, which was presented to the Visiting Mission when it was at Kieta. While the Mission noted that villagers who profited from having a work site near their homes welcomed the opening of the mine, it also heard some resolute opponents of BCP.

360. Without going into detail on a very complex matter, the Mission expresses the following view. It is true that the United Nations has thus far disapproved of attempts to secede, and it is true that the commencement of operations at Panguna gives an island which has hitherto been poor and lacking in amenities a unique opportunity to raise its level of living substantially. Nevertheless, mistakes have undoubtedly been made. The people of Bougainville, who had felt neglected in the past, saw how exploratory operations were begun before negotiations concerning land had been completed. They feel that their existence is being largely ignored. They would like the profits from the mining operations to accrue to the island rather than to the rest of the Territory, which they believe has long neglected them. They fear a relapse into poverty when the mine is worked out.

361. The Administration and the company have done much in the past two years to make amends for their initial miscalculations. BCP is hiring and training indigenous personnel, with high hopes of being able to place them in responsible positions. It is trying to involve an increasing number of Bougainville residents in the giant Panguna venture. Consideration must now be given to the establishment on the island of new sources of work, entirely unconnected with the mine and constituting a separate and continuing source of wealth to the local population. A serious problem will arise shortly, namely, the placement of 7,500 employees who will be laid off when the mine begins operations. A re-employment programme should be instituted for these employees.

6. Other mineral projects

362. While there can be no expectation of the early commencement in the Territory of other operations on the scale of those at Panguna, New Guinea's future with regard to minerals appears to be quite encouraging. Prospecting for petroleum is continuing in the Madang and Sepik districts and explorations for possible copper deposits north and south of Telefomin are being carried out in particularly difficult conditions. Kennecott Exploration is making geological surveys throughout the mainland part of the Territory; in Manus, more than \$A400,000 has been spent in exploring for copper. Generally speaking, the wave of prospecting which has been sweeping Australia for several years has extended to the Territory for which it exercises responsibility.

7. Industry

363. Industry in New Guinea is aimed not so much at the export of manufactured products as at the reduction of the volume of certain imports or the primary processing of agricultural or forestry products. It is therefore generally made up of small units. Nevertheless, it is expanding at the quite rapid rate of 13 per cent per year envisaged in the development programme. An encouraging sign is that the output of mechanical industry is now greater in value than that of the food and beverage industry. It is noted with regret, however, that cement, imports of which exceeded \$A1 million in 1970, is not yet being produced in the Territory.

364. Following the establishment in 1969 of an Advisory Committee on Tariffs, some small measure of customs protection is being given to goods manufactured in the Territory. This protection should be maintained at such a level as to shelter recently established local factories - and their workers - from excessive outside competition without raising the cost of living or indirectly impairing the "open door" system.

365. Apart from a few sawmills and carpenter and furniture-making shops, industrial establishments are owned by expatriates. A United Nations expert who has just completed a mission on indigenous entrepreneurship in the Territory has suggested a co-ordinated programme for the development of small New Guinean industries.

8. Tourism

366. New Guinea, which is rich in both tradition and scenery, possesses touristic resources that it has set about to exploit. A network of hotels of international standard extends to every district except three, and there are extensive airline links. A privately run Tourist Board, subsidized out of the Territory's budget, distributes a great deal of material (200,000 pamphlets in four years) in the Territory, in the United Kingdom and, through the Australian overseas offices, in other parts of the world. There is also a catering school which trains head waiters and cooks; prices are comparable to those elsewhere in the Pacific (about \$A200 for a one-week tour). The number of tourists (Papua included) has accordingly increased from 13,000 in 1965 to 30,000 in 1970 and the number of holiday-makers from 7,500 to 14,300; between them, they spent \$A10.5 million, which placed tourism among the Territory's main sources of income.

367. Although the great majority (about four fifths) of the visitors come from Australia, IATA's decision to reduce the validity of return tickets from forty-five to thirty-five days may put a brake on this expansion. United States tourists, in particular, might omit New Guinea from their travels in the South Pacific.

368. The Territory does not have many wild animals, but it might offer visitors trips to reserves for exotic birds. No special effort seems to have been made in this respect, however. The museum, whose outstanding sculptures could be an attraction to tourists, is crowded into a wing of the House of Assembly and in 1970 had only a few hundred dollars available for acquisitions. It should be possible to provide the museum with more funds and transfer it to more spacious premises. The small Goroka branch of the museum is already quite well housed.

9. Energy

369. Whereas installed capacity in the Territory was a little more than 23 mw in 1970, the installed capacity of the Ramu dam in the Eastern Highlands, when finally completed, will be 250 mw. The initial phase, which may be started this year and completed by 1976, would bring into operation a 100,000 horsepower generating station. The project will cost \$A29 million, of which \$A21 million has been requested from the International Development Association (IDA) and will serve an area where almost half of the population of the Territory lives.

D. Implementation of the development programme: communications and trade

1. Roads

370. The rugged terrain and the fragmentation of the Territory certainly do not facilitate the construction of a dense and co-ordinated road system. Nevertheless, the Administration, by hesitating for a long time to undertake major road construction, has contributed as much as geographical factors have to the lack of land communications and to its continuing heavy dependence upon excellent but more expensive air transport services in the Territory. The main artery, which runs from the port of Lae to the heart of the Highlands, was not completed until 1966. Work on extending it to Mendi is well in hand but will be finished only in 1973.

371. In order to make up for its delay, the Administration has in recent years embarked on a vast construction programme and has requested technicians of UNDP to submit comprehensive proposals for the improvement of transport in New Guinea. The report of the experts was delivered in November 1969.

372. The main pattern of a co-ordinated road system can already be discerned: a second link between the Highlands and the sea, at Madang, for which firms of consultants have been invited to submit tenders; a connexion, already completed, along the Ramu valley between the Lae-Goroka artery and the new road; the final linking of the stretches of road between Madang and Bogia on the north coast; and the progressive extension of the road from Wewak into the populated Sepik mountains (which has already reached the boundary between the two Sepik districts).

373. Construction costs for the major road arteries are borne by the Australian budget. Many more small local links are, however, being built as a result of the setting up of the Territory's Rural Development Fund, which finances up to 50 per cent of those projects submitted to it by the rural councils and which have been approved. With the incentive of subsidies from the Fund, the councils have undertaken the construction of many secondary roads which will facilitate the collection of agricultural products.

2. Airports

374. The Mission received a petition based on the report of the UNDP experts, calling for the restoration of Lae as an international airport, which has been its status from 1946 to 1966. Although the selection of the site of the country's main airport has political implications, particularly as concerns the unity of the Territory, it is primarily a technical problem and the Mission does not feel that it should make any recommendation on this point. It notes, however, that the UNDP experts have indeed envisaged the construction of a second international airport in the Territory.

375. The Mission learned with interest that New Guineans have received pilot training. Three had graduated and were working with commercial airlines; three were training as civil pilots and three others had just begun training.

3. Shipping

376. The last Mission had noted certain anomalies in freight rates and had endorsed the criticisms voted by the Planters' Association with regard to the high cost of transport by sea between Australia and the Territory. Those comments are still valid. During the Mission's visit, a 15 per cent increase in freight rates was decided on by the shipping conference. The Administration has no control over such increases, which the parties concerned argue are justified because there has been no change in freight rates for six years and because they are still suffering a loss on their services to New Guinea. In 1966, the price of fuel was said to have increased by 50 per cent and the port charges per call by 22 per cent. The shipping companies also continue to assert that cargoes for New Guinea are too varied and port facilities too primitive to make shipping services with the Territory profitable. Differential rates could perhaps be worked out, however, so that no surcharge is payable when vessels are unloaded at one of the four better equipped ports in the Territory. For the time being, the freight per ton between Sydney and Port Moresby (\$A28.80) is hardly less than between Sydney and London (\$A29.90).

377. A number of speakers, especially in New Ireland, told the Visiting Mission that they would like a New Guinean shipping company to be established, so as to improve communications between the islands and the rest of the world. Although their petition ignores the cost of setting up and maintaining a fleet, it shows that producers are not satisfied with the way in which the export of copra and cocoa is at present being handled by the private shipping companies.

4. Telecommunications

378. A five-year plan for the improvement of telecommunications was launched in 1968. Of the total commitment of \$A14 million, \$A6.3 million will come from a loan granted by IBRD in June 1968. The programme, which envisages a substantial increase in telephone, telegraphic and telex connexions (a ninefold increase in the number of some channels) will give the Territory an excellent domestic network, linked to Australia and South-East Asia through the "Sea com" cable. According to the Administration's plans, when these improvements are completed, the increase in the income of the telecommunications service will cover the charges on the IBRD loan. The Mission was able to appreciate at first hand the improved quality of New Guinea's domestic and international telephone and telegraphic connexions.

379. After the adoption of the programme and the opening of the Panguna mining works, the Territory had to commit itself to a supplementary expenditure of \$A5.1 million to improve and complete the telegraph and telephone network at Bougainville, as well as the network linking that island to the mainland.

5. External trade

380. The deficit in the Territory's balance of trade has become considerably worse during the past six years; although exports increased by about 75 per cent between 1965 and 1970, imports almost tripled. In 1969/1970, exports amounted to \$A71.5 million and imports exceeded \$A151 million. This apparent deterioration is actually a result of the considerable capital development effort that is being made in New Guinea. It is significant in this respect that purchases of food and beverages should have only doubled while imports of machinery have increased nearly fivefold; the figures for 1970 should, of course, be interpreted with caution, as the purchases by the Bougainville company will not recur in the following year, but, even if they are deducted from the total, imports still show a healthy pattern.

381. The relatively slow growth of exports is due partly to the fact that investments in agriculture are not immediately productive; if sales of gold and re-exports are excluded, the increase since 1965 has been as follows (in millions of Australian dollars): 36.1; 36.4; 39.3; 51.5; 57.7; and 63.6. When the Panguna mine, which should annually produce from 150,000 to 170,000 tons of copper, 500,000 ounces (14.1 tons) of gold and 1 million ounces (28.3 tons) of silver, begins operations next year, there will be a change in the pattern of New Guinea's external trade; the main export item will be mineral products, and the balance should become positive.

382. A more thorough analysis of the Territory's trade statistics and a study of the Territory's relations with its five main trading partners show that three of the latter - Australia, Japan and the United States - sell more to New Guinea than they purchase from it, while the United Kingdom and the European Economic Community (EEC) have a deficit balance. This contrast between selling and purchasing countries has become greater in recent years; between 1964 and 1970, the favourable balance of Australian sales (Papua included) increased from \$A21 million to \$A71 million, the favourable balance of United States sales increased from \$A3.5 million to \$A11.3 million and the Japanese negative balance (-\$A3.5 million) became strongly positive (+\$A17.4 million). Over the same period, the United Kingdom reduced its deficit from \$A7.3 million to \$A3.1 million, but the EEC deficit worsened (from \$A1.4 million to \$A5.5 million). Lastly, it will be noted that mainland China is expanding its sales (\$A2.2 million in 1970) but does not purchase any New Guinean products. The countries of South-East Asia and the Pacific, many of whose products are competitive with, rather than complementary to those of New Guinea, appear to have some difficulty in increasing their purchases at the same rate as their sales. Nevertheless, Japan, which has contracted for the purchase of 1 million tons of Panguna copper and is interested in forestry and fishery projects, should shortly restore the balance of its trade with the Territory.

383. The Administration and some members of the House of Assembly are apprehensive of the consequences if the United Kingdom should enter the EEC. A mission from the Territory visited Europe in 1970 to inform Governments of New Guinea's concern.

At present, agricultural products are freely admitted to the United Kingdom and are protected by a preference of 15 per cent in the case of copra and 10 per cent in the case of palm oil; although the EEC does not impose any duty on copra, its other duties are 7 per cent on coffee, 6 per cent on palm oil and 4 per cent on cocoa. It is, of course, for the United Kingdom alone to decide whether to ask the EEC to allow special treatment for New Guinean products, as it has done in the case of Commonwealth sugar. Also, of course, the EEC may object that it is already the Territory's third largest customer but is still only a minor supplier. It should be possible to reach agreement, however, on the maintenance for a specified period - say, five years - of a floor to purchases by the enlarged EEC (including the United Kingdom). Consideration could be given to New Guinean participation in trade fairs in the countries of the EEC and Australia could discuss with the Governments concerned ways of increasing their trade with the Territory in both directions.

384. The Territory's balance of current payments is in deficit when the negative balance of invisibles is added to that of foreign trade, and in 1970, for the first time in ten years, Australian grants and direct expenditure were unable to restore the balance.

385. Since 1960, the trend of the balance has been as follows:

	<u>1960/1961</u>	<u>1964/1965</u>	<u>1969/1970</u>
	(million Australian dollars)		
External trade	-19	-35	-125
Invisibles	-16	-26	- 34
Private transfers	- 1	+ 1	-...
Public transfers	+37	+71	+128
Balance	+ 1	+11	- 32

386. On several occasions during its visit, the Mission heard speakers assert that public transfers to the Territory were fully offset by remittances to Australia from expatriate public servants and settlers. The statistics do not bear out this view. In the first place, income derived in the Territory from capital invested abroad is slightly less, at \$A15 million, than income derived abroad from capital invested in New Guinea, which amounts to \$A19 million. Secondly, the balance of private transfers is substantially in equilibrium. The Administration should, however, remain alert to the fact that much the greater part of the capital invested in New Guinea in agriculture, forestry and mining operations, especially the Panguna mine, is owned by non-indigenous persons. If the yield on those investments should increase and if the owners systematically remit their profits to their country of origin, New Guinea might find itself dragged into the "deficit-investment-deficit" cycle which many developing countries have experienced, and massive grants would continue to be necessary in order to restore the balance of payments.

387. After a difficult survey relating to the years 1967/1968 and 1968/1969 and covering 300 enterprises, the Territory's Bureau of Statistics concluded that, during those two years, the flow of private investment into the Territory from abroad had been \$A32.7 million and \$A43.5 million respectively, while income payable abroad on capital had amounted to \$A14.6 million and \$A18.3 million.

E. Financing of the development programme

1. Amount of external aid

388. Although the development programme was drawn up on the assumption that there would be active participation by the private sector, it provided for public expenditure of close to \$A1,000 million over the five years of implementation of the Programme. Despite the increased capacity of the population to contribute, the Territory did not have sufficient resources of its own to achieve this target, and Australian grants had to be both diversified and increased. The fact is that New Guinea's financial equilibrium (even more than that of Papua) has always depended on external aid. The revenue of the Territory (not including Papua) continues to cover only about 30 per cent of its expenditure: \$A18.4 million out of \$A60.3 million in 1965/1966, and \$A40.1 million out of \$A135.8 million in 1969/1970.

389. As these figures indicate, the increase in local revenue is, of course, striking - about 122 per cent in five years. However, the increase in expenditure is no less striking - so much so, that the Territory's financial equilibrium still rests on Australian grants (\$A71.4 million in 1969/1970) and, in the last few years, on loans (\$A10.5 million in 1969/1970), to which must be added, in 1969/1970, the special loan for the purchase of shares in the Bougainville company and the loan for the port of Arawa.

390. The Administering Authority is aware of the disadvantages of this situation. In the first place, the House of Assembly discusses a budget which is to a large extent beyond its control, and secondly, grants are intermingled with revenues as a whole. In 1970, the Australian authorities separated "development aid", earmarked for specific projects, from the grant towards expenses. In addition, the cost of the overseas allowance paid to expatriate public servants is now borne directly by the Commonwealth budget and no longer appears in the budget of the Territory. Lastly, various Australian ministries and public establishments are engaged in the Territory - about \$A36 million in 1969/1970 (Papua included). This reduced to 23 per cent the share of public expenditure borne by the taxpayers of the Territory.

391. In his statement of 6 July 1970, the Minister for External Territories of Australia said that the aim of his Government was progressively to reduce the grant-in-aid towards recurrent budgetary expenditure, with Commonwealth assistance going mainly for development projects and other specific forms of aid. In addition, the Administration has tried to involve the elected representatives of the people as intimately as possible in discussion of the grant. When the budget estimates have been prepared by the Treasury, it is the Estimates Committee of the Administrator's Executive Council, composed of three members, which negotiates the amount of the grant in Canberra and, in the words of the Minister, "the Administrator's Executive Council will be the final authority within the Territory for the draft budget".

392. These decisions are a step in the right direction. It cannot be expected that the Territory will be able in the short term to obtain locally the resources needed to meet its expenditure. Yet, on the other hand, the political self-government which New Guinea is to attain would be meaningless if it were not accompanied by financial autonomy.

393. The Mission therefore proposes that a study of all the items in the budget should be undertaken. In this study, consideration might be given to suggestions such as the following: Some items of direct expenditure by the Commonwealth, such as public works, might be absorbed into the territorial budget; others might be taken over by foundations (higher education) or by joint territorial Australian public agencies (civil aviation, air safety, meteorology). All expenditure that can be treated as intended for specific projects would be singled out as eligible for development grants; development expenditure generally would be more clearly distinguished in the budget from operational and maintenance expenditure; the costs of expatriate public servants would be taken over by the Australian budget, and only their numbers would be a subject for discussion between the Australian and New Guinean authorities; the annual negotiation concerning the amount of the grants would be conducted by the territorial Minister responsible for finance; the scheme for an income tax adapted to local conditions would be speedily finalized in order to increase the Territory's direct revenues.

2. Financial role of the local government councils

394. In 1969/1970, the personal tax, collected by the local government councils, brought in a revenue of \$A1.6 million for the Trust Territory. The Mission noted, however, that in many districts, especially in the islands, the percentage of arrears is quite high. The reasons for this fiscal evasion are apparently sometimes political (disagreement with the council) and sometimes economic (the tax being considered too high).

3. Credit

395. Commercial credit is extended by the branches of Australian banks, the Reserve Bank itself being represented at Port Moresby. Its New Guinea branch already performs the financial functions of a reserve bank but does not supervise the banking system nor give instructions to banks. The establishment of a territorial reserve bank is under consideration, but a recent panic showed that depositors took this to mean the introduction of a local currency which would not be backed by the Australian dollar. The Mission considers it desirable that, perhaps after an educational campaign, a New Guinean reserve bank, which would provide credit guidelines, should be set up in the Territory, since the latter's needs are not necessarily the same as those of the Australian market. At a later stage, the creation of a territorial currency, fully backed by the Australian dollar and freely convertible into Australian currency, might be considered in order to facilitate the observation of monetary transactions relating to the Territory.

396. The Mission was struck by the number of subsidiary branches, sometimes managed by shopkeepers, missionaries or public officials, which the savings banks have opened at even the most remote stations in the Territory. These agencies take no part in extending credit, but at least they familiarize the rural people with the concept of banking.

397. Wherever the Mission went, it was able to gauge the importance of the role played by the Development Bank, a public agency created in 1965 and opened in 1967; many indigenous farmers and businessmen referred to the Bank's activities. The Bank administers the few loans made by the former "Native Loans Bureau"

and the large "programme of loans to ex-servicemen", the volume of which is still equal to that of its own lending. The Bank has also assumed responsibility for loans granted by the IDA to finance agricultural and stock-raising projects. Apart from an increase in capital in the form of a grant, the Bank received an additional \$A1 million from the Australian Government in 1969/1970 to overcome liquidity problems.

398. As noted by the Trusteeship Council, the Bank had in the past made a larger number of loans to indigenous persons than to expatriates but had lent a greater amount to the latter than to the former. Since 1 July 1970, the trend has been reversed; loans contracted by indigenous persons up to 24 February 1971 amounted to \$A1.2 million, thus exceeding the amount of loans to expatriates, which totalled \$A860,000. These figures seem to indicate that, for the year as a whole, loans to New Guineans will be larger and loans to expatriates smaller than in the preceding year.

399. Indigenous borrowers, especially in New Ireland, complained to the Mission that the time allowed for repayment of loans was too short and the rate of interest was too high. The usual rate for indigenous persons is only 6 per cent, as against 7 1/2 per cent for expatriate borrowers. The repayment period varies, especially in New Ireland, from twelve months to eight years. Although it applies an interest rate that is close to commercial rates, the Bank, which because of its social function incurs high management expenses for very small loans (in some cases less than \$200), has not yet been able to bring its working account into balance.

400. The Bank has no exceptional difficulty in obtaining repayment of its loans; arrears amount to 10.4 per cent of the total amount of loans in the case of indigenous borrowers and 8.8 per cent in the case of expatriates. No legal proceedings have had to be instituted, and there have been only sixteen foreclosures.

F. Conclusion

401. The Visiting Mission found a Territory which, while undeniably still poor, was beginning to develop rapidly and to benefit from the considerable efforts made by the Administering Authority during the last ten years.

402. It notes, however, that the political and social framework within which the Development Programme is being carried out will be substantially changed in the near future; the Australian Administration will be gradually replaced by an autonomous New Guinean Government which will be responsible, inter alia, for the Territory's economic progress; there will be more graduates of the higher educational institutions and first tens and then hundreds of young New Guineans will gradually come to occupy highly technical posts and take on increasing responsibilities; lastly, a hitherto basically agricultural economy will have to prepare itself for the time when a mineral deposit, gigantic for New Guinea, will come into operation.

403. To overcome the expected difficulties, those responsible for the development of the Territory must obviously not only take account of these far-reaching changes but must also be able to rely on the continuance of substantial assistance from Australia and the United Nations.

404. The Territory's consequent continuing state of financial dependence will thus have to be one of the main factors to be reckoned with in the economic policy of the future New Guinean Government.

CHAPTER IV

SOCIAL ADVANCEMENT

A. Education

1. General

405. The educational system of the Territory is broadly outlined in the reports of the 1962, 1965 and 1968 Visiting Missions. ^{9/} This report will therefore deal mainly with the changes that have occurred since the last Visiting Mission's report in 1968.

406. In 1969, an Advisory Committee on Education, under the direction of Mr. W.J. Weeden, was appointed to advise on any changes in the educational system it considered desirable. Following the report of the Committee, which the Government accepted, the following bodies have been established:

(a) Territory Education Board. The Board consists of the Director and representatives of the Administration, the churches and missions, local government councils, teachers, business and civil interests and the tertiary institutions. The Board is given major functions in the planning and administration of education at the national level.

(b) District Education Boards. The Boards are groups representative of the community and responsible for the local application of policy and for the planning and development of education in the districts.

(c) Teaching Service Commission. The Commission is the employing authority for all members of the territorial teaching service irrespective of whether the employing agency is the Administration or a mission. The Ordinance bringing into effect the Teaching Service Commission prescribes that, in the new service, the starting salaries of member teachers in schools conducted by education agencies other than the Administration, will be at the base rates payable to teachers in administration schools. Increments for years of service and allowances for positions of responsibility will be introduced in July 1972. The Chairman of the Commission is an indigenous officer.

407. The objectives and purposes of the educational system of the Territory are outlined in the Education Ordinance of 1970, as follows:

"...

"(1) Subject to this section, the objects and purposes of the Territory Education System are, by means of the maximum involvement and co-operative effort by persons and bodies interested in education in the Territory (including churches and missions, the teaching profession, Local Government Councils, the Administration and the community as a whole) and the maximum utilization of the resources available from all sources -

^{9/} See Official Records of the Trusteeship Council, Twenty-ninth Session, Supplement No. 3, chap. III, Ibid., Thirty-second Session, Supplement No. 3, Chap. V; and ibid., Thirty-fifth Session, Supplement No. 2, chap. IV.

"(a) to develop and encourage the development of a system of education fitted to the requirements of the Territory and its people;

"(b) to establish, preserve and improve standards of education throughout the Territory; and

"(c) to make the benefits of such education available as widely as possible,

"in so far as this can be done by legislative and administrative measures, and in such a way to foster among other things a sense of common purpose and nationhood and a sense of the importance and value of education at all its various levels.

"(2) in achieving those objects and purposes -

"(a) the right of parents to obtain the education which they wish for their children;

"(b) the desirability of making due allowance for reasonable diversity of educational methods provided that standards of educational achievement are not sacrificed; and

"(c) the desirability of preserving the identity and character of schools and colleges of a particular nature (whether of a religious or other nature, not being based on distinctions of race or colour or other criteria unacceptable to civilized society),

"are and shall be, to such extent as is reasonably practicable and not inconsistent with the basic aims of the system, specifically recognized.

"(3) Nothing in this ordinance restricts, or authorizes the making of regulations restricting, the giving of religious and doctrinal instruction in schools or colleges, but -

"(a) no school or college within the Territory Education System is entitled to exclude a child solely on the ground of religious or doctrinal affiliation;

"(b) no child in a school or college within the System shall be compelled to attend any religious or doctrinal instruction contrary to the expressed wishes of its parents or guardians; and

"(c) the governing body of each school or college within the System shall, if requested, permit suitable and reasonable arrangements to be made for the children of denominations other than that of the educational agency of the school or college to receive religious or doctrinal instruction in the doctrines of their own beliefs, provided that such arrangements are practicable without interference to the normal conducting of non-religious and non-doctrinal teaching in the school or college."

The development of a system of education fitted to the requirements of the Territory and its people leads to the following broad educational aims:

(a) the political, economic, social and educational advancement of the people,

- (b) an understanding and an appreciation of traditional indigenous culture and the cultures of other societies and the growth of a distinctive national cultural identity appropriate to the present.

2. Primary education

408. In primary schools, the emphasis in recent years has been upon consolidation rather than expansion and upon ensuring that more children who begin the primary stage complete it to Standard VI. Total enrolment of the Territory of Papua and New Guinea increased by 4.37 per cent, from 209,645 in 1968 to 218,800 in 1971, but enrolment in Standard VI increased by 65 per cent over the same period. At the same time, the number of primary school teachers increased by 6.6 per cent. In 1970, 53 per cent of the children between the ages of seven and twelve years attended primary school, as against 50 per cent in 1968.

409. In some districts, notably the Western Highlands, Chimbu and West Sepik districts, as well as in the remoter areas of other districts, the situation is less encouraging than the figures for the whole Territory suggest. In West Sepik District, for example, only 18.4 per cent of the children of primary school age attend school.

410. The Mission believes that urgent attention should be directed towards the provision of more primary schools in the less privileged districts so as not to give the impression that some districts are more favoured than others. In view of the gravity of the situation and the numerous requests received from the people of these areas for more primary schools, immediate attention should be given to this problem.

411. The Mission notes that the long-term objective of the educational programme is to provide a comprehensive educational system covering the whole Territory, under which primary education will be available to all. The Mission believes that in trying to achieve this objective, the pace in the less favoured regions should be accelerated.

412. Numerous representations were made to the Mission in every district about the "dropouts" at the Standard VI level. The problem arises out of the fact that there are not enough high schools, vocational and technical schools to absorb the number of students graduating each year at the Standard VI level.

413. The Mission is well aware that this problem is not peculiar to New Guinea but is common to many developing countries. Nevertheless, the Mission believes that a special effort should be made to solve this question before it deteriorates into a serious social problem. The Mission was informed that the majority of these children return to their villages where no attempt is made to improve or make use of the limited knowledge gained at school. The basic aim of primary education should be to provide the children with an education which is both related to the present circumstances of their lives and a suitable preparation for the rapid changes resulting from modernization. It might be useful to include in their curriculum some elementary principles of agriculture which could be useful to them when they return to their own communities. At the same time, the Mission believes that more technical and vocational schools should be provided to meet the needs of the Territory.

3. Secondary education

414. The past three years have seen certain significant developments in secondary education in the Territory. On the recommendation of the Advisory Committee on Education, a Board of Governors for each school has been appointed with strong representation from the community served by the school, as well as from pupils and staff and the agency running the school. In an attempt to raise the quality of education in the high schools, the secondary inspectorate has been expanded. All secondary syllabuses are being completely revised.

415. The main emphasis has been upon expansion. The number of secondary students increased by 43 per cent from 14,371 in 1968 to 20,555 in 1971 and that of technical students by 95.7 per cent, over the same period. The number of secondary teachers increased by 83.5 per cent. The first senior high school in the Territory was established at Sogeri in 1969 for students in fifth and sixth forms and produced its first graduates in 1970. This school filled a long felt need as all other high schools take students only to the fourth form. It is understood that a second senior high school is to be established at Keravat in East New Britain in 1972.

416. During its tour of the Territory, the Mission heard numerous requests for the provision of more high schools, technical and vocational schools. It became evident that the people of the Territory see education as a passport to a brighter future. The Mission believes that a further effort should be made to do away with the bottle-neck which now exists between the primary and secondary school level. From the statistics available, it is clear that there are not enough high schools to absorb the large number of children who pass the qualifying examinations each year for entry into high schools. In 1969, for example, there were 11,504 standard VI leavers and, of this number, only 4,646 were enrolled in high schools.

417. To tackle this problem, more school buildings and more qualified teachers are needed. In New Guinea itself not enough local teachers could be found at this stage to fill the present need. Goroka Teachers Training College, established in 1966, is the only secondary teacher-training college in the Territory. Its first graduates became available for service in 1969, and, compared with the tremendous need of the Territory, it is far from adequate. The Territory largely depends on Australia for the supply of its high school teachers. There are also a number of volunteer service organizations from the United Kingdom and Canada. The supply from these sources is limited, as there is also a relative shortage of qualified teachers in Australia, the United Kingdom and Canada. Representations were made to the Mission about the possibility of recruiting teachers from some of New Guinea's neighbours. It is understood that requests had been made to the Administration for teachers to be recruited from the Philippines but that all such requests have been turned down. The Mission believes that, because of the gravity of the problem, serious consideration should be given to the possibility of recruiting qualified teachers from other countries on contract for specified periods. Depending on whether the need for such teachers continues, their contracts could be renewed until sufficient local material is available. The situation in New Guinea warrants some special attention.

418. The Mission paid visits to a number of high schools, as well as the Technical College in Port Moresby. It was impressed by the quality of the staff and students in all these institutions. The equipment in the Technical College was of a very high standard indeed.

419. The Mission observed that apart from English, which is the official language of the Territory, no foreign language was being taught in high schools. The Mission recommends that this anomaly should be rectified and, in this connexion, it would be commendable if one of the languages used in the Pacific area could be included in school curricula. The high school curricula should also include studies on the geography and history of countries in Africa and Asia going through a similar phase of development as that currently experienced by New Guinea.

4. Higher education

420. The University of Papua and New Guinea began operations with a preliminary one-year course in 1966. At present, the University has students undertaking first degree and post-graduate courses in arts, law, science and education. Students normally undertake the preliminary one-year course before commencing degree studies. When sufficient numbers of sixth form students become available this one-year preliminary course will be phased out. Over 1,000 part and full-time students are enrolled for various courses at the University this year. The Mission paid two visits to the University and was satisfied with the progress being made. The students were of a high calibre and the buildings and equipment were of a high standard.

421. The Institute of Technology at Lae began its first courses in 1967. It has students undertaking diploma courses in civil engineering surveying, mechanical and electrical engineering, accountancy, architecture and building. The Mission visited the Institute during a school holiday and was unable to meet any of the students. It is a fine institution and even though certain parts were still under construction, the Mission was satisfied with its progress. The Institute will, undoubtedly, play a significant role in the future of a rapidly changing country.

422. Although the output of these two institutions is at present not substantial, the number graduating annually is expected to reach 160 by 1973.

423. The Administrative College is situated near the University of Papua and New Guinea in Port Moresby and shares with it some common facilities. The Mission paid a visit to the College and had discussions with the students, most of whom are civil servants who have been selected for special training to assume more responsible positions within the Administration. The Mission believes that this College is bound to play an even greater role in the future of the Territory as the process of localization is accelerated.

424. For lack of time, the Mission was unable to visit the Medical College at Port Moresby, the Agricultural College at Vudal in East New Britain District or the Forestry College in Bulolo, Morobe District.

425. On the recommendation of the Advisory Committee on Education, a Committee of Inquiry into Higher Education was formed in 1970, under the chairmanship of Sir Allen Brown, to undertake a study and make recommendations in respect of institutions that conduct post-secondary and tertiary courses. The Committee has already begun to gather evidences, and its report should be of valuable assistance to the Administration in determining the future pattern of higher education in the Territory.

B. Public health

426. It is probably in the field of public health that the Administration has scored the greatest success in both the quality and extent of service offered throughout the Trust Territory. In 1970, the Administration and missions maintained a total of 249 hospitals, 263 maternal and child welfare central clinics, as well as 2,310 mobile clinic centres, 1,611 aid posts and medical centres and 11 rural health centres. In 1968, administration expenditure on health services was \$A7,838,510, whereas in 1970 the figure had risen to \$A10,072,211. The Mission visited the Goroka Base Hospital and was impressed by the facilities available and the quality of service offered. Evidence of the success of the health programme is everywhere apparent and in some areas, notably Rabaul, this has given rise to a significant increase in the birth rate and an improvement of the quality of life of the people.

427. According to the latest statistics available, pneumonia accounted for no less than 370 out of 2,084 deaths recorded in administration hospitals during the year ended 31 March 1969. The Mission recommends that urgent attention be paid to this problem, which seems to be prevalent in the Highlands.

428. The Mission also paid a visit to the Malaria School in Kundiawa and met the principal and a group of students who were undergoing training. On completion of their course, they will be employed as malaria control officers and posted to stations throughout the Territory. The Mission, whilst satisfied with the extent of the training, was disappointed to see that not more than eight to twelve students could be accommodated and trained at a time. In view of the fact that malaria is fairly widespread in New Guinea and that a fairly large staff would be required to eradicate the disease, the Administration should consider expanding this school and increasing the intake of students to meet the present and future needs of the Territory.

429. The Mission believes that special emphasis should continue to be placed on preventive medicine, medical training and community health education.

C. Labour relations

430. Previous missions had observed that there were no organized trade unions in the Territory. Although the position is still the same, workers' associations have been formed at Lae, Wau/Bulolo, Goroka, Mount Hagen, Madang, Wewak, Lorengau, Kavieng, Rabaul, Vanimo and Panguna and have been registered as industrial organizations. The Bougainville Catholic Teachers' Association is also registered as an industrial organization. Other associations representing workers in Papua and New Guinea include the Bank Officials' Association, the Police Association, the Staff Association of the University of Papua and New Guinea, the Staff Association of the Institute of Technology and the Local Teachers Association. Altogether, there were twenty-seven industrial associations for the Territory of Papua and New Guinea registered with the Department of Labour as at 30 June 1970. Their total membership was 19,169 of whom 15,569 were indigenous employees. The Public Service Association which had a total membership of 11,953 in June 1970, is the largest trade union organization in the Territory and possibly the best organized. With the strength of its membership, the Association is, no doubt, in a favourable position to bargain effectively with the Administration in determining conditions affecting the employment of its members.

431. A Federation of Workers' Associations was formed and registered as an industrial organization on 4 March 1970. The present members of the Federation are the Lae, Madang, Northern District, Goroka, Wewak and Rabaul Workers' Associations.

432. The Mission met with the president of the Lae Workers' Association, who stated that his organization had great difficulties in financing its activities because indigenous wages in the Territory were very low and, as a result, workers found it difficult to contribute to the Association's expenses. He also believed that the membership fees might have prevented many workers from joining the Association. The president expressed the view that if the workers' associations were to progress it might be necessary to obtain both financial and personnel assistance from the International Labour Organisation.

433. The Mission believes that in New Guinea, where most of the development projects, both public and private sector, are labour intensive, trade unionism has a major role to play in the bargaining process for wages and other conditions of employment. Workers do not seem to understand the benefits to be derived from effective trade union organization. Assistance from the ILO, for example secondment of personnel to help organize trade union movements, might be of considerable significance. The Mission recommends that the Administration consider the possibility of sending young and promising representatives of workers' associations to countries with backgrounds similar to that of New Guinea to observe and study the process by which trade union organizations are developed. Exposure to international conferences could also be of benefit to these representatives, and the Mission therefore recommends that when participants are selected for such conferences, members of the workers' associations and the Federation of Workers' Association should be included.

D. Status of women

434. In the traditional society of New Guinea, the woman's role was the production of food and care of young children, while the man's was fighting, protecting, and the making of weapons. This division of labour still affects the position of women today, even though the men's role has evolved with the cessation of tribal fighting and the spread of cash crops and paid employment. In most areas, one sees women hard at work cultivating the subsistence gardens or carrying heavy loads of food-stuffs in string bags slung from their foreheads, while on the new highways men drive the lorries of the cash economy. It is true that women can be influential in the life of the village, especially in groups where inheritance of property is based on matrilineal descent. They may generally own and inherit property and are not deprived of essential human rights. But, the traditional inequities still remain.

435. With the spread of education, the disparity between men's and women's roles is being reduced, especially among younger people. In many areas, there is reluctance among parents to allow their daughters to attend school, especially if it means leaving home. Even so, girls form one third of total enrolments at all levels in the primary schools of the Territory. Girls are well catered for also at secondary and tertiary level. With the exception of four boys' high schools, all administration high schools are now co-educational, while the missions run a number of high schools for girls only. From the schools it visited, the

Visiting Mission formed the impression that girls played a full and active part in the activities of these institutions. At Goroka Training College for secondary teachers, there is one girl to every four boys and, in 1970, a girl was president of the Students' Representative Council. Girls are also well represented at the University. In addition, an increasing number of girls are undergoing training as nurses, nursing aides, welfare officers and welfare assistants.

436. Women's clubs, which now number 423 in the Trust Territory, are active in most districts and help to improve village living standards and the women's way of life. Moreover, considerable attention is paid by the missions, schools and women's organizations to the teaching of basic home economics and domestic crafts and skills. Ever more important are the excellent maternity and child health services of the Department of Public Health and the missions, which afford a remarkably wide coverage of almost the whole of the Territory. These services have provided some family planning advice and facilities, though these are still on a relatively limited scale.

437. Women play a very small part in politics. There are no women members of the House of Assembly and the Mission did not meet any women members of local government councils. The Mission was struck by the paucity of women speakers at its public meetings, although, at discussions in schools and colleges, girls spoke up well. Women are, of course, eligible to vote in both national and local elections on the same basis as men. In some, though not all, local government council areas, they are assessed for taxes, but always at a considerably lower rate than men.

E. Discrimination

438. Discriminatory practices in public places are prohibited by the Discriminatory Practices Ordinance of 1963. In fact, the Mission found no real evidence of overt discrimination on racial grounds, and the main relations between the communities were relaxed and easy. There are certain private clubs and societies where, in practice, membership is limited to a single race; members would say that this is not because other races are excluded but rather because they do not choose or cannot afford to join. Equally, there are hotels and bars where, in practice indigenous people tend to congregate in one area and expatriates in another; here again it would be argued that this is a matter of differing prices and social preference rather than of deliberate exclusion.

439. Such habits, while by no means universal, are nevertheless symptomatic of a social separateness which, particularly in some larger urban areas, could give rise to social and even political problems if it continues unchecked at a time of rapid political and economic advance. To some extent, such separation is the result of disparities in living standards which are very marked. This problem has been discussed in chapter II in so far as it affects the public service, and a number of indigenous public servants spoke to the Mission about what they regarded as discrimination by the Administration in respect of salaries, housing and conditions of service. The disparities also extend to the private sector, however, and it is as important in this field as in the public service that conscious efforts should be made to prevent their generating social frustrations or resentments, especially among the younger educated New Guineans. Some of these young people told the Mission of their fears that the difficulties which they

claimed to experience in establishing easy social relations on a footing of equality with expatriate businessmen might lead, after self-government, to a demand for political action against foreign businesses, which they recognized would be disastrous for the Territory in view of its heavy dependence on foreign capital and expertise.

440. There can be no single or easy remedy for such fears. The answer can only lie in a general recognition by all men of good will of the need for social attitudes in keeping with the trend of political events. The initiative must generally come from expatriates. It may often be found that the best course is not to expect indigenous members to join existing societies or institutions but rather to establish new ones on a basis of joint initiative and partnership between different communities. The Mission saw examples of both social and sporting clubs which are fully multiracial and this seems, in fact, to be a fairly normal pattern.

F. Population growth

441. In 1966/1967, the indigenous population of New Guinea was estimated to be 1,635,902, compared with 1,772,744 during 1969/1970. The net increase over the period was 136,842, or nearly 3 per cent per annum.

442. As mentioned elsewhere in this report, intensive economic development expansion of education, infant and maternal welfare and general health services have resulted in population increases in many areas. In some parts of the Gazelle Peninsula, for example, where there is evidence of general economic prosperity and a relatively higher standard of living than most parts of the Territory, the net rate of increase is the highest in Papua and New Guinea and ranks amongst the highest in the world. Such large annual increments of population, if allowed to go unchecked, could pose a serious threat to economic and social progress.

443. Internal migration from rural to urban areas, as in many other countries, is beginning to pose a problem in New Guinea. The rapid growth of urban centres and the growing influx of rural migrants with no established roots in the new surroundings give rise to many social problems. This influx brings enormous pressure on many aspects of health, housing, education and employment, and represents a heavy burden on all social services. In Lae, the Mission heard of squatter settlements and prostitution. All these problems need urgent attention before the situation becomes worse.

444. Family planning is viewed with suspicion by many people, while others are against any form of birth control for religious reasons. Nevertheless, the Mission believes that at least in certain populous areas, measures for family planning such as the Administration has in hand are justified. The Mission also suggests that the growing need to check the movement of population into the towns adds strength and urgency to the case, already recognized by the Administration, for increasing employment possibilities in the rural areas, and to this end for seeking a solution to the land problem which often hindered agricultural development.

445. The Department of Social Welfare should be equipped, both in terms of personnel and material, to deal with the problems now arising in the main urban centres. The Mission observes that a good start on these lines seems to have been made in Lae.

CHAPTER V.

DEFENCE, INTERNATIONAL RELATIONS AND THE ROLE OF THE UNITED NATIONS

446. The Mission encountered a growing interest in all aspects of the Territory's relationship with the outside world as self-government and independence approach. After centuries of isolation, New Guineans are beginning to be aware of the existence of other countries. Australia has, of course, been known about, and even visited by some, for many years. But it is only recently that a few have begun to visit other countries in the South Pacific and South-East Asia, and even the United States, Africa and Europe. Those who have done so have returned with a new perspective on their own country's problems and have been encouraged to discover that these are not unique. Members of the Mission found everywhere particularly keen interest in the experiences of other developing countries. In the districts nearest to the West Irian border there was special interest in the experiences of that nearby part of Indonesia. On several occasions the Mission was asked about the future defence of the Territory, especially after independence, and the role of the United Nations in ensuring its security.

447. It is generally understood that after internal self-government, defence and foreign relations will remain the responsibility of Australia until independence. In each of these fields, however, considerations arise that call for early attention.

448. In the field of defence it is becoming desirable that the present defence forces in the Territory, while remaining part of the Australian forces and under Australian command, should be given a focus of local loyalty. At Wewak, the Mission visited one of the two battalions of the Pacific Islands Regiment, which, despite its misleading name, is the nucleus of the future Papua and New Guinea Army, and also the naval training establishment on Manus Island, where five small naval patrol vessels are based, forming the nucleus of the Territory's Navy. The Mission was impressed in both places by the emphasis placed on training local officers and on inculcating into officers and men a sense of nationhood and of service to their own country. But so long as the units stay, as for the present they must, under Australian command, there is a risk that they may remain somewhat isolated from the civic life of their country. To avoid this and to ensure that by the time independence comes the armed forces are accustomed to acting under the control of indigenous politicians and not independently, a ministerial member might be appointed with responsibility for liaison with the defence forces and with the task of visiting all units from time to time and impressing upon them that they are to be the servants of the House of Assembly. The Mission formed the impression that such loyalties are already well instilled in the police force. This force, with a strength of about 3,700, including some 200 overseas officers, will have a vital role to play in future years, and special attention should be paid to maintaining its discipline and morale at a high level. The Mission understands that it is intended to increase the size of the police force so as to extend its regular policing activities and provide a permanent police presence in more areas.

449. In the field of foreign relations, steps have already been taken to prepare for the day when an independent Papua and New Guinea will handle its own affairs. It is the policy of the Australian Government increasingly to consult the Territory on all significant policy issues, including foreign affairs. To facilitate the handling within the Administration of matters concerning international relations, an International Affairs Branch has been set up in the Department of the Administrator. In 1970, two indigenous officers were selected for foreign service training with the Department of Foreign Affairs in Canberra. One of the officers has completed the course and is now receiving further training in the Territory. The Territory is represented directly at meetings of the Economic Commission for Asia and the Far East, of which it is an Associate Member, and of the South Pacific Commission. Representatives of the Territory are regularly included in Australian delegations to meetings of other United Nations bodies, Commonwealth conferences and similar suitable organizations. Membership has been sought in the Asian Development Bank, and consideration is being given to seeking membership in other international organizations. A significant number of local politicians and officials has been sent overseas for specific purposes during the past year and the flow is continuing. While the Mission was in Port Moresby, an invitation was accepted from the Indonesian Parliament to the Speaker and five Members of the House of Assembly to visit Djakarta. Such visits can be of value in improving relations and removing misconceptions.

450. It is important that all such activities should be continued and every opportunity taken to open new windows on the world for New Guineans. It will be particularly valuable for the Territory's young people to gain experience in other countries, particularly in developing nations. It is to be hoped that every possible assistance may be provided, both by the United Nations and by individual member countries, in making available scholarships, student exchanges and other means to this end.

451. In New Guinea there is much interest in the United Nations, particularly in its role in relation to the Trust Territory, both now and in the future, and its financial and technical assistance. But there is also much ignorance. The Territory has attracted aid amounting over the past five years to about \$US4 million from the United Nations Development Programme and about \$US22.5 million in loans and credits from the International Bank for Reconstruction and Development and the International Development Association. The Mission met very few people who had any knowledge of this assistance. There was similar ignorance about the relationship of the United Nations to the Trust Territory. The Mission was often asked whether trusteeship would continue under self-government and whether any United Nations support would be available for the defence of the Territory after independence. There seems to be an urgent need for much basic education on these matters. It will be particularly important, as self-government and independence approach, to give all possible reassurance to broad sections of the population of the continuing interest and support of the United Nations for the Trust Territory. It might also be desirable for the United Nations to demonstrate by all available means its continuing interest and support for the whole Territory of Papua and New Guinea.

452. The Mission discussed this whole question with the Director of the United Nations Information Centre at Port Moresby. The Centre receives good co-operation both from the Administration's Department of Information and Extension Services and from the radio services, and it is active in using the materials and the

resources available to it. The Mission formed the impression, however, that neither are adequate to meet the special requirements of the situation. Most of the material received from New York is not suitable for local use, since it either deals with United Nations activities remote from New Guinean concerns or is too sophisticated for ready comprehension by the general public. The Information Centre does not have the money to produce much suitable material locally nor has it either the funds or the staff to do the travelling which is indispensable if direct personal contact is to be made with the people of this very extensive Territory. Personal meetings, lectures and oral discussion are by far the most effective means of communication, as illiteracy is general and vernacular newspapers are non-existent.

453. The Mission considers that there is a strong case for adapting the role of the Centre to the special needs of a Trust Territory on the way to self-government and independence, for substantially increasing its budget so as to enable it to concentrate on the local production of suitable material and for providing it with both the funds and the staff necessary to enable the Director and his colleagues to travel far more extensively than at present. The Mission hopes that urgent consideration may be given to this recommendation.

CHAPTER VI

FUTURE OF THE TERRITORY

454. The question of future constitutional advance loomed large in the Mission's public meetings and discussions in all parts of the Territory. There were special reasons for this. The House of Assembly's Select Committee on Constitutional Development had been touring the country to seek the views of the people on this subject only a week or two before the arrival of the Mission. There were known to be differences of view and the question was thus an active political issue in the Territory. Interest had been aroused by General Assembly resolution 2700 (XXV) of 14 December 1970, and especially by its provision calling upon the administering Power to prescribe, in consultation with the elected representatives of the people, a specific time-table for the free exercise by the people of Papua and the Trust Territory of New Guinea of their right to self-determination and independence. The whole question was also well known to be the subject of debate in Australia.

455. The Australian Government had consistently stated that Australia was ready to move on to full internal self-government and independence when a majority of the people of Papua and New Guinea wanted it. In a speech at Port Moresby on 6 July 1970, introducing proposals for constitutional advance, the Prime Minister of Australia, Mr. John Gorton, had put it thus:

"We don't want to remain in the Territory one week against the wishes of the majority of its people. We don't think we ought to get out of the Territory against the wish of the majority of its people. We don't want to rule any peoples without their consent. We don't think it proper to move out and possibly help a vocal minority rule a majority without that majority's consent, and one can't put a time-table on this but one can say these are steps towards the time when this Territory will be self-governing and when its people will express their views. And we will take account of those views instead of imposing our views on them as to a date for self-government and independence."

On the same day, Mr. C.E. Barnes, the Minister for External Territories, stated:

"The Government reaffirms its policy that it will continue to develop the Territory for self-government and independence but it will not set any arbitrary date or time-table against the wishes of the people of the Territory. Moreover, these changes do not in any way affect the Commonwealth's policy on the level of aid to Papua and New Guinea. They do not affect the Government's intention that large scale aid will be maintained after self-government and independence."

456. On the other hand, Mr. Gough Whitlam, the Leader of the Opposition in Australia, had stated, during a visit to Port Moresby on 12 January 1970, that if a Labour Government emerged from the elections to be held in Australia before the end of 1972, then

"... New Guineans will have home rule as soon as a Labour Government can make the necessary arrangements with the House of Assembly which will also be elected

in 1972. This means that laws made by the Assembly will no longer be subject to veto by the Australian Government; that all matters affecting the welfare of the New Guinean people except defence and foreign affairs will be subject to laws made by the Assembly alone; and that those laws will be administered by a public service responsible only to the House of Assembly. Australians who remain in the service of the New Guinea Government will equally be responsible to the House of Assembly but the Australian Government will accept responsibility for their salaries and the welfare of their families. The House of Assembly will decide the form of the **constitution** New Guinea is to have after independence. It is certain that the assumption of an increasing measure of responsibility will accelerate the desire and ability to accept total responsibility. In this sense it is true that the people of New Guinea will decide their own time-table for independence."

In the same statement, Mr. Whitlam also spoke of Australian aid:

"There is no divergence between the parties on this crucial point. It is Labour policy and it is Liberal policy that aid in finance and advice will continue. It is our firm belief that it will increase. It is certain that for the rest of this century at least Australia will be a donor nation to developing nations. New Guinea will long be a principal recipient."

During a further visit to the Territory a year later, on 17 January 1971, Mr. Whitlam stated:

"In Papua New Guinea it will be found increasingly that the question of the timing of self-government involves a quibble about the matter of two or three years. Even if the Gorton Government were to survive, self-government will come in the lifetime of the next House of Representatives. The Australian Government has a clear duty to speed up preparations for the inevitable day. Target dates for self-government and independence should be set now, as we are obliged to do by the unopposed decision of the United Nations General Assembly."

457. Similar differences of emphasis have manifested themselves in the attitudes of the two main political parties in Papua and New Guinea, the Compass Party advocating a gradual step-by-step approach without naming dates, and the Pangu Pati advocating self-government in 1972. The matter was dealt with in the final report which the Select Committee on Constitutional Development presented to the House of Assembly on 4 March 1971. The Mission was present at this meeting. The Select Committee recalled that it had made two tours of the Territory, the first in April-May 1970 and the second in January-February 1971. It stated that on the evidence submitted to the Committee during its tour in 1970, the majority of the people of Papua and New Guinea had expressed opposition to early internal self-government. The Committee also noted that there was a widespread lack of appreciation and understanding of the meaning and implications of internal self-government. The Committee's report continued:

"The majority of the people of Papua and New Guinea again expressed their opposition to early internal self-government during your Committee's tour. However while in the first tour the majority of the people were not prepared to consider when internal self-government should come about in Papua and New Guinea your Committee found in its recent tour that the response of the people to this question had changed. Most people are now prepared to discuss when they feel the time would be appropriate for internal self-government to come to Papua and New Guinea.

"At the moment the majority of the people of Papua and New Guinea feel that internal self-government should come about no sooner than during the life of the 1976-1980 House of Assembly. Many people, particularly those of the Western and Southern Highlands oppose early internal self-government. Those who oppose early internal self-government feel that there is a need for much economic, social and educational development and that there is a need for skilled local manpower in all aspects and areas of government before internal self-government can become a reality for the Territory. On the other hand, there are a number of people who feel that the time is now ready for internal self-government to come about in Papua and New Guinea. A summary by districts of the opinion of the people of the Territory on the issue of internal self-government is attached as appendix 'A' to this report.

"Your Committee believes that the rate of political development and awareness in Papua and New Guinea is accelerating. Your Committee is aware that the policy of the Australian government is for the steady advancement of Papua and New Guinea along the road to self-government under the terms of the Papua and New Guinea Act. The changes announced by the Right Honourable the Prime Minister in July 1970 have resulted in an acceleration in the advancement of this country towards internal self-government. Because of this rate of advance the possibility may exist that the majority of the people of the Territory may request that the country move to internal self-government before the end of the life of the next House of Assembly. Also your Committee is aware that there could be a change of government in Australia which could result in internal self-government becoming a reality before the majority of the people are prepared to accept it.

"Your Committee therefore recommends that the development of the Territory be geared to preparing the country for internal self-government during the life of the next House of Assembly so that should it become a reality earlier than expected or if it is in fact requested by the people then, then the move to internal self-government can be made at that time with the least possible amount of administrative disruption.

"Your Committee is concerned that attention be given to the sort of economic and political arrangements and relationships which might be developed between Papua and New Guinea and Australia at internal self-government and recommends that these be considered as part of the programme of development towards internal self-government.

"Your Committee feels that target dates for internal self-government and independence should not be arbitrarily set. Your Committee nevertheless believes that an approximate time-table, such as it now recommends, will provide a sense of direction to the development of Papua and New Guinea for internal self-government.

"If programmes are developed now with the view that the Territory may become internally self-governing during the life of the 1972-1976 House, your Committee feels this should ensure a smooth transition to internal self-government when the people are ready for it.

"Your Committee believes in the planned gradual development of Papua and New Guinea for internal self-government and believes that the attainment of internal self-government should merely be a further step in an orderly process of development." 10/

458. The Select Committee in its report then went on to recommend that the Territory's system of government should be a single central government as at present and that the legislature should comprise one house of parliament as at present. It made recommendations for modifying the membership of the House of Assembly by increasing the number of open and regional electorates to eighty-two and eighteen, reducing the number of official members to four and providing for three nominated members. It recommended that the name of the whole Territory be Niugini and proposed designs for a crest and a flag. The report said nothing about independence.

459. From its own observations, the Mission believes that the Select Committee's findings are sound. At the Mission's meetings many speakers, especially in the towns on the coast and islands, spoke strongly in favour of self-government in 1972 or soon after; but even more speakers, chiefly in the remote areas and the Highlands, said that they were not yet ready for it. Of these, some were prepared to name a date such as 1976 or later, while others would say only that they would be ready when their area had more economic, social and educational development. It was noteworthy, however, that few condemned self-government; the argument was mainly about the timing. Some confusion was evident about the meaning of self-government. For example, it seemed often to be assumed that it meant all Australian officials would leave and all outside aid cease. Independence was less often discussed. Many seemed not to understand the distinction between independence and self-government. Most of those who did understand preferred to leave the date of independence to be decided only after self-government, though a few were prepared to suggest independence in 1976 or during the life of the 1976 House of Assembly. Many speakers expressed forcibly the view that dates for self-government and independence should be decided by the people of Papua and New Guinea and not imposed from outside.

460. The Mission is convinced that there has been a marked evolution of opinion on this whole matter and that people who in 1968 were not willing to contemplate self-government or independence are now thinking seriously about it. The Mission therefore considers the Select Committee to have been fully justified in believing that the rate of political development is accelerating and in suggesting that because of this rate of advance there may be a majority demand for internal self-government before the end of the term of the House of Assembly which will serve from 1972 to 1976. Moreover, the Mission strongly supports the Committee's recommendation that the development of the Territory be geared to preparing it for self-government during the life of the next House.

461. The Mission considers it important that progress towards full self-government should be seen to continue without interruption as a continuous process. This will call for the gradual transfer of further powers to ministerial members and

10/ Final report of the Select Committee on Constitutional Development, March 1971, paras. 7-14.

for the full use by those members and by the House of Assembly of the fairly extensive powers and responsibilities which they already possess but which some have been hesitant to exercise. It will demand an intensification of present efforts to localize the public service, especially in district administration and the magistracy, and to conclude satisfactory arrangements for the retention in the service of experienced expatriates and for the compensation of those who leave. It will also require a redoubled effort to meet the rising demand, especially in backward areas, for more educational facilities, more economic development and greater indigenous participation in business enterprises. Above all, it will call for more intensive political education and for an improvement in communication between the Administration, including the House of Assembly, and the people.

462. It will be important not to over-dramatize the advent of self-government but to ensure that, as it approaches, it is fully understood and accepted as a step in a steady process of political evolution. It will be particularly important to avoid a situation where political differences develop on purely regional lines, and whole areas seek either to go it alone to self-government or to opt out of it, or even to oppose it by violent means. To this end, it will be necessary to take care to associate representatives of all shades of opinion with the preparation for self-government and to make sure that all measures are seen to have been worked out in joint consultation with all such representatives and not decided arbitrarily by some outside authority.

463. Similar considerations will apply also to the eventual move from self-government to independence. The Mission believes that the chief responsibility for deciding about this step should rest with the government of a self-governing Papua and New Guinea in consultation with the Australian Government. While it would therefore be premature to attempt to set a firm date for independence at this stage, the Mission considers that it would be both prudent and realistic to assume for planning purposes that independence will be achieved during the life of the Fourth House of Assembly.

464. The Mission heard many expressions of concern about the unity of the whole Territory as it moves towards self-government and independence. This concern related both to incipient separatist tendencies in areas such as Bougainville and the Gazelle Peninsula of New Britain and to fears that Papua's different international status might cause it to move away from New Guinea. It will be important to give what assurance is possible on both counts.

465. The Mission shares the view expressed by the Select Committee that the vast majority of the people of Papua and New Guinea desire a strong central government and a united country. It accordingly believes that in the interest of the country as a whole separatism must be discouraged. In the Mission's opinion, however, the surest answer to separatist tendencies probably lies in steady progress towards full self-government and independence for the whole country. In Bougainville, the present sense of separateness might be further diminished if at some later date the people of the British Solomon Islands Protectorate were to opt for unification with an independent Papua and New Guinea.

466. The fact that Papua is an Australian Territory and Papuans are Australian citizens, while New Guinea is a Trust Territory of the United Nations and its people are Australian protected persons, confers no practical benefits but it does cause confusion. As the Select Committee has recorded, it has given rise to

a claim by certain Papuans that Papua should be treated separately as regards internal self-government and to a suggestion by some New Guineans that Papua should be brought under the International Trusteeship System. The Mission considers this latter suggestion to be questionable at this late stage. But they do believe it to be desirable that a single citizenship law should be established for internal purposes as soon as possible for the whole Territory. Any proposal to this effect should first be initiated by the House of Assembly for discussion with the Australian authorities. It would also be helpful if both the Australian Government and the competent organs of the United Nations were to take any appropriate opportunity to emphasize publicly that the destiny of Papua and New Guinea is to move on to full self-government and independence as a single united country.

467. The united Territory's relationship with Australia will continue to be of the utmost importance for its future peace and prosperity. The Mission is satisfied that present and future Australian Governments will wish that relationship to be harmonious and will be ready to consider affording the Territory continued aid and support to that end. It is with this in mind that the Mission wishes to draw attention to one question that could harm good relations in the future. This is the question of the border with Queensland. The border runs within a mile of the Papuan coast and includes under Queensland jurisdiction all the intervening islands, including three, with a total population of 370, which lie close inshore. This situation is regarded locally on the Papuan side as anomalous and there is incipient pressure for revision of the boundary in the Territory's favour. This is far from being a national issue as yet, but could develop into a source of potential friction unless sympathetically handled. The Australian Government has sought to establish an equitable settlement of fishing and oil exploration rights in the Torres Straits and Papuan Gulf area; but they point out that boundary revision would raise constitutional problems in Australia as well as particular difficulties in relation to possible resettlement of the inhabitants of the islands, who have expressed opposition to being transferred to the jurisdiction of Papua and New Guinea. The question is one which, in the opinion of the Mission, merits being kept under constant review.

CHAPTER VII

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

A. Political advancement

468. Recent arrangements involving substantial transfer of authority to local ministerial members seem to be working well; the process of transfer will need to be continued, especially in the fields of internal administration and economic development (paras. 282-284).

469. The lack of political parties with a solid nation-wide base is a source of weakness in the House of Assembly; consideration should be given to possible means of encouraging existing parties to establish a truly national organization (paras. 286-289).

470. The programme of localization of the judiciary needs to be speeded up (paras. 290-292).

471. In local government there remains a gap between the local councils and the central government; the proposed new area authorities are to be welcomed and should be given as much real authority and responsibility as is consistent with the overriding aim of maintaining the unity of the whole Territory (paras. 293-298).

472. Localization of the public service needs a new impetus, especially in the Division of District Administration; there is urgent need to establish a clear programme for retention of experienced expatriate officers with special skills and for adequate compensation of those displaced; special attention needs to be paid to conditions of service of local officers, especially in the field of housing (paras. 299-306).

473. Political education will require the co-operation of all administration officers, teachers and others to prepare the people for self-government; some expatriates will need to adapt their attitudes and business methods; confident indigenous leadership will be called for (paras. 307-311).

B. Economic Advancement

474. The economy is beginning to develop rapidly, thanks to substantial overseas investment and to various measures of encouragement for indigenous enterprises; help for the co-operative movement should be maintained; and the establishment of enterprises financed wholly from public funds should not be excluded (paras. 312-326).

475. The proposed measures of land reform will depend for their success on the allocation of sufficient personnel and the adoption of suitably simplified techniques; alienated land presents a problem in certain localities and the Administration should acquire it where opportunity offers; land should also be acquired in urban development areas and along the main highways (paras. 327-335).

476. Despite sustained efforts at diversification of agricultural production, coffee is the only major crop of which the bulk is produced by indigenous growers; consideration might be given to soil improvement, to further expansion of fishing with protection for traditional rights and to encouragement of indigenous participation in forestry enterprises (paras. 336-354).
477. Mining offers encouraging possibilities; the experience of the Bougainville Copper Company underlines the importance of associating the local people closely with operations from the outset; in Bougainville alternative means of employment will need to be fostered, especially for the 7,500 employees to be laid off after completion of the initial construction of the mining project (paras. 355-362).
478. Manufacturing industry, small in scale and mostly in expatriate hands will continue to need limited tariff protection (paras. 363-365).
479. Tourism offers possibilities, especially if greater resources can be devoted to the development of nature reserves and the establishment of museums (paras. 366-368).
480. Road construction has made good recent progress and needs developing into a territorial network; sea communications still suffer from high freight rates (paras. 370-373, 376 and 377).
481. Imports have grown faster than exports, owing in large part to exceptional imports of equipment for the Bougainville copper projects; Australia, the United States and Japan have increased their favourable balances of trade with New Guinea, while the United Kingdom and the European Economic Community (EEC) have unfavourable balances; agreement should be sought to ensure the maintenance of purchases by the enlarged EEC from New Guinea after the United Kingdom's entry (paras. 380-383).
482. The remittance of profits on the increasing amounts of overseas capital invested in the Territory will need careful watching in the future (paras. 386 and 387).
483. Financially, the Trust Territory is still heavily dependent on external aid; consideration should be given to further means of reducing this dependence so far as the Territory's annual budget is concerned and of treating separately various forms of development expenditure (paras. 388-393).
484. Indigenes are benefiting increasingly from the credit operations of the Development Bank; it will be desirable eventually to set up a reserve bank for the Territory and perhaps establish a local currency entirely guaranteed by the Australian dollar (paras. 395-400).
485. Economic development will have to take account of political and social changes and of the Territory's continuing financial dependence on Australia and international aid (paras. 401-404).

C. Social advancement

486. In primary education, attention should be paid to the needs of the less favoured regions and ways of mitigating the social problems resulting from failure of primary school leavers to secure secondary places (paras. 408-413).
487. Emphasis should continue to be placed on further development of secondary education, including vocational and technical training, and on relating these to the opportunities available for employment and for higher education (paras. 414-416).
488. Consideration should be given to the recruitment on contract for specific periods of qualified teachers from other countries such as the Philippines; and to the inclusion in the high school curriculum of more foreign language teaching and studies of the geography and history of other developing countries (paras. 417-419).
489. Public health services are impressive. Emphasis should continue to be placed on preventive medicine with special attention to control of pneumonia and malaria (paras. 426-429).
490. Workers' organizations are still weak and assistance from the International Labour Organisation could be of value (paras. 430-433).
491. Improvement in the status of women is most marked among the educated younger women (paras. 434-437).
492. There is no overt discrimination, but social segregation needs watching (paras. 438-440).
493. The growth and increasing mobility of the population are beginning to create social problems that call for attention (paras. 441-445).

D. Defence, international relations and the role of the United Nations

494. While defence and foreign relations will remain the responsibility of Australia until independence, the present local forces should be given a focus of local loyalty through the early appointment of a ministerial member with responsibility for liaison with them (paras. 447-448).
495. All opportunities should continue to be taken and further assistance given to enable New Guinean politicians and officials, as well as young people, to gain knowledge and experience in other countries, particularly in developing nations (paras. 449 and 450).
496. The United Nations should demonstrate its continuing interest and support for the whole Territory; to this end the budget and staff of the United Nations Information Centre in Port Moresby should be increased (paras. 451-453).

E. Future of the Territory

497. The Mission endorses the findings of the Select Committee on Constitutional Development; in particular it agrees with the Committee that since the rate of political development is accelerating there may be a majority demand for internal self-government before the end of the 1972-1976 House of Assembly; and that, in consequence, the development of the Territory should be geared to preparing it for self-government during the life of the next House (para. 460).

498. The Mission considers it important that progress towards full self-government should be seen to continue without interruption; there are matters in the fields of localization, economic development and political education which, in its opinion, will merit particularly close attention in the years ahead (para. 461).

499. While the chief responsibility for setting a date for independence should rest with the government of a self-governing Papua and New Guinea, the Mission believes that it would be both prudent and realistic to assume for planning purposes that independence will be achieved during the life of the Fourth House of Assembly (para. 463).

500. The Mission recommends that, since the vast majority of the people desire a strong central government and a united country, separatism should be discouraged; that a single citizenship law should be established soon for internal purposes for the whole Territory; and that appropriate opportunities should be taken to emphasize publicly that the destiny of Papua and New Guinea is to move on to full self-government and independence as a single, united country (paras. 464-466).

501. The Mission considers that in the interest of future good relations between Australia and the Territory, the question of the border with Queensland should be kept under constant review (para. 467).

ANNEXES

ANNEX I

ITINERARY OF THE MISSION

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered (statute miles)</u>
24 January	Papua	Mission assembled in Port Moresby	11,980
25 January		Held discussions with the Administrator and senior Administration officials	
		Visited University of Papua and New Guinea	
		Visited the Administrative College	
26 January		Visited United Nations Information Centre	
		Held discussion with Economic Adviser	
		Visited Bomana Police Training College	
		Visited Papua and New Guinea Electricity Commission Training School	
27 January	Eastern Highlands District	By air to Goroka	268
		Meeting with Asaro-Watabung Local Government Council	
		Inspected Council Pig Project, Asaro Rural Police Post and Health Centre, Goroka Base Hospital	
28 January		Departed from Goroka by air overflying Lufa, Marawaka, Okapa, Aiyura Agricultural Experimental Station, Ukarumpa Summer Institute of Linguistics headquarters and Arona Valley - site of the Ramu hydro-electric scheme	
		Arrived Kainantu	40
		Meeting with Kainantu Local Government Council	
		Departed Kainantu by road	
		Meeting with Okapa Local Government Council	

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered (statute miles)</u>
		Meeting with Henganofi Local Government Council	
		Returned to Goroka	50
29 January		Visited Goroka Teachers Training College and held discussion with students	
		Held public meeting in Red Cross Hall	
		Held a joint meeting with Highlands Farmers' and Settlers' Association and Goroka Chamber of Commerce	
		Visited J.K. McCarthy Museum, Tropical Pig Breeding Centre of Department of Agriculture and Fisheries, Mr. John Akunai's plantation, Mr. Auwo Kotauwo's poultry and mixed business enterprises, and the business enterprises of Mr. Harry Gotaha	
30 January	Morobe District	By air to Lae	120
		Discussions with administration officials	
31 January		Visited Butibum Village	
1 February		Departed by air to Kabwum	30
		Inspected Agricultural Station	
		Held public meeting	
		Departed by air to Finschhafen	55
		Held public meeting	
		Returned to Lae by air	60
2 February		Visited Namasu Marketing Society	
		Visited Institute of Higher Technology	
		Visited New Guinea Containers Factory	
		Meeting with Huon Local Government Council	
		Meeting with leaders of Morobe District Workers Association	
		Meeting with members of Chamber of Commerce	
		Held public meeting	

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered (statue miles)</u>
3 February	West New Britain District	Departed Lae for Kandrian by air	180
		Held public meeting	
		By air to Hoskins	85
		By trawler from Hoskins to Kimbe	20
4 February		By trawler to Hoskins	20
		Public meeting with people from Talasea and Hoskins area	
		Inspected oil palm processing plant	
		Public meeting with representatives from all palm oil resettlement areas	
		By trawler to Kimbe	20
5 February	East New Britain District	By trawler to Hoskins	20
		By air to Rabaul	150
		Meeting with Gazelle Peninsula, Mengen and Bainings local government councils	
		Meeting with Chamber of Commerce	
		Public meeting with representatives of various organizations and urban community	
6 February		Discussion with administration officials	
		Meeting with Planters' Association	
		Meeting with Mengen and Bainings local government councils	
		Meeting with Mataungan Association	
		Meeting with Warbete Group at Navunaram	
		Discussions with secondary and tertiary student representatives at Vunakanau	round trip 24
7 February		Meeting with Mr. Oscar Tammur, member of House of Assembly and patron of Mataungan Association	
		Visited Mr. Merima Tomakala's farm and business enterprises	
		Visited Ralum Club, Kokopo	round trip 35
		Meeting with Gazelle Peninsula Local government council members	

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered (statute miles)</u>
8 February	Bougainville District	By air to Hutjena, Buka	190
		Inspected fermentery of Hamuri Society	
		Visited Hutjena High School	
		Public meeting at Buka Local Government Council Chamber	
		By air to Wakunai	50
		Held public meeting at Wakunai local government council chamber	
		By air to Kieta	35
9 February		Held public meeting	
		By air to Buin	42
		Held public meeting	
		Inspected Buin Marketing Society	
		Returned to Kieta	42
		By road to Panguna	
		Inspected Bougainville Copper Pty. Ltd.	25
10 February	New Ireland District	Returned to Kieta	25
		Visited Radio Bougainville	
		By air to Namatanai	280
		Held public meeting	
		By air to Kamiraba	55
		By road to Konos	11
		Held public meeting at Konos	
11 February		By road to Kamiraba	11
		By air to Kavieng	80
		By air from Kavieng to Taskul, New Hanover	round trip 50
		Held public meeting with Lavongai council members and public	
		Visited an aid post at Taskul	
		Visited Carteret Primary School in Kavieng	
		Visited Utu High School	
		Held public meeting at Civic Hall	

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered (statute miles)</u>
12 February	Manus District	By air to Momote (Manus)	237
		By car to Lorengau	13
		Discussions with administration officials	
		Visited Fisheries Technology Block	
		Visited Manus High School	
		Visited Co-operative Wholesale Society Store	
		Held public meeting in Lorengau	
13 February	West Sepik District	Visited the naval base at Lombrum	18
		By air to Vanimo	425
		Discussion with administration officials	
		Held public meeting at Vanimo local government council chamber	
15 February		By air to Telefomin	170
		Held public meeting	
		By air to Aitape	146
		Held public meeting	
		By air to Lumi	30
		Held public meeting	
		Returned to Vanimo	75
16 February	East Sepik District	By air to Maprik	140
		Discussions with administration officials	
		Visited Sepik Baynyik Agricultural Station	
		Visited Sepik Producers' Co-operative	
		Visited <u>haus tambaran</u>	
		Held public meeting	
		Visited Dual Curriculum Primary School	
		By air to Wewak	40

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered (statute miles)</u>
17 February		Departed for Ambunti by air	72
		Held public meeting at Local Government Council House	
		By air to Angoram	85
		Held public meeting	
		Returned to Wewak	46
18 February		Visited Yarapos Girls' High School	
		Visited Kainde Teachers' Training College	
		Visited Pacific Islands Regiment, Moem Barracks	
		Held public meeting at Papua-New Guinea Volunteer Rifles' Drill Hall	
		Visited Catholic Mission Wirui	
19 February	Madang District	Departed Wewak for Madang	208
		Discussion with administration officials	
		Meeting with council members and people of Ambenob and Sumgilbar	
		Visited Mr. Kiup Nalon's business premises	
		By air to Karkar Island	48
		Meeting with people and council members of Karkar Island	
		By air to Saidor	81
		Meeting with people and Councillors of Rai Coast Local Government Council	
		By air to Madang	52
20 February		Visited Madang Market	
		Visited Mr. Tom Makis' business premises	
		By air to Bundi	52
		Meeting with people and Council members of Bundi, Usino, Simbai and Arabaka	
		Visited Catholic Primary School	

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered (statute miles)</u>
20 February (continued)		Returned to Madang Public meeting at Madang Inspected low covenant houses Inspected cocoa plantation owned by Mr. Besabes	52
22 February		Departed Madang for Mendi Discussion with administration officials Informal discussion with district elected officials Visited Council weaving centre Visited Mendi High School and held informal discussions with students Visited vocational school	160
23 February	Chimbu District	Departed Mendi for Kundiawa by air Discussion with administration officials Public meeting at Kundiawa Council chambers By vehicle to Dumun Primary School for a public meeting with Sinasina council members and public By road to Elimbari council chambers Public meeting with Elimbari Council members and public Returned to Kundiawa by road	90 12 round trip 30
24 February		Visited Territory Malaria School Visited Chimbu Coffee Co-operative Departed Kundiawa for Wandu by vehicle Public meeting Departed by road to Kerowagi Public meeting with council members and public Inspected Kerowagi High School Meeting with students of Kerowagi and Kandiu high schools	

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered (statute miles)</u>
24 February (continued)		En route to Kundiawa visited Mr. Danga Mondo's agricultural block	
		Returned to Kundiawa	round trip 24
25 February	Western Highlands District	Departed Kundiawa for Mt. Hagen by air	52
		Discussion with administration officials	
		Public meeting at council chambers	
		By air to Banz	
		Public meeting at Wahgi local government council chamber	
		Returned to Mt. Hagen	round trip 60
		By road to Baisu Corrective Institution	
		Returned to Mt. Hagen	round trip 30
26 February		By air to Laiagam	60
		Public meeting	
		By air to Wabag	8
		Public meeting	
		By air to Wapenamanda	7
		Public meeting	
		Visited Waso Marketing Centre	14
		Returned to Mt. Hagen	
27 February	Papua	Departed by air from Mt. Hagen to Port Moresby	314
1 March		Discussions with the Administrator Attended sitting of House of Assembly	
2 March	Western District	Departed Port Moresby for Daru	271
		Informal meeting at Kiwai local government council chamber with administration officials, Council members and public	
		Visited Daru High School	
		By air to Balimo	

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u> <u>(statute miles)</u>
2 March (continued)		Informal meeting with Administration officials, local government council members and public	
		Returned to Daru	round trip 150
3 March	Central District	Departed Daru for Tapini by air	262
		Informal meeting with administration officials and people of Tapini area	
		Visited Administration School	
		Returned to Port Moresby by air	81
		Visited United Nations Information Centre	
		Mr. Blanc held discussions with Mr. Meertens, Registrar, Land Titles Commission	
4 March		Visited Technical Training School	
		Discussion with members of House of Assembly	
		Visited University of Papua and New Guinea	
		Meeting with students	
		Attended evening sitting of House of Assembly	
5 March		Discussion with members of Select Committee on Constitutional Development	
		Discussion with manager, Development Bank of Papua and New Guinea	
		Discussion with Economic Advisor	
		Discussion with Executive of Public Service Association	
		Discussion with the Administrator	
6 March	Australia	Departed from Port Moresby to Canberra	1,800
8 March		Meeting with Secretary and senior officers, Department of External Territories	

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered (statute miles)</u>
8 March (continued)		Called on Secretary, Department of Foreign Affairs Meeting with senior officers, Department of Foreign Affairs	
9 March		Meeting with members of Parliamentary Foreign Affairs Committee	
10 March		Meeting with Minister for External Territories	
11 March		Meeting with Mr. Gough Whitlam, Leader of the Opposition	
		Departed from Canberra for New York	<u>10,454</u>
		Total	<u>29,922</u>

ANNEX II

PAPUA AND NEW GUINEA ACT 1949-1968

Approved Arrangements Under Section 25

WHEREAS sub-section (2.) of section 24 of the Papua and New Guinea Act 1949-1968 provides that the Minister for External Territories shall determine from time to time the matters in respect of which the holder of a ministerial office is to perform his functions being all or any of the matters to which the functions of a specified department of the Public Service relate;

AND WHEREAS sub-section (1.) of section 25 of the Papua and New Guinea Act 1949-1968 provides that in respect of the matters so determined the functions of a Ministerial Member or Assistant Ministerial Member are to assist in the administration of the government of the Territory and in particular -

(a) to take part in the formulation of policies and plans and of proposals for expenditure in relation to those matters and in the direction of activities of the department of the Public Service dealing with those matters;

(b) to represent or assist in representing, the Administration in the House of Assembly; and

(c) in the case of a Ministerial Member to make recommendations to the Administrator's Executive Council in relation to those matters;

AND WHEREAS it is further provided by sub-section (1.) of section 25 that such functions are to be carried out to the extent and in the manner provided by arrangements approved by the Minister for External Territories and applicable to the office of the Ministerial Member or Assistant Ministerial Member,

NOW THEREFORE I, Charles Edward Barnes, Minister of State for External Territories, DO HEREBY APPROVE the following Arrangements applicable to each office of Ministerial Member and Assistant Ministerial Member.

A. Responsibilities in connexion with the Department

(1) In accordance with the Governor-General's Instructions given to the Administrator, pursuant to the powers conferred by section 15 of the Papua and New Guinea Act 1949-1968, a Ministerial Member or Assistant Ministerial Member shall exercise full authority, and accept full responsibility, in relation to the matters specified for the respective designations in the appendix attached hereto. In so doing a Ministerial or Assistant Ministerial Member shall not act inconsistently with -

(a) the programmes and policies of development from time to time agreed upon by the Commonwealth of Australia and the House of Assembly of the Administrator's Executive Council, as the case may be;

(b) any lawful agreement or obligation entered into by the Administration of Papua and New Guinea or by the Commonwealth of Australia in respect of the Territory of Papua and New Guinea.

(2) In respect of those matters not specified in the appendix, a Ministerial or Assistant Ministerial Member shall -

(a) be responsible within the framework of broader government policy for decisions regarding policy and for administrative actions of the department, or part of the department as may be determined, in its day-to-day activities (other than management and Public Service aspects);

(b) be responsible for the formulation of plans and proposals for departmental, or part of the Department as may be determined, expenditure including the formulation of draft departmental estimates.

(3) In carrying out his functions, a Ministerial or Assistant Ministerial Member shall -

(a) refer policy decisions or other matters to the Administrator's Executive Council where

(i) he considers it necessary to do so; or

(ii) the Administrator's Executive Council or the Administrator so directs;

(b) consider papers and recommendations submitted to him by the department and his decisions shall be recorded in writing and shall be retained as part of the records of the department;

(c) receive advice in all matters relating to the exercise of his functions from the departmental head of the relevant department who is responsible for the general working of that department.

B. Responsibilities in connexion with the Administrator's Executive Council

(1) Except as may be otherwise arranged in any particular instance a Ministerial or Assistant Ministerial Member shall in relation to matters within his competence -

(a) introduce submissions into the Council including proposals for legislation;

(b) present draft estimates of annual expenditure;

(c) give effect to decisions made by the Minister or the Administrator after consideration of the advice of the Administrator's Executive Council;

(2) A Ministerial Member shall participate in the general functioning of the Council under section 19 of the Papua and New Guinea Act;

(3) With respect to the Administrator's Executive Council an Assistant Ministerial Member may, with the agreement of the Administrator, attend a meeting of the Council, when matters in respect of which he is performing the functions of an Assistant Ministerial Member are under discussion, and may be heard at the meeting.

C. Responsibilities in connexion with the House of Assembly

A Ministerial or Assistant Ministerial Member shall generally be responsible in the House of Assembly for matters within his competence and in particular -

(a) he shall answer questions and make official statements concerning those matters and by arrangements other matters; and

(b) he shall introduce legislation concerning those matters and by arrangement other matters, being legislation approved by the Administrator's Executive Council or the Minister for External Territories as the case may be, and shall guide the legislation through proceedings in the House.

In addition to the foregoing in the performance of their functions under section 25 of the Act, Ministerial Members and Assistant Ministerial Members should conform with the accepted code of conduct applicable to holders of ministerial office, notes on which were attached to the Approved Arrangements of 4 March 1970. They should also respect the convention that they will not publicly oppose policies or decisions approved by the Administrator's Executive Council.

I HEREBY REVOKE all prior approved arrangements made pursuant to the powers conferred by section 25 of the Papua and New Guinea Act 1949-1968.

Dated this twenty-first day of August 1970.

(Signed) C.E. BARNES
Minister of State for External Territories

APPENDIX

MINISTERIAL MEMBER FOR AGRICULTURE, STOCK AND FISHERIES
DEPARTMENT OF AGRICULTURE, STOCK AND FISHERIES

Agricultural extension services

Agricultural training other than post-secondary level

Research and technical services in agricultural industries

Fisheries excluding those matters falling within the ambit of the Fisheries Act (Commonwealth)

Export quality control

Primary processing and internal marketing of agricultural products

Flora and fauna conservation and surveys

Disease and pest control

Soil surveys and land use assessments for general and resettlement development

Field implementation of agricultural aspects of settlement and development schemes

Note: 'Agriculture' and 'agricultural' includes pastoral and fishing activities.

MINISTERIAL MEMBER FOR EDUCATION
DEPARTMENT OF EDUCATION

Location, administration and operation of schools, vocational centres and teachers' colleges excluding Goroka Teachers' College

Syllabi

Fees and charges

Mission education operations including grants-in-aid

School commencing age

P. and C. subsidies

Correspondence tuition for secondary schools and vocational centres

Maintenance of students

Scholarships allocation for tertiary training

Education research and teaching methods

Transport of school children

MINISTERIAL MEMBER FOR PUBLIC HEALTH
DEPARTMENT OF PUBLIC HEALTH

Location, administration and operation of hospitals, health centres and aid posts

Ambulance services

School medical and dental services

Dental services including fluoridation

Pharmaceutical services

Child health including pre-schools

Mission health services including grants-in-aid

Mental health services

Red Cross blood transfusion service

Fees and charges for health services

Quarantine

Medical research, including visiting specialists and surveys

Paramedical and nursing training and dental auxiliaries

Environmental health

Control of disease both communicable and non-communicable

Community health services

Family planning

Medical statistics and epidemiology

Health education services

Control of the Medical Board and the Nursing Council

MINISTERIAL MEMBER FOR TRADE AND INDUSTRY
DEPARTMENT OF TRADE AND INDUSTRY

Administration of customs and excise including the collection of duties

Prohibited imports and exports

Alien registration

Censorship

Tourism

Control of dangerous drugs

Promotion and assistance for development of handicraft and cottage industries

Industrial estates

Pioneer industries

Operation of co-operative registry

Provision of co-operative extension services and co-operative education

Business Advisory Service

Territory staffing of overseas trade displays

MINISTERIAL MEMBER FOR LABOUR
DEPARTMENT OF LABOUR

Conciliation in industrial disputes

Industrial safety, health and welfare

Licensing, inspection and technical advisory services on weights and measures, factories' boilers, packaging, explosives and inflammable liquids

Research on labour matters

Employment advisory services

Labour inspections

Workers' compensation

Trades licensing

Industrial and commercial training courses

Apprenticeship training scheme

Worker education programmes and day-to-day advice and assistance to workers industrial organizations

MINISTERIAL MEMBER FOR PUBLIC WORKS
DEPARTMENT OF PUBLIC WORKS

Design, construction and maintenance of public works to approved standards.

MINISTERIAL MEMBER FOR POSTS AND TELEGRAPHS
DEPARTMENT OF POSTS AND TELEGRAPHS

Provision of facilities for collection and transmission of mails and other postal services

Philatelic services

Telephone, telegraph and telex services

Provide, install and maintain broadcasting equipment and operate technical services for administration service.

ASSISTANT MINISTERIAL MEMBER FOR TREASURY
DEPARTMENT OF THE TREASURY

Revenue raised within the Territory excluding protective tariffs

Management of the public debt

Price control

Public utilities excluding those operated by local government councils and other authorities

ASSISTANT MINISTERIAL MEMBER FOR TRANSPORT
DEPARTMENT OF TRANSPORT

Coastal shipping services

Vehicle operating standards and load limits

Control of passenger transport

Road safety

Advisory service to privately owned shipping, airline and road transport services

Administration-owned aerodromes

Operation and maintenance of Administration fleet and transport vehicles

Wrecks, salvage and inquiries into shipwrecks and disasters inside territorial waters

Registration and regulation of shipping

Regulation and operation of ports (other than ports controlled by Papua New Guinea Harbours Board) and pilotage

Nautical training other than post-secondary level

Examination and certification of masters and engineers

ASSISTANT MINISTERIAL MEMBER FOR LOCAL GOVERNMENT
DEPARTMENT OF THE ADMINISTRATOR

Rural and urban local government but not area authority

Local government elections

Local government training

Supervision of the local government service

Grants allocated to local government councils

ASSISTANT MINISTERIAL MEMBER FOR LANDS AND SURVEYS
DEPARTMENT OF LANDS, SURVEYS AND MINES

Grant of leases

Acquisition and reservation of land for purposes within the specified functions of a Ministerial or Assistant Ministerial Member

Conversion of customary land

Town planning

Surveys and mapping

Valuation

National parks and gardens

Declaration of Administration land

ASSISTANT MINISTERIAL MEMBER FOR SOCIAL DEVELOPMENT
AND HOME AFFAIRS

DEPARTMENT OF SOCIAL DEVELOPMENT AND HOME AFFAIRS

Community development
Child welfare
Grants to voluntary agencies
Social welfare assistance
Pensions and aid to destitutes
Government printing services
Undertaking services and cemeteries
Supply, property accommodation and hostels
Fire-fighting services
Archives

ASSISTANT MINISTERIAL MEMBER FOR FORESTS
DEPARTMENT OF FORESTS

Resource assessment
Forestry training other than post-secondary level
Regulation of saw-milling activities
Botanical Gardens, including the Herbarium
Afforestation
Research and technical services

ASSISTANT MINISTERIAL MEMBER FOR CORRECTIVE INSTITUTIONS
DEPARTMENT OF LAW

Supervision of the Corrective Institutions Service
Location, administration and operation of the corrective institutions
Parole and release on licence
Rehabilitation of offenders
Liquor licensing

ASSISTANT MINISTERIAL MEMBER FOR MINES
DEPARTMENT OF LANDS, SURVEY AND MINES

Grant of prospecting authorities except where these are of a scope likely to lead to the issue of a special mining lease

Grant of mining tenements other than special mining leases and leases for mining purposes associated therewith

Safety and inspection of mines

Declaration of gold fields and mineral fields

Mining Advisory Board

Royalties in respect of tenements within his specified functions

Geological surveys

ANNEX III

RESOLUTION 2155 (XXXVIII), ADOPTED BY THE
TRUSTEESHIP COUNCIL ON 18 JUNE 1971

2155 (XXXVIII). Report of the United Nations Visiting Mission
to the Trust Territory of New Guinea, 1971

The Trusteeship Council,

Having examined at its thirty-eighth session the report of the United Nations Visiting Mission to the Trust Territory of New Guinea, 1971 (T/1717),

Having heard the oral observations made by the representative of Australia concerning the report,

1. Takes note of the report of the Visiting Mission and of the observations of the Administering Authority thereon;

2. Expresses its appreciation of the work accomplished by the Visiting Mission on its behalf;

3. Draws attention to the fact that, at its thirty-eighth session, in formulating its own conclusions and recommendations on conditions in the Trust Territory, the Trusteeship Council took into account the recommendations and observations of the Visiting Mission and the observations of the Administering Authority thereon;

4. Decides that it will continue to take these recommendations, conclusions and observations into account in future examination of matters relating to the Trust Territory concerned;

5. Invites the Administering Authority to take into account the recommendations and conclusions of the Visiting Mission as well as the comments made thereon by the members of the Trusteeship Council;

6. Decides, in accordance with rule 98 of its rules of procedure, that the report of the Visiting Mission and the text of the present resolution shall be distributed in an appropriate form.

1387th meeting,
18 June 1971.

ANNEX IV

