Questions relating to the Declaration on the granting of independence and to the International Trusteeship System

Chapter I

The International Trusteeship System

General aspects

Territories under the System in 1974

Under the International Trusteeship System established by the Charter of the United Nations, Member States administering Trust Territories are accountable to the United Nations for the discharge of their responsibilities and obligations in the administration of the Territories.

At the end of 1974, there remained two of the 11 Trust Territories originally placed under the International Trusteeship System. These Territories, situated in the Pacific, were: New Guinea, administered by Australia; and the Trust Territory of the Pacific Islands (a strategic area in accordance with Article 83 of the United Nations Charter),1 administered by the United States.

The Trust Territory of New Guinea and the neighbouring territory of Papua were administered jointly by Australia under the Papua and New Guinea Act, 1949-1973. On 20 December 1971, the General Assembly decided that, in accordance with the express desire of the peoples of the territories, the name to be applied for United Nations purposes to the territory of Papua and the Trust Territory of New Guinea would henceforth be Papua New Guinea.2

Examination of annual reports

In supervising the administration of the Trust Territories on behalf of the General Assembly or, in the case of the strategic area, on behalf of the Security Council, the Trusteeship Council examines the annual reports submitted by the Administering Authorities. It also examines, among other things, petitions affecting the Trust Territories, reports of visiting missions and observations by specialized agencies on conditions in the Trust Territories which are within their sphere of competence.

Under the procedures followed by the Trusteeship Council, the Special Representative of the Administering Authority makes an opening statement in which he brings the Trusteeship Council up to date on events in the Territory concerned. This statement is supplemented by the comments of the Special Advisers, representatives of the Territory concerned, who are attached to the delegation of the Administering Authority. The Administering Authority’s representative on the Council and its Special Representative and the Special Advisers then reply to questions put to them by Council members. Following a general debate in which each Council member gives his opinion on conditions in the particular Territory, a draft report (drawn up by a drafting committee) is submitted to the Council, which votes on its various conclusions and recommendations. A summary of observations made by Council members in their individual capacity is also included in this report. Reports on conditions in the Trust Territories form part of the Council’s annual report to the General Assembly, or to the Security Council in the case of the Trust Territory of the Pacific Islands.

The Trusteeship Council held its forty-first regular session at United Nations Headquarters, New York, from 3 to 14 June and from 15 to

1 For text of Article 83 of the Charter, see APPENDIX II.
23 October 1974, during which it examined the annual reports submitted by the Administering Authorities on the two Territories and adopted conclusions and recommendations on each of them. (For further details, see pp. 747-54 and 754-61 on the individual Territories.)

In accordance with its normal practice, the Council adopted two reports: one to the General Assembly, which included a chapter on conditions in Papua New Guinea; and one to the Security Council, which contained a chapter on conditions in the Trust Territory of the Pacific Islands.

Composition of Trusteeship Council
At its 1974 session, the Trusteeship Council was composed of the two Administering Authorities—Australia and the United States—and of four non-administering members—China, France, the USSR and the United Kingdom—which sat on the Council by virtue of their being Security Council permanent members.

Petitions and oral hearings
The examination of petitions concerning Trust Territories derives from Article 87 of the United Nations Charter, which provides that the General Assembly and, under its authority, the Trusteeship Council, may accept petitions and examine them in consultation with the Administering Authority. Petitions relating to a strategic area are governed by Article 83 of the Charter and the terms of the relevant Trusteeship Agreement.

Under its rules of procedure, the Council considers petitions concerning specific complaints, as well as petitions and communications which relate to general questions pertaining to a Trust Territory or to the operation of the International Trusteeship System. The Council considers the petitions and communications in the course of its examination of the annual report on the particular Trust Territory concerned. Hearings may also be granted to petitioners.

At its 1974 session, the Trusteeship Council considered three written petitions and heard three petitioners with regard to the Trust Territory of the Pacific Islands. The Council also considered 28 communications: three concerning Papua New Guinea, and 25 concerning the Trust Territory of the Pacific Islands.

Visiting missions
Papua New Guinea
At its 1973 session, the Trusteeship Council decided to postpone consideration of the dispatch of a visiting mission to Papua New Guinea until its forty-first session in 1974.

During discussion of the question at the 1974 session of the Trusteeship Council, the Special Representative asked the Council to note the continued willingness of the Administering Authority and of the Government of Papua New Guinea to receive, at an appropriate time, a visiting mission, to be composed in accordance with a 16 December 1969 General Assembly decision on the understanding that timely consultations would be initiated with all concerned. The request was supported by Australia, the Administering Authority.

On 18 October 1974, the Trusteeship Council, without adopting a formal resolution, decided to take note of the course proposed by Australia and the Special Representative.

Attainment of self-government or independence
At its 1974 session, during the examination of conditions in the Trust Territory of the Pacific Islands and in Papua New Guinea, the Trusteeship Council considered the question of the attainment by the Trust Territories of self-government or independence.

On 23 October 1974, the Council decided, without adopting a formal resolution, to draw attention to the fact that, throughout its examination of conditions in the Trust Territories, Council members had paid particular attention to the measures to be taken to transfer all powers to the peoples of those Territories, in accordance with their freely expressed wishes, in order to enable them to accede to self-government or complete independence within the shortest time practicable. The Council further decided to draw the attention of the General Assembly and the Security Council to its conclusions and recommendations concerning the attainment of self-government or independence by the two Territories, as well as to the observations made by members of the Council on the question.

The Trusteeship Council's conclusions and recommendations on this question, with regard to each of the two Trust Territories, are summarized below (see pp. 748-51 and 754-60).

Offers of study and training facilities
Under procedures adopted by the Trusteeship Council for the administration of the programme of scholarships and fellowships for inhabitants of Trust Territories, initiated by the General Assembly on 18 January 1952, the Secretary-General submits an annual report to the Trusteeship Council on the programme.

The report which he submitted in 1974 covered the period from 1 June 1973 to 31 May 1974. Among other things, it showed that scholarships

\(^3\) For texts of Articles 83 and 87 of the Charter, see APPENDIX II.


\(^5\) See Y.U.N., 1951, p. 788, text of resolution 557(VI).
and training facilities were offered by the following 11 Member States: Czechoslovakia, Hungary, Indonesia, Italy, Mexico, Pakistan, the Philippines, Poland, Tunisia, the USSR and Yugoslavia.

During the Council's discussion, Australia said that it would continue to make available study and training facilities for Papua New Guineans. The representative of Australia pointed out, however, that inasmuch as matters relating to education were within the competence of the Papua New Guinea Government, the extent to which such offers by Australia and by other Members of the United Nations might be accepted was a matter entirely for decision by Papua New Guinea.

The United States said that 871 Micronesians had pursued programmes of higher education abroad in 1973. The great majority had studied in Guam and in the United States; others had studied in Canada, Fiji, Papua New Guinea, the Philippines and elsewhere. It urged that other States Members of the United Nations, particularly those in the Pacific region, consider making available scholarships to Micronesians who wished to develop skills pertinent to Micronesian development.

France considered that it was for the Administering Authorities to assess the value of the offers of scholarships made to inhabitants of the Trust Territories, since they were in a better position to pass judgement on the use of such scholarships.

On 12 June 1974, the Trusteeship Council, without adopting a formal resolution, took note of the Secretary-General's report.

Dissemination of Information on the United Nations and Trusteeship System

In accordance with decisions by the Trusteeship Council and the General Assembly, the Secretary-General reports annually to the Trusteeship Council on arrangements undertaken in co-operation with the Administering Authorities for distributing official records of the United Nations and for disseminating information concerning the aims and activities of the United Nations and the International Trusteeship System in the Trust Territories.

The report submitted by the Secretary-General to the 1974 Council session, covering the period from 14 April 1973 to 13 April 1974, contained information on United Nations publications that had been distributed during the year. The publications included press releases, special features and weekly newsletters on United Nations activities.

During the discussion in the Council, Australia noted the considerable and diverse nature of the publications being distributed in the Trust Territories. It commended the practice adopted by the United States to relay the Trusteeship Council's proceedings to Micronesia by broadcast satellite.

The United States advised that schools and libraries in Micronesia were regularly supplied with United Nations publications and tapes, and that United Nations activities constituted an important element in the school curriculum at all educational levels. In addition to the use of satellites to beam the broadcasts of the Council's proceedings to Micronesia, the Micronesia news services had been providing daily summaries of the Council's meetings for distribution to the islanders.

On 14 June 1974, without adopting a formal resolution, the Trusteeship Council took note of the report of the Secretary-General.

Co-operation with Special Committee

On 27 November 1961, when the General Assembly established the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, it asked the Trusteeship Council to assist that Committee in its work.

In accordance with that request, the Council asked its President to inform the Chairman of the Special Committee that the Council had in 1974 examined conditions in the two Trust Territories, and that the Council's conclusions and recommendations, as well as the observations of the Council members representing their individual opinions only, were contained in the report to the Security Council relating to the Trust Territory of the Pacific Islands and in the report to the General Assembly with regard to Papua New Guinea.

The Council, without adopting a formal resolution, took this decision on 23 October 1974.

Co-operation with Committee on Elimination of Racial Discrimination

The Trusteeship Council sends the Committee on the Elimination of Racial Discrimination information received from Administering Authorities on matters relating to the principles and objectives of the International Convention on the Elimination of All Forms of Racial Discrimination, adopted by the General Assembly on 21 December 1965. It also sends the Committee copies of petitions relating to racial discrimination.

On 12 June 1974, the Trusteeship Council in-

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7 The Committee was set up after the entry into force of the International Convention on the Elimination of All Forms of Racial Discrimination on 4 January 1969.
vided the attention of the Administering Au-
torities to the requests and observations of the
Committee on the Elimination of Racial Discrimi-
nation made in its 1973 report to the General
Assembly, and it invited the Administering Au-
torities to take them into account in their forth-
coming annual reports to the United Nations.

On 14 June 1974, the Trusteeship Council
agreed that none of the petitions before it related
to racial discrimination and that, therefore, it would
not transmit any petitions to the Committee in
1974.

The Council took these decisions without
adopting a formal resolution.

Decade for Action to Combat
Racism and Racial Discrimination

The General Assembly, by a decision of
2 November 1973, invited United Nations
organs to participate in the observance of the Deca-
for Action to Combat Racism and Racial Dis-
rimination by intensifying and expanding their
efforts towards ensuring the rapid eradication of
racism and racial discrimination. In compliance
with that request, the Trusteeship Council placed
on the agenda of its forty-first session in 1974 an
item entitled “Decade for Action to Combat Racism and Racial Discrimination.”

During the discussion in the Council, Australia
stated that its Government had every expectation
that Papua New Guinea would wish to act for
itself on this matter upon its attainment of inde-
pendence in 1975.

France observed that, in 1971, it had ratified
the International Convention on the Elimination
of All Forms of Racial Discrimination, and
therefore it had no difficulty in supporting the objec-
tives of the Decade. France was not opposed to
the organization of various events in the course of
the Decade and, in fact, intended to take part in
them as far as it was able to do so.

On 12 June 1974, the Trusteeship Council,
without adopting a formal resolution, decided to
authorize its President to issue an appropriate
statement on the occasion of Human Rights Day
in December 1974. The Council further decided
to draw the attention of the Administering Au-
torities of the Trust Territories concerned to the
programme for the Decade, and to ask them to
take appropriate steps towards achieving its goals
and to report to the Trusteeship Council at
future sessions.

9 See Y.U.N., 1973, pp. 523-27, text of resolution
3057[XXVIII].

Documentary references

Examination of annual reports

Trusteeship Council—41st session
Plenary meetings 1422-1434.

T/1752 (S/11315). Report of United States Government on
administration of Trust Territory of Pacific Islands for
period from 1 July 1972 to 30 June 1973. Note by Secretary-General (transmitting Twenty-sixth Annual
Report to the United Nations on the Administration of the
Trust Territory of the Pacific Islands, 1 July 1972 to 30 June
Organization and Conference Series 112. Superintendent of

T/1753. Examination of report on Trust Territory of Pacific

T/L.1185 and Add.1. Outline of conditions in Trust Territory of
Pacific Islands. Working paper prepared by Secretariat, and
draft amendments thereto, adopted by Council, on rec-
ommendation of Drafting Committee (as basic text for
chapter on conditions in Trust Territory to be included in
report of Trusteeship Council to Security Council), on
14 June 1974, meeting 1429, by 4 votes to 0, with 1 absten-
tion.

T/L.1188. Draft report of Trusteeship Council to Security
Council on Trust Territory of Pacific Islands, covering
period 23 June 1973 to 14 June 1974. Working paper pre-
pared by Secretariat, adopted by Council on 14 June 1974,
meeting 1429, by 4 votes to 0, with 1 abstention.

T/L.1197. Conditions in Trust Territory of Pacific Islands. Re-
port of Drafting Committee, as orally amended by Drafting
Committee and by France, adopted by Council on 14 June
1974, meeting 1429, by 3 votes to 0, with 2 abstentions.
(Annex: Draft conclusions and recommendations, adopted
by Council on same date, by same vote.)

on Trust Territory of Pacific Islands (23 June 1973-14 June
1974) (Security Council Official Records, 29th year, Special
Supplement No. 1): Part I A; Part II.

T/1751. Annual report on administration of Papua New
Guinea for period from 1 July 1972 to 30 June 1973. Note by Secretary-General (transmitting Papua New Guinea Re-
port, 1972-1973. Report to the General Assembly of the

T/1751/Add.1. Supplementary report on administration of
Papua New Guinea for period from 1 July 1973 to 30 April
1974. Note by Secretary-General (transmitting supplemen-
tary report).

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Papua New Guinea for period 1 May to 30 August 1974.
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port).

T/1757. Termination of Trusteeship Agreement for Territory
of New Guinea. Note by Secretariat (opinion of Legal
Counsel).

T/L.1186 and Add.1, 2. Conditions in Papua New Guinea.
Working paper prepared by Secretariat, and draft amend-
ments thereto, adopted by Council, on recommendation of
Drafting Committee (as basic text for chapter on conditions
in Papua New Guinea to be included in report of Trustee-
ship Council to General Assembly), on 23 October 1974,
meeting 1434, by 4 votes to 0, with 1 abstention.

T/L.1190. Conditions in Papua New Guinea, Report of Draft-
ing Committee, as orally amended by Drafting Committee,
adopted by Council on 23 October 1974, meeting 1434, by 3
votes to 0, with 2 abstentions. (Annex: Draft conclusions and recommendations on Papua New Guinea, adopted by Council on same date, by same vote.)


T/1756. Decisions taken by Trusteeship Council at its 41st session, 3 June-23 October 1974: Part One, Chapter II; Part Two.

[See also DOCUMENTARY REFERENCES for sections below on PAPUA NEW GUINEA and TRUST TERRITORY OF THE PACIFIC ISLANDS.]

Petitions and oral hearings

Trusteeship Council—41st session

Plenary meetings 1422, 1423, 1425, 1428, 1429, 1431.

T/1750 and Add.1. Provisional agenda of 41st session of Trusteeship Council, and annex: List of petitions and communications received by Secretary-General and circulated to members of Trusteeship Council.


Visiting missions

Trusteeship Council—41st session

Plenary meetings 1428, 1433.


Attainment of self-government or independence

Trusteeship Council—41st session

Plenary meetings 1428, 1434.


Offers of study and training facilities

Trusteeship Council—41st session

Plenary meeting 1428.

T/1754. Offers by Member States of study and training facilities for inhabitants of Trust Territories. Report of Secretary-General.


Dissemination of information on the United Nations and Trusteeship System

Trusteeship Council—41st session

Plenary meetings 1428, 1429.


Co-operation with Special Committee

Trusteeship Council—41st session

Plenary meetings 1428, 1434.


Co-operation with Committee on Elimination of Racial Discrimination

Trusteeship Council—41st session

Plenary meetings 1428, 1429.


Decade for Action to Combat Racism and Racial Discrimination

Trusteeship Council—41st session

Plenary meeting 1428.


Other documents


T/1756 and Add.1. Report of Secretary-General on credentials.

Conditions in individual Trust Territories

Papua New Guinea

Papua New Guinea comprises: the eastern half of the island of New Guinea; the islands of New Britain, New Ireland and Manus; the two northernmost islands of the Solomon Group, namely Buka and Bougainville; the Trobriand, D'Entrecasteaux and Louisiade islands group;
and a great number of small islands between the
Equator and 12 degrees south latitude. The total
land area covers 178,260 square miles.
As at 30 June 1973, the total population of
Papua New Guinea was estimated at 2,592,505, of
whom 1,871,134 resided in New Guinea and
721,371 in Papua.
Papua and the Trust Territory of New Guinea
are administered jointly by Australia under the
Consideration by Trusteeship Council
Conditions in Papua New Guinea were consid­
ered by the Trusteeship Council at its forty-first
session, held at United Nations Headquarters,
New York, between 3 June and 23 October 1974.
They were also considered by the General
Assembly's Special Committee on the Situation
with regard to the Implementation of the Decla­
ration on the Granting of Independence to
Colonial Countries and Peoples, and by the
United Nations General Assembly at its twenty-­
ninth session in 1974.
In its report, which contained various conclu­
sions and recommendations, the Trusteeship
Council noted that since the formal attainment of
self-government on 1 December 1973, the
Government of Papua New Guinea had full re­
sponsibility for all aspects of the internal affairs of
the Territory. Consequently, recalling previous
observations, the Council felt that it was no longer
appropriate for it to comment on those matters,
and that the observations contained in its report
were therefore directed, in the main, towards
those areas where the Administering Authority
still retained formal responsibility, as well as to­
wards the general question of Papua New
Guinea's approach to independence.
The Trusteeship Council's main conclusions
and recommendations are noted below.
Constitutional and political advancement
The Trusteeship Council in 1974 welcomed the
vote of the Papua New Guinea House of Assem­
by in favour of the Territory proceeding towards
independence as a single national entity.
The Council noted that negotiations were con­
tinuing between the Governments of Papua New
Guinea and Australia on the question of their
common boundary, and it expressed the hope
that those negotiations would lead to an early set­
tlement satisfactory to all parties concerned. The
Council noted the view of Australia that an ap­
propriate division of jurisdiction and an equitable
allocation of resources should be embodied in a
treaty between the two Governments.
The Council also noted that although the Ad­
ministering Authority had ultimate responsibility
in the field of foreign affairs and defence until
independence, in practice the Papua New Guinea
Government determined its own policies with the
full encouragement of the Administering Author­
ity. It also welcomed the increasing participation
of Papua New Guinea in international affairs.
Further, the Council noted the continuing
progress in building up a Papua New Guinea de­
fence force and the steps being taken to localize
its composition. It welcomed the statement of the
Special Representative of the Administering Au­
thority that the defence force would be used, inter alia,
to further the task of nation-building and it
stressed the valuable contribution which the de­
fence force could make in promoting national
unity.
The Trusteeship Council also welcomed the
continuing stress upon programmes of political
education and, in that context, welcomed the
participation of Papua New Guineans in the work of
the Constitutional Planning Committee as further
evidence of the programmes' success.
The Council noted with some concern the spe­
cial Representative's statement that the loss of ex­
patriates in the public sector had continued at a
faster rate than had been anticipated. It further
noted his remarks about the need, on the one
hand, not to jeopardize essential government ac­
tivities and, on the other, the overriding necessity
to hasten localization, as well as the need not to
impede the advancement of Papua New Guineans
in order to maintain levels of efficiency or opera­
tions inappropriate to the conditions of the coun­
try. The Council also commended the valuable
contributions of the Australian Staff Assistance
Group, and was confident that, should gaps occur
in the public service, the Papua New Guinea Pub­
clic Service Board would be able to recruit the
necessary personnel.
During the discussion in the Council, the
United States commended Papua New Guinea for
having established priorities in the international
field so rapidly, and for its decision to seek mem­
bership in those regional and international or­
ganizations from which it could derive direct
benefits.
The United Kingdom welcomed Papua New
Guinea's entry onto the international scene. It
also welcomed the Territory's growing links with
its fellow Pacific nations and its Asian neighbours,
and its admission to full membership in the Co­
lombo Plan. An application by Papua New Guinea
for membership in the Commonwealth would be
welcomed, the United Kingdom stated.
The United Kingdom added that although Aus­
tralia was still formally the Administering Au­
thority of Papua New Guinea, that was true only

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19 See Y.U.N., 1960, pp. 49-50, resolution 1514(XV) of
14 December 1960, containing text of the Declaration.
in a limited sense, as the Territory had achieved full internal self-government on 1 December 1973.

France observed that the question of defence was all the more serious because, to a certain extent, it involved the internal security of the country, and therefore the maintenance of order in certain grave situations. On the eve of independence, steps should be taken to ensure the transfer of those responsibilities to the Government of Papua New Guinea, in the view of France.

The USSR stated that the Government of Papua New Guinea had undertaken a series of measures to reinforce the country’s national sovereignty and to develop international relations, and that Papua New Guinea had become a member or associate member of a number of international organizations of the United Nations family.

**Economic advancement**

The Trusteeship Council, in its conclusions and recommendations, welcomed the generous pledge of assistance by the Australian Government to a united Papua New Guinea, over a three-year period beginning in fiscal year 1974-1975. It expressed the hope that an independent Papua New Guinea would have prompt access to sources of multilateral and bilateral assistance other than those already available. The Council also welcomed recent indications that Papua New Guinea’s internal sources of revenue were making a growing contribution to the Territory’s economic self-sufficiency.

The Council endorsed the Special Representative’s view that, while foreign investment was welcomed and encouraged for the stimulus which it could give to economic and social development, it must also benefit the people of the Territory as a whole and must therefore be properly controlled by the authorities. In that connexion, the Council noted with approval the expanding activities of the National Investment and Development Authority and the Investment Corporation.

The Trusteeship Council welcomed the creation of the Bank of Papua New Guinea, the three international loans successfully concluded abroad, and other indications of Papua New Guinea’s increasing autonomy in the international financial field.

During the Council’s debate, the United Kingdom expressed the view that the creation of a National Investment and Development Authority and of a Ministry of National Development, together with the reorganization of the planning machinery, showed how much importance the Government attached to that vital sector.

France welcomed the assurances given by the Special Representative that public investment would not be directed towards the regions on a strictly economic basis, but that other factors would be taken into account.

In the view of the USSR, a broad programme had been developed with the aim of overcoming the consequences of the colonial past in order to create a democratic State. The USSR emphasized the importance of the steps taken by Papua New Guinea to reinforce its inalienable right to dispose freely of its natural wealth and resources and to obtain all possible advantages out of that exploitation. The USSR stressed that the interest of foreign monopolies in the exploitation of Papua New Guinea had increased, and that Papua New Guinea’s increased requirements regarding its copper interests, for example, were not contrary to the development of mutually advantageous international co-operation. The decision taken by Australia to grant to Papua New Guinea assistance of A$500 million over a three-year period was a positive step, the USSR added.

The United States welcomed the news that Papua New Guinea was determined to foster economic development and to reap the benefits of domestic and foreign investment. The United States had followed with interest the discussions of guidelines for foreign investment aimed at benefiting both Papua New Guinea and the investor. As the Administering Authority of the Trust Territory of the Pacific Islands, the United States was particularly interested in studying those economic programmes which might have relevance for Micronesia.

**Social advancement**

In accordance with the Papua New Guinea Government’s policy of accelerated localization of the labour force, particularly in skilled employment, legislation was enacted in 1971 enabling the Government to prohibit or restrict the employment of non-indigenous persons in certain categories of employment. Subsequently, beginning in August 1973, the occupations of medical and dental assistants were declared as prohibited employment for expatriates.

In 1974, a national health plan for Papua New Guinea was being prepared. One of the objectives of the plan was to preserve and utilize the cultural and traditional values of Papua New Guinea within a nation-wide system of health care.

**Educational advancement**

The Administering Authority observed that about 55 per cent of Papua New Guinean children from 7 to 12 years old attended primary school, and that places were available for about 11 per cent of children of secondary school age. For
those unable to find places in secondary or vocational schools, the Government had introduced schools known as Skulankas, which would provide two-year courses at the secondary level, with emphasis on practical training.

Technical and vocational training was provided at nine technical schools (2,811 students) and 82 vocational centres (5,042 students). There were 10 teachers' colleges, with an enrolment in 1974 of some 2,000. The University of Papua New Guinea continued to expand, with an enrolment in 1973-1974 of 1,647. Student enrolment in the Papua New Guinea Institute of Technology totalled 545.

The appointment of a committee to formulate a five-year plan for the development of education was announced in March 1974. The committee would, among other things, examine the feasibility of introducing universal primary education at an early date.

### Attainment of self-government or independence

In 1974, the Trusteeship Council considered that the extensive consultations which had characterized the House of Assembly's constitutional debate so far had made an important contribution towards the preparation of an acceptable constitution. The Council recalled the statement of the Special Representative that regional loyalties were a fact of life in Papua New Guinea and, in that connexion, it noted the recent establishment of three interim district provincial governments in the Territory. The Council recalled its earlier endorsement of the principle of national unity and expressed the hope that a settlement of the regional question could be reached which would be both consistent with that principle and satisfactory to all concerned.

The Trusteeship Council welcomed the attainment by Papua New Guinea of full internal self-government on 1 December 1973, and further welcomed the increasing assumption by the Papua New Guinea Government of responsibilities which formally remained with the Administering Authority.

The Council took note of the statement of the Governor-General of Australia on 9 July 1974, that pending the final decision of the House of Assembly of Papua New Guinea to declare the country's independence, Australia would conduct its relations with the Government of Papua New Guinea as a Government of an independent nation, to which Australia had certain special and inescapable obligations. The Council noted that the Administering Authority had reaffirmed its adherence to its obligations in the period preceding independence.

The Council also noted that the Papua New Guinea House of Assembly, on 9 July 1974, had resolved that the Territory should move to independence as soon as practicable after a constitution had been enacted, and that any proposed date for independence should be endorsed by it. The Council further noted that the Administering Authority had indicated that it was ready to grant formal independence as soon as the House of Assembly requested it.

With regard to the timing of independence, the Council noted the view of the Special Representative that the date was expected to occur before the 1975 regular session of the General Assembly.

The Council, having carefully considered the Special Representative's request that the Council should recommend that the General Assembly take action to terminate the Trusteeship Agreement in anticipation of Papua New Guinea's independence, noted that, in response to its request for an opinion from the Legal Counsel of the United Nations, the Counsel had stated that the procedure proposed by the Special Representative was in conformity with the practice of the United Nations, the principles of the Charter and international law in general.

Accordingly, the Trusteeship Council recommended that the General Assembly at its twenty-ninth session in 1974 agree that on the date on which Papua New Guinea should become independent, the Trusteeship Agreement for the Territory of New Guinea, as approved by the General Assembly on 15 December 1946, should cease to be in force. It also recommended that the General Assembly request the Government of Australia to notify the Secretary-General of the date on which Papua New Guinea acceded to independence and on which the Trusteeship Agreement ceased to be in force.

During the Council's discussion, the United States observed that the Special Representative's statements had made it clear that Papua New Guinea had virtually attained independence. The United States considered that the Special Representative's request for flexibility in the time-table for independence was reasonable in view of the circumstances. The United States felt that the Trusteeship Council should accede to that request because it was the role of the Council to facilitate the transition to full self-government of Territories placed under the International Trusteeship System.

Referring to the constitutional debate in the House of Assembly in 1974, the United Kingdom stated that the matters decided so far included the important questions of citizenship and the supremacy of the central Government. But much still remained to be done, the United Kingdom

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noted, adding that it was confident that the spirit of compromise that had prevailed so far would continue, and that a constitution upon which all could agree would be enacted. It also believed that the House of Assembly's ambitious task deserved the Council's full support.

The United Kingdom sympathized with the desire of the Government of Papua New Guinea not to delay independence any longer than necessary, and it noted that Australia acknowledged that it retained ultimate responsibility for the peace and security of Papua New Guinea and for the Territory's smooth progress towards independence.

France expressed its satisfaction at renewed assurances that the political future of that Territory would be in accordance with the wishes of the elected representatives, and at the fact that the Administering Authority had taken into consideration the wishes of the House of Assembly of Papua New Guinea. France had no objection to the procedure for terminating the Trusteeship Agreement for New Guinea suggested by the Special Representative, as it would permit a more rapid achievement of a complete international personality by Papua New Guinea.

The USSR noted with satisfaction that the Ministers of the Government of Papua New Guinea controlled almost all aspects of the internal life of the country and, as the Special Representative had declared, Papua New Guinea was already 99 per cent independent. The USSR stressed the need to ensure that independence should be both political and economic and fully implemented in all fields.

The USSR expressed the belief that everything possible should be done to ensure that Papua New Guinea became a member of the community of nations, and the USSR was prepared to support by all means at its disposal any efforts that might be undertaken to improve that cooperation, in the interests of reinforcing peace and security in the world, and the well-being of all peoples, including particularly the people of Papua New Guinea. The USSR also paid tribute to the administering power, which had exerted efforts towards the achievement of that purpose.

Report of Trusteeship Council

On 23 October 1974, the Trusteeship Council approved its report to the General Assembly, which contained its conclusions and recommendations on conditions in Papua New Guinea. It did so by a vote of 3 to 0, with 2 abstentions.

Australia, in explaining its abstention, said it was following its traditional position as an Administering Authority. Australia assured the Council, however, that the Administering Authority and the Government of Papua New Guinea would carefully study the Council's report and give sympathetic consideration to its recommendations.

Consideration by Special Committee

The situation in Papua New Guinea was considered in 1974 by the General Assembly's Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples at meetings held between 17 May and 13 November 1974.

On 6 September 1974, the Special Committee decided, on the proposal of its Chairman, to take up the question at its 1975 session, as appropriate and necessary, and subject to any directives which the General Assembly might wish to give in that connexion at its twenty-ninth session in 1974.

Consideration by General Assembly

At its twenty-ninth session in 1974, the General Assembly considered reports on Papua New Guinea which had been prepared by the Trusteeship Council and the General Assembly's Special Committee on the granting of independence.

The matter was referred to the General Assembly's Fourth Committee, where, during discussion, Australia recalled that it and the Government of Papua New Guinea had asked the Trusteeship Council to recommend to the General Assembly that it should act at its 1974 session to make provision for the termination of the Trusteeship Agreement for the Territory of New Guinea and that the Council had agreed to do so. Consequently, in full agreement with the Government of Papua New Guinea, and on behalf of Australia as the administering power, the representative of Australia asked the Fourth Committee to recommend to the General Assembly that it should provide that the Trusteeship Agreement be automatically terminated, effective from the date of independence, and that there would thus be, as a result, no barrier to Papua New Guinea reaching independence in the near future.

The representative of the Government of Papua New Guinea quoted from a statement of the Minister of Defence, Foreign Relations and Trade of Papua New Guinea, to the effect that since accession to self-government on 1 December 1973, Papua New Guinea was steadily proceeding towards independence. The hope was also expressed in the Minister's statement that the General Assembly would adopt a course of action that conformed with the recommendations made by the Trusteeship Council, namely that the Assembly would agree to terminate the Trusteeship Agreement for New Guinea as at the date on which Papua New Guinea attained independence. It was also stated that Papua New Guinea expected to
become independent before the 1975 regular session of the General Assembly.

The United Kingdom observed that the imminent attainment of independence by Papua New Guinea marked an important stage in the historical evolution of the International Trusteeship System, which had functioned effectively and satisfactorily to the benefit of the people for which it had been devised.

The United Kingdom had had ties with Papua New Guinea for many years and hoped to strengthen them further. It had followed the Territory’s progress towards independence with the greatest interest, and would warmly welcome an application for membership in the Commonwealth, should Papua New Guinea decide to make one upon attaining independence.

The United Republic of Tanzania stated that the Government of Papua New Guinea was engaged in the process of a fundamental reappraisal of the ideas and institutions which had influenced the development of the Territory, with a view to evolving policies and institutions considered to be the most suitable. Further, the United Republic of Tanzania, which had followed with interest the development of the question of Papua New Guinea and had been co-operating actively on the matter with the Special Committee on the granting of independence, was convinced that Papua New Guinea would be a prosperous and dynamic new, independent State.

France was pleased to note that Papua New Guinea was gradually assuming all the powers of a sovereign State. It further noted that no decision on the date of independence would be taken without the participation of the whole population of Papua New Guinea through their representatives in the House of Assembly. France believed that the procedures chosen for accession to independence were in accordance with the relevant provisions of the United Nations Charter, and that Australia, as Administering Authority, had fulfilled its obligations under the Charter.

The United States agreed with the recommendation made by the Trusteeship Council, at the request of Papua New Guinea and the Administering Authority, that the General Assembly adopt a resolution to terminate the Trusteeship Agreement on the date of the Territory’s accession to independence.

Indonesia stated that, despite the cultural and geographical diversity which had caused considerable difficulties and which might have led to fragmentation and slower development, Papua New Guinea and the Administering Authority had succeeded through joint efforts in bringing the Territory to the threshold of independence while preserving national unity. Indonesia had co-operated fully with the Governments of Papua New Guinea and Australia in the progress of the Territory towards independence. It had already established a Consulate-General at Port Moresby, Papua New Guinea, and had concluded an agreement with the Territory to delineate the maritime frontiers between Papua New Guinea and West Irian (Irian Jaya).

New Zealand said it was particularly pleased that Papua New Guinea had become a full member of the South Pacific Forum, and that its participation in the work of the Forum and other regional organizations of the area, and the network of diplomatic relations which it had already established with other States, were signs of a vital and outward-looking country. Contacts between Papua New Guinea and New Zealand were steadily developing and covered an ever-widening range of activities. New Zealand also endorsed the recommendation of the Trusteeship Council that the General Assembly should terminate the Trusteeship Agreement on the date of independence of Papua New Guinea.

Fiji said it was pleased that Papua New Guinea was to accede to independence as a single national entity. Fiji applauded the progress already achieved in the areas of foreign affairs, education and the economy. Without the excellent cooperation that existed between the Administering Authority, the Trusteeship Council and the Territory, the work done by Australia and Papua New Guinea would not have been so fruitful, Fiji added. Both Papua New Guinea and Fiji, which had enjoyed close relations for many years, were members of the South Pacific Commission and were associated with the South Pacific Forum.

Japan fully supported the conclusions and recommendations of the Trusteeship Council to terminate the Trusteeship Agreement as soon as Papua New Guinea achieved its independence, and considered it appropriate to ask the General Assembly to take action to that end. Japan expressed its appreciation to the Administering Authority for the faithful fulfilment of its responsibilities and for the way in which it was leading Papua New Guinea to independence.

The USSR paid tribute to the representatives of Papua New Guinea and the Administering Authority for their efforts to achieve independence for Papua New Guinea.

Until the Territory attained its independence, the USSR stated, the Administering Authority was obliged to take the necessary measures to fulfil the wishes and aspirations of the people of Papua New Guinea and to ensure the success of jointly formulated programmes.

On 13 December 1974, the General Assembly resolved, in agreement with the administering power, that, on the date on which Papua New Guinea should become independent, the Trustee-
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ship Agreement for the Territory of New Guinea, approved by the General Assembly on 13 December 1946,\textsuperscript{12} should cease to be in force.

The Assembly asked the administering power to notify the Secretary-General of the date on which Papua New Guinea would accede to independence and on which the Trusteeship Agreement should cease to be in force.

In adopting its decisions, the Assembly was mindful that the House of Assembly of Papua New Guinea had affirmed its right to decide when independence was to come and that the administering power had accepted that the House of Assembly represented the wishes of the people on the question of independence.

The Assembly also recognized that the administering power had progressively transferred governmental powers to the Government of Papua New Guinea and that it had announced that, pending the final decision of the House of Assembly to declare independence, the Government of Australia was conducting its relations with the Government of Papua New Guinea as a Government of an independent nation, to which Australia had certain special and inescapable obligations.

The Assembly's decisions were embodied in resolution 3284(XXIX), adopted without objection on the recommendation of the Fourth Committee. On 28 November 1974, that Committee had approved without objection the text of the draft, which had been proposed by the following:

Austria, Bangladesh, Bhutan, Canada, the Central African Republic, Egypt, Ethiopia, Fiji, Ghana, Guyana, India, Indonesia, Iran, Iraq, the Ivory Coast, Japan, Kenya, Liberia, Madagascar, Malaysia, Mali, Mexico, the Netherlands, New Zealand, Niger, Peru, the Philippines, Sierra Leone, Singapore, Sudan, Sweden, the Syrian Arab Republic, Togo, Trinidad and Tobago, Tunisia, Turkey, the United Arab Emirates, the United Kingdom, the United Republic of Tanzania, Upper Volta, Venezuela, Yemen and Zambia.

(For text of resolution, see DOCUMENTARY REFERENCES below.)

\textsuperscript{12} Ibid.

Documentary references

Consideration by Trusteeship Council

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A/9623/Rev.1. Report of Special Committee (covering its work during 1974), Chapter XX.

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General Assembly—29th session

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A/9623/Rev.1. Report of Special Committee (covering its work during 1974), Chapter XX.


A/C.4/L.1074. Austria, Bangladesh, Bhutan, Canada, Central African Republic, Egypt, Ethiopia, Fiji, Ghana, Guyana, India, Indonesia, Iran, Iraq, Ivory Coast, Japan, Kenya, Liberia, Madagascar, Malaysia, Mali, Mexico, the Netherlands, New Zealand, Niger, Peru, Philippines, Sierra Leone, Singapore, Sudan, Sweden, Syrian Arab Republic, Togo, Trinidad and Tobago, Tunisia, Turkey, United Arab Emirates, United Kingdom, United Republic of Tanzania, Upper Volta, Venezuela, Yemen and Zambia: draft resolution, approved without objection by Fourth Committee on 28 November 1974, meeting 2121.


Resolution 3284(XXIX), as recommended by Fourth Commit-
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tee, A/9747, adopted without objection by Assembly on 13 December 1974, meeting 2318.

The General Assembly,

Recalling the Trusteeship Agreement for the Territory of New Guinea, approved by the General Assembly on 13 December 1946,

Mindful of the provisions of the Charter of the United Nations and of General Assembly resolution 1514(XV) of 14 December 1960, containing the Declaration on the Granting of Independence to Colonial Countries and Peoples,

Recalling further its resolution 3109(XXVIII) of 12 December 1973, in which it welcomed the attainment of self-government on 1 December 1973 as an important step in the progress of Papua New Guinea towards independence,

Mindful that the House of Assembly has affirmed its right as the duly elected parliament of the people of Papua New Guinea to decide when independence is to come and that the administering Power accepts that the House of Assembly represents the wishes of the people on the question of independence,

Recognizing that the administering Power has progressively transferred governmental powers to the Government of Papua New Guinea and that it has announced that, pending the final decision of the House of Assembly to declare independence for Papua New Guinea, the Government of Aus- tralia is conducting its relations with the Government of Papua New Guinea as a Government of an independent nation to which Australia has certain special and inescapable obligations,

Noting that, on 9 July 1974, the Papua New Guinea House of Assembly resolved “that Papua New Guinea do move to independent nation status as soon as practicable after a constitution has been enacted by this House and that any proposed date of independence be endorsed by this House,”

Noting also the continued willingness of the administering Power and of the Government of Papua New Guinea to receive, at an appropriate time, a visiting mission to be composed as recommended in General Assembly resolution 2590(XXIV) of 16 December 1969,

Having considered the report of the Trusteeship Council covering the period from 23 June 1973 to 23 October 1974,

1. Resolves, in agreement with the administering Power, that on the date on which Papua New Guinea shall become independent the Trusteeship Agreement for the Territory of New Guinea, approved by the General Assembly on 13 December 1946, shall cease to be in force;

2. Requests the administering Power to notify the Secretary-General of the date on which Papua New Guinea will accede to independence and on which the Trusteeship Agreement shall cease to be in force.

Trust Territory of the Pacific Islands

The Trust Territory of the Pacific Islands, administered by the United States, includes more than 2,100 islands and atolls, scattered over an area of some 3 million square miles of the western Pacific Ocean, north of the Equator. The islands, which have a combined land area of 707 square miles, form three major archipelagos—the Marianas, the Carolines and the Marshalls—and are collectively known as Micronesia. (Guam, the largest island in the Marianas, is not part of the Trust Territory.)

As at June 1973, the population of the Trust Territory totalled 115,000. Saipan, in the Mariana Islands, is the provisional headquarters of the Administration.

Executive and administrative authority for the Government of the Trust Territory and responsibility for carrying out international obligations undertaken by the United States with respect to the Territory are vested in the High Commissioner appointed by the President of the United States and confirmed by the United States Senate. Working under the High Commissioner is a headquarters staff and six district administrations. Legislative authority resides in the Congress of Micronesia, a bicameral legislature comprising a Senate and a House of Representatives.

In 1974, conditions in the Trust Territory of the Pacific Islands were considered by the Trusteeship Council and by the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples.\(^\text{13}\)

Consideration by Trusteeship Council

The Trusteeship Council held its forty-first session at United Nations Headquarters, New York, in two parts between 3 June and 23 October 1974. At the first series of meetings, between 3 and 14 June, it heard statements by the Special Representative of the Administering Authority of the Trust Territory of the Pacific Islands, and by two Special Advisers, members of the Congress of Micronesia.

The Trusteeship Council subsequently reported to the Security Council on the Trust Territory of the Pacific Islands, a strategic area in accordance with Article 83 of the United Nations Charter.\(^\text{14}\)

A summary of the Council’s discussion and main conclusions and recommendations follows.

Population movements

At the Council’s 1974 session, the Administering Authority submitted a report on the plans for the return of the former inhabitants of Eniwetok to their home islands. According to the report, a preliminary plan was presented to the Eniwetok people and the Marshall District Administration in October 1973, and was discussed with the Eniwetok Planning Council, which was elected by the Eniwetok people within their community at Ujelang. Subsequently, a rehabilitation budget

\(^{13}\) See Y.U.N., 1960, pp. 49-50, resolution 1514(XV) of 14 December 1960, containing text of the Declaration.

\(^{14}\) For text of Article 83 of the Charter, see APPENDIX II.
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was prepared by the Trust Territory Administration and submitted for approval.

The Trusteeship Council noted the assurances given by the Administering Authority that, as the Bikinians prepared to return to their ancestral home, they had been given all the necessary guarantees concerning the safety of Bikini Atoll. The Council also welcomed with satisfaction the promise made by the United States that it would, in principle, grant financial compensation to the Bikinians.

**War damage claims**

Two broad categories of war damage claims by the inhabitants of the Trust Territory had been considered by the Trusteeship Council since the question was first raised in 1950: claims against the Japanese Government, mainly for damages sustained by the indigenous inhabitants during the Second World War, and post-war claims against the United States Government.

In this connexion, at its 1974 session the Trusteeship Council noted the statement by the Administering Authority that the first payments for war damages were made in October 1973. It expressed the desire that priority be given to the study of those claims which seemed to be the most urgent, and that the payment procedure be accelerated.

The Council recalled once again that it was now nearly 30 years since hostilities ceased in that region and that fair compensation must be paid without delay to victims of hostilities.

**Political advancement**

The Trusteeship Council noted that the Congress of Micronesia had, since 1973, enacted numerous items of legislation, including one of particular importance, which provided for the holding of a Constitutional Convention. The Special Representative informed the Council that all six districts of the Trust Territory had elected delegates to the Convention on 4 June 1974.

The Council felt it desirable that the right of veto exercised by the Administering Authority through the High Commissioner over legislation proposed by the Micronesian Congress should be regulated by appropriate legislation, which should in particular distinguish between the special interests of the Territory and the international obligations of the Administering Authority, and should limit as far as possible the areas in which the United States might intervene.

The Council again reaffirmed its view that the Congress of Micronesia should be given final authority over a greater percentage of the total budget. It regretted that this matter was still under consideration by the United States. While appreciating that one outcome of the Constitutional Convention might be an increased degree of internal self-government in Micronesia in the period before the termination of the Trusteeship Agreement, the Council nevertheless remained of the view that only by giving the elected representatives of Micronesia greater control at an earlier stage over the money available for expenditures would Micronesians be in a position to take decisions with full knowledge of the Territory's financial and economic circumstances.

The Trusteeship Council noted with interest the additional information provided by the Administering Authority on the appointment of Micronesians to head important departments in the Government of the Territory. The Council also expressed the hope that the separation of functions between those of the Administering Authority and those of the territorial Government would facilitate the changeover to internal autonomy during the transitional period before the vote by which the Micronesians would decide their future.

The Council considered that special attention should be given to the functioning of the district legislatures, since they constituted the basis for the Territory's deliberative organs. It felt that this question should be settled by the Constitutional Convention.

With regard to the civil service, the Trusteeship Council noted with satisfaction that 65 per cent of the most important posts subject to the approval of the Congress were held by Micronesians. It noted that 37 important posts at a lower level, 20 were held by Micronesians. It took note of the assurances given by the Administering Authority that this trend would continue in accordance with the wishes reiterated by the Micronesian representatives during the Council's 1974 session.

Although it welcomed with satisfaction the establishment of a single salary scale for the civil service, the Council expressed the desire that measures be considered to avoid both too high a level of salaries and too large a number of civil servants, which would place a heavy burden on the budget of Micronesia.

The Council expressed the hope that the efforts made by the Administering Authority gradually to entrust posts of responsibility in the executive to Micronesians would be extended to the judiciary.

During the Council's discussion, the United Kingdom observed that the most important of the internal political developments in the Trust Territory was the calling of the Constitutional Convention, for which elections had just been held. While noting that every effort was being made to associate the Congress of Micronesia with the task of budget preparation within the existing con-
stitutional framework, it believed that further progress was needed in this area. The United Kingdom noted that localization of the civil service continued to make encouraging progress. The advice and consent procedure should be used only for the more senior posts.

France noted the policy of the Territory's administration to restrict the use of the power to disallow legislation to areas of direct interest to the Administering Authority. It considered that it would be desirable to define that policy in an appropriate text.

The USSR considered that the powers of the Congress of Micronesia were seriously curtailed, because the real power in the Territory continued to be vested in the administration, and the High Commissioner had the right to veto legislation adopted by the Micronesian Congress. The USSR also observed that the majority of key posts in the territorial Government continued to be held by United States nationals, although there were a sufficient number of trained Micronesians who could be promoted to those posts.

**Economic advancement**

The Trusteeship Council noted the recovery of copra prices in the course of 1973-1974 and the consequent increases both in export earnings and in return to producers. It also noted the continued growth in tourist revenue.

The Council recalled the regret which it had previously expressed that Micronesian products entering the United States remained subject to United States tariffs, and it noted that, although the subject was still under consideration, the situation remained unchanged. The Council expressed the hope that the Administering Authority would do its utmost to encourage the development of a viable Micronesian export trade. In this connexion, it also expressed the hope that arrangements made for the entry of Micronesia's exports into the United States upon termination of the Trusteeship Agreement would not be substantially less favourable than those arrangements which might be granted to the Marianas Islands District, should the latter proceed to a different form of relationship with the United States.

Although fully appreciating the concern voiced by the Special Advisers from Micronesia that any increase in taxation of imports should not harm the interests of the poorer peoples of the Territory, the Trusteeship Council recommended that consideration be given to the identification of non-essential imports and, where appropriate, to their discouragement, particularly when alternative local resources were available.

The Council welcomed the request made by the territorial Government to the Administering Authority for a higher appropriation of United States grant funds from 1975 to 1977. It hoped the request would be granted, so that plans to accelerate the development of Micronesia's infrastructure could proceed. The Council reaffirmed its earlier recommendations that the Congress of Micronesia should be given final authority over a greater percentage of the total budget of the Territory.

The Council welcomed the lifting by the United States of the ban on foreign investment in the Territory with effect from 1 April 1974. It considered that the foreign investment guidelines outlined by the Special Representative of the Administering Authority promised to safeguard adequately the interests of Micronesians.

The Council also welcomed the enactment by the Congress of Micronesia of legislation permitting the establishment of the Development Bank of Micronesia, and the Council looked forward to a vigorous programme of investment by the Bank in infrastructure and in the expansion of Micronesia's economic resources in accordance with the priorities agreed upon by the administration and the Congress of Micronesia.

The Council welcomed the agreement reached during the seventh round of negotiations between the Administering Authority and the Congress of Micronesia's Joint Committee on Future Status on the return of public lands to the district authorities. The Council trusted that the transfer would be carried out speedily.

The Trusteeship Council also noted that a tentative agreement had been reached on the question of the alienation of land in Tinian during negotiations between the United States and the Marianas Political Status Commission. The Council hoped that the agreement took full account of the interests of the district of the Marianas, including in particular the inhabitants of Tinian, and of the need of those inhabitants for an adequate amount of land to ensure their economic and social development.

The Council also noted with pleasure the recent rise in copra prices and the progress of Micronesia towards self-sufficiency in certain agricultural products. Nevertheless, it again expressed the view that, within the framework of Micronesia's budgetary capacity, a far greater priority should be given to the development of Micronesia's agricultural resources.

The Council reaffirmed the responsibility of the Administering Authority to protect Micronesia's marine resources. It was pleased to learn that the United States had agreed to Micronesian participation in its delegation to the Third United Nations Conference on the Law of the Sea in 1974.

The Council recalled the concern it expressed at its 1973 session at the continuing existence of major deficiencies in the system of transport and
communications, and it urged the Administering Authority to give the highest priority to the rapid establishment of permanent shipping arrangements as soon as circumstances permitted.

During the Council's discussion, France observed that there was a serious imbalance in the Trust Territory between its traditional subsistence economy and its developing monetary economy, a situation that could be an obstacle to Micronesian economic development. The Administering Authority had recognized the need to develop the primary sector of the economy, France added, and that development should be pursued and even intensified with the support of international organizations and with the assistance of foreign investment which could supplement the substantial aid already being provided by the United States.

The United Kingdom felt that the time was near when Micronesia, with the active involvement of the Administering Authority, must take fundamental decisions about the economic future of the Territory. It would be very difficult for the representatives of the Constitutional Convention to come to any clear decision on the constitutional arrangements for a self-governing Micronesia without a clearer picture of the resources available.

Australia noted that a number of important decisions had been taken within Micronesia in the preceding year, which would considerably expand the Territory's economic horizons, including the removal of restrictions on foreign investment and the request to prepare a new five-year budget programme with emphasis on infrastructure development. Australia looked forward to working with Micronesia in the Economic and Social Commission for Asia and the Pacific, and to joining with it to promote greater regional cooperation and development.

The USSR considered that the Administering Authority regarded the most vital interests of the Micronesians as secondary to its own interests, including its military interests, which was the reason for the unsatisfactory condition of the Territory's economic and social situation. The Territory's economy was almost completely dependent on funds provided by the Administering Authority, the USSR stated, adding that no definite plans existed to ensure a viable economy or long-term development for Micronesia.

Social advancement

With regard to medical and health services, the Trusteeship Council noted with concern the critical observations made by the World Health Organization. It welcomed, however, the financing of a new hospital in the Ponape District in 1973-1974 and the progress made in planning another hospital in the Yap District.

It noted that the first class of students had graduated from the programme to train physicians' assistants, established in December 1972 by the Government of the Trust Territory. The Council further noted that the new five-year budget programme envisaged the construction of 115 new dispensaries.

The Council reaffirmed its 1973 recommendation that a greater effort should be made to improve medical facilities in the Territory's outlying areas.

The Council also further noted the statements of the Special Adviser to the Administering Authority on the need for judicial and penal reform. The Council said it would appreciate a report on the matter by the Administering Authority for the Council's 1975 session.

During the Council's debate, Australia said that it was impressed by the facilities now available in the Territory's hospitals and elsewhere, and by the construction programme under way. It also noted the extensive health services available to the outer islands, facilitated by field service ships and aircraft.

Educational advancement

The Trusteeship Council welcomed the efforts that had been made during 1972-1973 to adapt curricula to the specific needs of the Micronesians. However, it felt that this new policy should increasingly aim at greater autonomy and at a greater awareness of the outside world. The Council hoped that the Administering Authority would prepare a report explaining the additions which had actually been made to the curricula of Micronesian students, so that the students could learn more about neighbouring districts as well as about the Pacific countries and the developing countries. It also felt that in those curricula more emphasis should be laid on subjects related to the development of a Micronesian cultural identity.

The Trusteeship Council endorsed the recommendation of the Trust Territory Manpower Advisory Council (established in 1969) which urged the need for a study of manpower requirements in each district of the Territory to determine the job opportunities that would be available in the following 5 to 10 years. The Council stated that such a study would enable proper planning of the type of vocational subjects that should be emphasized in schools and in adult education programmes.

While it welcomed the fact that nearly 1,000 Micronesians already had degrees ranging from Associate of Arts to doctoral degrees, the Council would wish to see avoided in the future too great a discrepancy between the fields chosen by stu-
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The Council noted that, according to the statements of the Administering Authority and the Special Advisers, the discussions continued to be oriented towards the choice of free association for the five districts, without ruling out the alternative of independence. With regard to the Northern Marianas, separate negotiations were taking place between the United States and the Marianas Political Status Commission and were tending towards the establishment of a commonwealth under United States sovereignty. While recognizing that future negotiations might be facilitated by the conversations which were taking place, the Council expressed the hope that it would be kept fully informed on important developments.

The Council also noted that the two parties had agreed that the future political status of Micronesia should be approved not only by the United States Congress but also by the Congress of Micronesia, and particularly by the people of Micronesia by means of a free consultation. It was expected that such a consultation would take place in the presence of the United Nations. The Council further expressed the hope that the terms of the consultation would be clearly defined and that no alternative, including independence, would be ruled out.

The Council, having heard the statements of the Administering Authority, felt that, if the people of the Marianas were consulted separately from the people of the rest of Micronesia, the Congress of Micronesia should be informed in advance of their future political status. It considered that the consultation of the people of the Marianas should also take place in the presence of the United Nations and should not exclude any alternative.

The Council stressed that the Administering Authority had reaffirmed its intention to terminate the Trusteeship Agreement simultaneously for all parts of Micronesia and not for one part separately. In the light of the explanations given by the United States, the Council interpreted that statement to mean that trusteeship would continue to apply to a part of the Territory administered separately before the termination of the Trusteeship Agreement.

The Council noted with concern that the Marshall Islands had also expressed the intention of initiating separate negotiations with the Administering Authority. It noted that the United States had on several occasions expressed the desire to preserve the unity of the Marshalls and the Carolines. The Council also expressed its firm conviction that the problems underlying the trend towards separation would be settled in such a way that the unity of those districts would be maintained.
During the Council’s deliberations, the United States stated it was fully aware of the Trusteeship Council’s long-standing concern over the maintenance of unity in Trust Territories. Despite the fact that the great majority of the inhabitants of the Marianas Islands favoured separation from the rest of the Trust Territory of the Pacific Islands, the United States had declined until 1972 to enter into separate negotiations. At that time, however, the United States had agreed to separate negotiations, but only after elected representatives of the Marianas had made clear that the future political status being sought by the Congress of Micronesia—free association with provision for unilateral termination—was unacceptable to their people, who wished a closer relationship with the United States, and a permanent one.

The United States, reiterating its intention to terminate the Trusteeship Agreement simultaneously for all parts of Micronesia, stated that it expected and would welcome a United Nations presence during the act of self-determination.

The United States was confident that the two sets of negotiations—one with the Congress of Micronesia’s Joint Committee on Future Status and one with the Marianas Political Status Commission—were proceeding in accordance with the wishes of the peoples concerned.

France noted that an agreement on the future status of the Trust Territory would probably be reached soon, and was confident that it would take into account the interests of the two parties, bearing in mind the economic realities and the principles contained in the United Nations Charter. In the event of a separate referendum for the Marianas, France believed such a referendum should await the completion of the negotiations for the whole Trust Territory. It also noted the assurances given by the United States that it would not agree to conduct separate negotiations with the Marshall Islands, and it hoped that the issues which had generated separatist sentiments in that district would be settled rapidly by the Micronesians themselves.

The United Kingdom said it respected the wish, as reiterated in 1974, of the Marianas to seek a closer form of association with the United States. The United Kingdom continued to hope that the negotiations for a free association agreement for Micronesia as a whole would be either completed or nearing completion at the time of a separate referendum in the Marianas. The people of the Marianas should be aware of what was being negotiated for Micronesia as a whole.

The United Kingdom also hoped that the difficulties of the Marshall Islands, which appeared to stem largely from the Territory’s revenue-sharing arrangements, would be satisfactorily settled during the Constitutional Convention. The United Kingdom would view with concern any step which might tend to separate that district from the rest of the Territory. The United Kingdom representative said he wondered whether it was practical politics for the trusteeship status of the Territory to remain in being until 1981, if agreements on both its internal and external status could be reached within the next two or three years.

Australia expressed the view that acceptance might be imminent of a draft agreement of free association for Micronesia as a whole and of a status agreement for the Marianas. It hoped that the Micronesians would feel encouraged to exercise their right to self-determination, including independence, and to take charge of their affairs well before 1981. Australia said it had been reassured by the United States statement that it was its hope that the Marshalls and the Carolines would form a united Micronesia, and that the Constitutional Convention would contribute to resolving such questions as those raised in the Marshall Islands.

The USSR considered that the development of Micronesia towards self-determination and independence was proceeding slowly and that there was still a long way to go before the purposes of trusteeship could be achieved. Efforts by the Micronesians to transform their country into a self-governing State had invariably met resistance from the administering power.

During the talks between the United States and the representatives of the Micronesians on the future of the Territory, the USSR added, the United States had put forward proposals aimed at keeping the Territory, in one form or another, within the orbit of the United States. The military activities of the United States in the region, the USSR said, represented a danger to the peace and security of the peoples of Oceania and Asia. The USSR’s attitude towards the results of the talks would be determined when the final terms of the agreement were known.

The USSR said it wished to see Micronesians exercise their inalienable right to self-determination and independence, in accordance with the United Nations Charter, the General Assembly’s Declaration on the Granting of Independence to Colonial Countries and Peoples, and the Trusteeship Agreement.

Report of Trusteeship Council

On 14 June 1974, the Council approved a report containing its conclusions and recommendations concerning the conditions in the Trust Territory of the Pacific Islands. It did so by a vote of

15 See footnote 13.
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3 to 0, with 2 abstentions (the United States and the USSR).

The United States, in explaining its abstention, said that it was customary for the Administering Authority to abstain in the vote on the conclusions and recommendations, inasmuch as they were directed to the Administering Authority. The conclusions and recommendations would, however, be studied carefully and would be given full consideration by the Administering Authority and the Government of the Trust Territory.

The USSR observed that the separate talks between the United States and the Mariana Islands could not be considered as legitimate and as being in accordance with the wishes of the overwhelming majority of the Micronesians, the Charter and the decisions of the United Nations. Also, the USSR considered that the report did not give a proper evaluation of the nature of the talks between the Administering Authority and the representatives of Micronesia, as they had been conducted in unequal conditions and in secrecy, making it possible for the United States to exert pressure on the representatives of Micronesia.

Consideration by Special Committee

The situation in the Trust Territory of the Pacific Islands was discussed in 1974 by the General Assembly's Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, at meetings held on 20 and 22 August 1974. (The Administering Authority did not participate in the work of the Special Committee during consideration of the matter.)

On 22 August 1974, the Special Committee adopted without objection its conclusions and recommendations on the subject. Among other things, the Special Committee reaffirmed the inalienable right of the people of the Trust Territory of the Pacific Islands to self-determination, in conformity with the General Assembly's Declaration on the granting of independence. It also welcomed the assurance given to the Trusteeship Council by the Administering Authority that the United Nations would be invited to participate in the process of self-determination throughout the Trust Territory.

The Special Committee once again noted with regret the refusal of the Administering Authority to co-operate with the Committee on this matter by declining to participate in the examination of the situation in the Trust Territory. The Committee urged the United States to comply with the Council's repeated requests that a representative be present to provide information which would assist the Committee in formulating its conclusions and recommendations.

The Special Committee also took note of the enactment of the Congress of Micronesia's Public Law 5-60 providing for a Constitutional Convention as an important step towards the attainment of self-government by the Trust Territory. It expressed the hope that representatives at the Convention would be able to reflect the aspirations of the Micronesian people to decide freely on their political and economic system without outside interference.

The Special Committee noted with concern that the Administering Authority still maintained the power to veto bills passed by the Congress of Micronesia and that the budgetary competence of the Congress remained limited. It expressed the hope that, in the transitional period before self-government, increasing priority would be given to the localization of the Territory's administration.

The Special Committee noted that a draft agreement might be referred to the Congress of Micronesia at its January 1975 regular session, but that it was likely to come into effect only in 1981. It expressed the hope that the Micronesian people would be encouraged to decide freely, and to adopt their future political status in conformity with the Declaration on the granting of independence, well before 1981.

The Special Committee reaffirmed that the unity of the Trust Territory should be preserved until it achieved self-determination, and it expressed the hope that developments in the Mariana Islands would not lead other districts to call for separation. It urged the Administering Authority to take appropriate action to promote national unity in all districts through its programme of political education for self-government.

Documentary references

Consideration by Trusteeship Council

Trusteeship Council—41st session
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Chapter II

The situation with regard to the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples

During 1974, the General Assembly’s Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples continued to discharge its mandate as set forth by the General Assembly, and to seek suitable means for the immediate and full implementation of the Declaration in territories which had not yet attained independence.

In this chapter, an account is given of the Special Committee’s work in general during 1974, the consideration of its report by the General Assembly and related action by other United Nations bodies. Details are given of the Special Committee’s and the Assembly’s consideration of the recommendations on individual territories.

Information on the action taken in 1974 by the General Assembly, the Special Committee and other bodies concerning Southern Rhodesia, Namibia and the territories under Portuguese administration will be found in other chapters. (See pp. 135-48, 150-67 and 809-22.)

General questions

System of examination

During 1974, the General Assembly’s Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples continued to use the methods of work developed in preceding years and endorsed by the General Assembly.

Under this procedure, it examined special questions relating to the implementation of the Declaration as well as its implementation in the