



TRUSTEESHIP COUNCIL

Twenty-seventh Session

OFFICIAL RECORDS

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President: U TIN MAUNG (Burma).**Present:**

The representatives of the following States: Australia, Belgium, Bolivia, Burma, China, France, India, New Zealand, Paraguay, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United States of America.

The representatives of the following specialized agencies: International Labour Organisation; Food and Agriculture Organization of the United Nations.

Request for a hearing concerning Tanganyika

1. The PRESIDENT informed the Council that in accordance with rule 80, paragraph 2, of the rules of procedure, Mr. Nayar, a petitioner from Tanganyika, had been informed that his request for a hearing by the Council had been granted and that he would be advised later when to come to New York. If the Council agreed, the petitioner would now be informed that he should be ready to be heard on or about 12 July 1961.

2. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that he understood that the decision about the date on which the discussion on Tanganyika should begin had been left open.

3. Mr. KOSCZIUSKO-MORIZET (France) said that he too had the impression that the question had not been finally settled.

4. Mr. EDMONDS (New Zealand) formally proposed that the Council should decide not to consider conditions in Tanganyika or to hear petitioners from that Territory until 12 July, the date on which the representative of the Tanganyika Government could be present.

The New Zealand proposal was adopted by 9 votes to none, with 2 abstentions.

Organization of work (continued)

5. The PRESIDENT recalled that at the previous meeting the USSR representative had proposed that the Council should submit to the General Assembly a

special and separate report on the subject of item 8 of the agenda, attainment of self-government or independence by the Trust Territories. The representative of India had suggested that the usual procedure as laid down in Council resolution 1369 (XVII) should be followed but that the relevant chapter of the Council's report to the General Assembly should be expanded to include summaries of the pertinent information, together with the conclusions, recommendations and observations of the Council.

6. Mr. ABDEL WAHAB (United Arab Republic) said that his delegation was concerned less with the form of the report than with the substance of the question, i.e. the scope of application and the effect of implementation of General Assembly resolution 1514 (XV). His delegation would not oppose the USSR proposal but would prefer the matter to be taken up after the substance of item 12 had been discussed.

7. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that his delegation's proposal had been prompted by the feeling that the procedure adopted at the seventeenth session of the Trusteeship Council was obsolete. General Assembly resolution 1514 (XV) affected the very substance of the work of the Trusteeship Council and the Council should change its procedure accordingly. All he was proposing for the time being was that the Council should decide to submit a special report on the subject to the General Assembly at its sixteenth session. It could decide later what should be included in that report and what form it would take.

8. He could accept the proposal of the representative of the United Arab Republic if item 8 were discussed early in the session, but not if it were to be postponed until the end of the session.

9. Mr. BINGHAM (United States of America) said that in his delegation's view the Council's report on the subject would best be presented as a part of the Trusteeship Council's general report to the General Assembly. He would therefore vote against the USSR representative's proposal.

10. Mr. SOLANO LOPEZ (Paraguay) supported the proposal made by the representative of the United Arab Republic.

11. Mr. RASGOTRA (India) pointed out that the Council had decided at the previous meeting that item 12 of its provisional agenda (T/1559) should become item 8 of its final agenda. The Council would first discuss political developments in the Trust Territories in connexion with item 4. The subject would then be discussed in connexion with item 8; there thus seemed to be no danger of its being overlooked.

12. With regard to the USSR proposal, he did not feel that there was any necessity for the Council to submit a special report on its deliberations on the item. Of the seven Trust Territories mentioned in the agenda,

four—Ruanda-Urundi, Western Samoa, the Cameroons under British administration and Tanganyika—would shortly achieve independence. There was therefore no question of the Council's considering the application of General Assembly resolution 1514 (XV) to those four Territories.

13. His delegation was doubtful whether the Council was competent to refer to the Trust Territory of the Pacific Islands in a special report to the General Assembly, since all its deliberations and observations with regard to that Territory were submitted to the Security Council.

14. In view of those facts, the proposed special report would embody observations and conclusions with regard to two Trust Territories—Nauru and New Guinea. It hardly appeared necessary to compile a special report to the General Assembly for the sake of those two Territories.

15. He felt sure that there had never been any doubt that the provisions of the Declaration would be applied in the Trust Territories. The concern of the Indian and other delegations in that connexion had been mainly with Non-Self-Governing Territories.

16. If the Council adopted the suggestion made by his delegation at the 1136th meeting, the relevant chapter of its report would include members' comments and observations concerning New Guinea, Nauru, and possibly Ruanda-Urundi, Western Samoa, the Cameroons and Tanganyika. If the USSR proposal was put to the vote his delegation would be obliged to abstain.

17. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that his proposal had been based on the premise that the Declaration applied to Trust Territories, including the Trust Territory of the Pacific Islands under United States administration, as well as to Non-Self-Governing Territories and other colonial possessions. The Declaration contained no provision excepting that Trust Territory and his delegation considered that legal arguments to the effect that it should not be dealt with in the report were without foundation. Since the Declaration had been adopted by the General Assembly, it was the duty of the Trusteeship Council to submit a report on the manner in which it was being implemented.

18. Mr. RASGOTRA (India) emphasized that he had not stated or suggested that the Declaration did not apply to the Trust Territory of the Pacific Islands. The Declaration, like the Charter, applied equally to all Trust Territories. That was not the point at issue. The question was one of procedure. He considered that the matter should be reported upon in the usual way in the report of the Trusteeship Council. The Council had not been asked to submit a special report and he did not consider that the necessities of the case justified a decision that a special report should be submitted.

19. Mr. BINGHAM (United States of America) said that he had not realized that the USSR representative was suggesting that the Council should report to the General Assembly with regard to the Trust Territory of the Pacific Islands. He had assumed that any report on political developments in that Territory would be made to the Security Council, in accordance with Article 83 of the Charter and with the procedure followed since the establishment of the United Nations.

His delegation strongly objected to any suggestion that part of the material concerning the Pacific Islands should be included in the Council's report to the General Assembly and part in its report to the Security Council.

20. He did not claim that the Declaration on the granting of independence to colonial countries and peoples did not apply in principle to the Pacific Islands. It was his Government's policy that the Territory should progress as rapidly as possible towards self-government or independence, in accordance with the Charter, and immediate steps were being taken to that end. The question of the application of the Declaration to the Trust Territory and of the steps being taken to implement it should be referred by the Trusteeship Council to the Security Council; any reference to any other body would be improper and in conflict with the Charter.

21. He entirely agreed with the representative of India, who had given very convincing reasons why the preparation of such a special report was unnecessary. If the USSR proposal were put to the vote his delegation would be obliged to oppose it.

22. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked the United States representative whether his delegation considered General Assembly resolution 1514 (XV) to be applicable to the Trust Territory of the Pacific Islands.

23. Mr. BINGHAM (United States of America) replied that he was not in a position to state his Government's attitude with regard to that question, which raised certain juridical and technical questions that he was not at the moment prepared to answer. Strictly speaking, Article 83 of the Charter appeared to confer jurisdiction over the Trust Territory of the Pacific Islands exclusively on the Security Council. At the same time, the objectives and general principles of the Declaration were acceptable to his Government with respect to the Pacific Islands.

24. Mr. KIANG (China) observed that the question before the Council was not the application of the Declaration to any particular Trust Territory. The question was what the Council should do in the light of General Assembly resolution 1514 (XV). The proposal now under consideration should be examined on its merits.

25. His delegation had voted in favour of the Declaration in the General Assembly, because it subscribed to the principles enshrined therein. The proposal that a separate report should be prepared regarding the application of that resolution to the Trust Territories was a matter within the exclusive purview of the Trusteeship Council which should be examined in the context of the relevant provisions of the Charter and in the light of the Council's long established procedure. Since the General Assembly had not requested the Trusteeship Council to submit such a report, the Council was under no obligation to do so.

26. The Council had always made specific recommendations regarding the attainment by each Trust Territory of the objective of self-government or independence, in accordance with the procedure established by Trusteeship Council resolution 1369 (XVII). It was now proposed that that established procedure should be abandoned.

27. In the opinion of his delegation, the crux of the matter lay rather in the nature and substance of the recommendations for each Trust Territory than in the form of the report. The Council would of course bear in mind the provisions of General Assembly resolution 1514 (XV) in making any recommendations in connexion with each Trust Territory.

28. His delegation's vote would be based on the foregoing considerations.

29. The PRESIDENT called on the Council to vote on the USSR proposal that the Trusteeship Council should draw up and present to the General Assembly at its sixteenth session a special report on the implementation of the Declaration on the granting of independence to colonial countries and peoples (General Assembly resolution 1514 (XV)).

The proposal was rejected by 6 votes to 1, with 6 abstentions.

30. The PRESIDENT suggested that the Council should take up the proposal made by the representative of India.

31. Mr. RASGOTRA (India) said that his proposal was that the Council should decide that the question of the attainment by the Trust Territories of the objective of self-government or independence and the Council's deliberations in connexion with item 8 of its agenda should be recorded as fully as possible in a separate chapter of the report.

The proposal was adopted.

Examination of conditions in the Trust Territory of New Guinea: annual report of the Administering Authority for the year ended 30 June 1960 (T/1561, T/L.1010)

[Agenda item 4 (d)]

OPENING STATEMENTS

32. Mr. HOOD (Australia) introduced his Government's report on the administration of the Territory of New Guinea for the period from 1 July 1959 to 30 June 1960.^{1/} He hoped that the Council would agree that the information which was supplied in the report and which would be supplemented in the course of the discussion indicated a real and significant advance in the Administration's standards and achievements. The establishment of the newly-constituted and much more extended Legislative Council was particularly significant. Important advances had also been made in the organization of the Public Service, in the creation of new departments of administration, in the field of education, in raising levels of living and in other spheres.

33. He suggested that the President might wish to invite Mr. Dudley McCarthy, the special representative, to take a place at the Council table in order to make his statement.

34. He drew the Council's attention to the fact that the special representative was attended by an adviser, Mr. Ephraim Jubilee, who was a member of the Legislative Council of the Territory of New Guinea and the first indigenous inhabitant from the Territory to attend a session of the Trusteeship Council.

^{1/}Commonwealth of Australia, Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1959, to 30th June, 1960 (Canberra, A.J. Arthur, Commonwealth Government Printer). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1561).

At the invitation of the President, Mr. McCarthy, special representative of the Administering Authority for the Trust Territory of New Guinea, took a place at the Council table.

35. Mr. McCARTHY (Special Representative) said that his statement would be in three parts. In the first he would describe certain aspects of the country and the people with which the Council might not be fully familiar; the purpose of that information would be to make it easier for the Council to appreciate the nature of the problems which had confronted and were still confronting the Australian Administration in New Guinea. In the second part of his statement he would supply information concerning the developments which had taken place in New Guinea since the Council's twenty-sixth session, including details on matters in which members of the Council had shown particular interest at that session. The third part of his statement would consist of facts and figures supplementary to those included in the annual report; he proposed to circulate the third part as a document rather than to read it out to the Council.^{2/}

36. In his description of the mainland area of New Guinea he would proceed from east to west. The eastern border between the Trust Territory and the Australian Territory of Papua for some distance roughly followed the course of the Waria River which, in its lower reaches, flowed through lowlands of thick and tangled tropical growth where the heat was stifling. Among the tribes living in the area were the Zia, a tall and robust people whose lives had formerly been governed by constant warfare with their neighbours, magic and sorcery. They had now abandoned many of their ancient customs, were at peace with their neighbours, settled and thriving. Higher up the river lived the Blawaria, a warlike people who, though smaller in stature than the coastal people, were more active and alert. Towards the headwaters of the Waria and its tributaries lived the Bubu and the Ono. Their stockaded villages, surrounded by man-traps, had stood on ridges and spurs, often in particularly precipitous places to guard against surprise attack.

37. Not long before the Second World War he had been one of two officers with a patrol which had been one of the earliest to penetrate the country of the Biwa from the side of what had then been the Mandated Territory of New Guinea. They had spent several days climbing first through the broken ranges up to about 7,000 feet and then through forests where the vegetation and the ground were sodden, rotten and covered in moss. At about 11,000 feet the moss forests gave way to stunted Alpine vegetation. After they had reached the crest they had followed a trail which had taken them several thousand feet down the mountainside into a broad upland valley where they had found clusters of huts abandoned by their inhabitants, who had moved away into the bush. The patrol, after placing gifts of salt and axes in prominent spots, had spent several days camping in the area of one of the deserted hamlets which had been surrounded by a stockade. To begin with, the Biwa had been unfriendly; in the dawn the warriors would approach the hamlet through the mist and shoot their arrows at the stockade. Then, gradually some had begun to approach very cautiously and take the presents. Having thus established good relations with the Biwa the patrol had moved deeper into the valley, where they had come across other hamlets

^{2/}Subsequently circulated as document T/1567.

whose approaches had been protected by man-traps. Despite the initial unfriendliness of the people the patrol had managed to establish good relations with them; in the tradition of the New Guinean Service no shot had been fired. Such patrols were constantly being made in New Guinea. Before their friendly approach hostility gradually died down and the indigenous inhabitants, who had until then been living literally in the Stone Age, were brought the benefits of civilization.

38. To the north and west of the Biwa lived the Kukukuku, who numbered some 40,000 people. For many years they had been dreaded as a wild marauding tribe of semi-nomadic killers who had raided from the centre of the island as far down as the south coast of Papua, fighting with bows and arrows and stone clubs. They had been shifting agriculturalists, their only tool a pointed stick with which they had turned the soil. Contact with those people had only begun in the early 1930's. In 1933 the Leahy brothers and J. L. Taylor, an Assistant District Officer, had explored the Wahgi Valley westward to Mount Hagen and had revealed the existence of hundreds of thousands of indigenous inhabitants of whom nothing had previously been known. They had then lived—as they still did—not in villages but in small family groups in the hills, which they cultivated. Among the people living west and northwest of Mount Hagen the weapons had been spears, stone axes, bows and arrows and shields. Their fighting had been by pitched battle, ambush and house-raiding at night. Sorcery had been widely practised.

39. The country west from Mount Hagen to the border of Netherlands New Guinea had been explored by Taylor between March 1938 and June 1939. His journey had taken him through gorges so steep that progress had been slow and highly dangerous and then across swamps. Just east of the border of Netherlands New Guinea he had discovered the Telefomin people, a group of some eight clans who had combined for self-protection. They had been in a permanent state of war with the Feramin, but as both tribes had kept scouts and raiding parties on the border, the heart of their communities, with their orderly villages set in the middle of the grass plains, had scarcely been affected by the fighting. The people had been cannibals and had committed fearful atrocities on their enemies. They had fought with bows and arrows and made fire by striking stones together. They had had no government, the heads of families exerting influence and being obeyed by the younger men. Disputes which could not be settled amicably had been settled by fighting.

40. Taylor and his party had pressed on into the territory of the Mianmin, where, in December 1938, they had been attacked by a party of some fifty to a hundred warriors, presumably because they had come from the direction of the Eliptomin tribe, whom the Mianmin regarded as their hereditary enemies.

41. Taylor had found that the indigenous inhabitants were only occasionally hostile at the first visit of a European but were always dangerous after they had been visited by any European who had been so fearful of offending their susceptibilities that they had assumed the man to be afraid of them. They attacked not necessarily because they had suffered any wrong but because they regarded all strangers as persons whom they should fight and plunder.

42. Protected by the wild and difficult nature of their country, the Mianmin were still violent at times. As

recently as May 1960 a group of them had carried out a raid on an isolated settlement, killing all the men there. The Chief Justice who had tried the raiders and who had been impressed by their efficiency, had been most anxious that the death sentence which the law required him to record, and which he had known would be commuted to a much lighter sentence, would be commuted in such a way as to bring out for more peaceful and enlightened purposes the quite remarkable qualities of the people concerned. That, of course, was standard procedure in all such circumstances in the courts in the Trust Territory. The sentence had been commuted to three years' imprisonment. He himself had visited the prisoners in the corrective institution at Wewak in Sepik District only a few weeks earlier; they were clean, healthy and thriving and were being taught quite advanced arts and crafts. When they returned home—which would be even before the term of their commuted sentence had been served—they would be the bearers of important aspects of civilization.

43. The people inhabiting the country along the Sepik River were, again, different. Until recently they had been head-hunters whose lives had been subject to witchcraft and superstitious fears.

44. He went on to describe the rugged terrain of the great islands lying off the coast, such as New Britain, and the primitive customs which had formerly been characteristic of their inhabitants. The most advanced of the peoples of New Britain, and indeed of all New Guinea, were the Tolai, who inhabited the Gazelle Peninsula. They had abandoned the savage customs of the past and were prospering within the new economy, learning to cultivate the rich volcanic soil of the area and in recent years developing cocoa as a cash crop. One of the problems there, as elsewhere in the Territory, was that under the prevailing system of land tenure various individuals often held rights in a single parcel of land, thus making the determination of ownership for the purposes of modern production a difficult process. The Tolai appeared to have had no government in the modern sense of the term but to have been ruled by secret societies and by chiefs who, although not elected or hereditary, had been accepted as leaders in recognition of the exceptional, perhaps magical, powers which they claimed to have. As far as can be determined, the Tolai had moved across in fairly recent times from New Ireland and had enslaved the earlier inhabitants of the Gazelle Peninsula, the Bainings, or driven them into the interior. The German administration had put an end to the enslavement of the Bainings by the Tolai. The Bainings had been extremely primitive, living in isolated hamlets each of which was politically independent. Among them the concept of individual land ownership had not existed, land being owned by the tribe or a division of the tribe. Since the establishment of the Australian Administration particular attention had been given to the task of improving the condition of the Baining people by encouraging them to form larger communities where they would be more accessible to medical patrols, political development and other forms of assistance from both the Administration and the missions.

45. He then read out passages from the description of different forms of patrolling written during the past few weeks by Mr. J. P. Sinclair, an Assistant District Officer, who was one of the notable young explorers of the post-war period. According to that account, virtually the whole of the Territory had been

brought under control by the systematic use of the foot-patrol method. At the time that Australia had accepted the responsibility of governing the Territory, the interior had been almost completely unknown. The task of the early patrol officers had been made more difficult by the fact that the population had consisted of many hundreds of small, mutually antagonistic groups of natives speaking different languages rather than of tribes in the anthropological sense of the word. The effect of the hostility between those groups had been to confine each to its own area with no knowledge of what lay beyond.

46. From the outset the Australian Administration had pursued a policy of peaceful penetration of new areas. Great progress in exploratory and consolidation patrolling had been achieved in the years between the First and Second World Wars. In the mid-thirties the slow and difficult "staging" method of patrolling, whereby a small number of carriers transported a portion of the patrol's supplies for the day's march to a forward position and then returned to pick up another load, had begun to be replaced by airdrops. Since the Second World War extensive use had been made of the technique of aerial surveys of new areas prior to the dispatch of ground patrols, resulting in a more efficient use of patrol time.

47. While the early patrols had for the most part been purely exploratory in nature, the later patrols into restricted areas were concerned primarily with the establishment of new posts and airstrips in heavily populated areas, after which they moved out into the surrounding country, making contact with the people and mapping the terrain. At first no attempt was made to stop tribal fighting except in the immediate vicinity of the new posts, but gradually the people stopped fighting and began to bring their disputes to the posts for settlement. Fully controlled areas were divided for administrative purposes into districts, which were in turn sub-divided into sub-districts, each under the control of an Assistant District Officer. In each sub-district the people were divided into census subdivisions based on language and cultural differences, and regular patrolling was planned to cover a complete sub-division on each patrol. Field officers of many different departments of the Administration carried out regular patrolling in the controlled areas. Some of the most important field work now being done by patrols was that done by the agricultural officers of the Department of Agriculture, whose main concern was to assist the people in improving their traditional subsistence agriculture methods and, where conditions were favourable, to encourage them to develop cash crops.

48. A fairly recent development was alluvial mining by the indigenous inhabitants, who were willing to work ground that would be uneconomic for the European miner with his greater overhead and higher level of living. Patrols of field assistants were helping them to improve their methods.

49. Medical assistants, often accompanying a Department of Native Affairs patrol, did the bulk of routine medical patrolling. They carried an extensive assortment of drugs and medicine, giving treatment free of charge to all who required it. Specialist medical teams patrolled certain areas carrying out research and making tests for such diseases as tuberculosis and malaria.

50. The routine general administrative work in the controlled areas was carried out by the Patrol Officer. Such officers were assigned to all stations and patrol posts in the Territory and the close field contact which they maintained with the population accounted for Australia's success in administering the country. The Patrol Officer's functions included assistance to the indigenous inhabitants in developing local government, co-operative societies and marketing ventures. He also had special magisterial powers to administer the Native Regulations and Native Administration Regulations, simple codes of law affecting only the indigenous inhabitants and taking cognizance of indigenous customary law and beliefs wherever the latter were not too much at variance with civilized concepts of law. Another of the Patrol Officer's duties was the maintenance of accurate village census records, which were essential to long-range planning. Routine patrols in the controlled areas were quite different from patrols in restricted areas. The people visited were friendly. No barter items were needed, for they knew the value of money and eagerly accepted it in exchange for food or labour. One of the first tasks of the Patrol Officer upon entering a village on a routine patrol was to ascertain recent births and deaths and correct the register of names accordingly. Then the able-bodied men of the village would hand over the Government tax of up to £2 a year each; only those who could afford to pay the tax did so, the sick, the aged, women and children being exempted, as were the peoples of the restricted and more isolated sub-districts.

51. It could be seen from Mr. Sinclair's account that relations between the patrol officers and the indigenous inhabitants of the controlled areas were extremely friendly and that the people co-operated with the officers in their work. It was expected that within a few more years the last of the pockets of restricted territory would have been brought under full control, entirely through the system of constant foot patrolling.

52. Before concluding the first part of his opening statement he would like to make it clear that in describing certain people of the Territory he had deliberately used the past tense, partly because most of the practices in question had been abandoned and partly because he wished to avoid appearing critical of the indigenous inhabitants, who were responding to the Administration's efforts on their behalf and increasingly taking advantage of the opportunities represented by the broadening of their horizons. The success of Australia's efforts in the Territory depended on the co-operation of the people themselves. The progress now being made as a result of the joint efforts of the Administration and the people was more rapid than anyone would have believed possible a few years earlier.

53. Another point he wished to stress was the devastating effect on New Guinea of the Second World War, which had destroyed virtually all evidence of the material progress made up to that time and had resulted in the deaths of many if not most of the Australian officers who had been closest to the indigenous inhabitants. The impact of the war on the New Guineans, who had just begun to realize that the old ways were changing and who had had no background of experience and education on which to base the great adjustments which had had to be made, had produced a series of psychological, social and economic shocks which had resulted in a great acceleration of the process of

change. Finally, the fact that some 15,000 Australians had been killed or wounded in Papua and New Guinea during the war and that many thousands more had lived and worked with the indigenous peoples at that time had promoted the development of a new feeling for New Guinea among the Australians, who were

willing and proud to bear the responsibility of administering the Territory until such time as the New Guinean people could take their place as a modern nation, conducting all branches of their own affairs.

The meeting rose at 1.10 p.m.