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VERBATIM RECORD OF THE ELEVEN HUNDRED AND THIRTY-SEVENTH MEETING

President: U TIN MAUNG (Burma)

1. Request for a hearing
2. Organization of work of the twenty-seventh session (continued)
3. Examination of annual reports of the Administering Authorities on the administration of Trust Territories: New Guinea /Tid/

Note: The Official Record of this meeting, i.e. the summary record, will appear in provisional mimeographed form under the symbol T/SR.1137 and will be subject to representatives' corrections. It will appear in final form in a printed volume.

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REQUEST FOR A HEARING

The PRESIDENT: I should like to inform the Council that, in accordance with rule 80, paragraph 2, of our rules of procedure, a petitioner from Tanganyika, Mr. Nayar, was informed that his request for a hearing by the Council was granted and that he would be advised later when to come to New York. If this action has the concurrence of the Council, I shall now inform the petitioner that he should be ready to be heard on or about 12 July.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): I do not seem to recall that we have already adopted a decision to begin discussion of the item on Tanganyika only on 12 July. It seemed to me that that question remained open. That is why I asked why we should indicate to the petitioner that he should be here by the 12th. Why should we not hear him earlier? We believe that it would be advisable to allow the Council more time for discussion of the whole question of Tanganyika and to give the petitioner the opportunity of coming here earlier, as was planned in the preliminary schedule -- say, by 7 July.

The PRESIDENT: For the benefit of the representative of the Soviet Union I should like to read from the verbatim record of the meeting of the Council held yesterday. Mr. Caston, representative of the United Kingdom, said:

> "I am sorry, Mr. President, but there are people in Tanganyika who are awaiting with some interest this particular decision. Therefore, I would like to know quite clearly whether my proposal that we do not discuss Tanganyika before 12 July is acceptable to the Council."
> (T/PV.1136, page 67)

And I, as the President, replied:

> "I think that is understood." (Ibid.)

There was no other comment except, I think, from the representative of the Soviet Union. But the decision of the Council was that it was understood that the item on Tanganyika should not be discussed before 12 July, and that was acceptable to the members of the Council.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): I must state again that we have not adopted any decision in the Trusteeship Council that we should not begin discussion of the question of Tanganyika until 12 July. Some questions were put to the representative of the United Kingdom, which he did not answer. It seems to me that the whole matter is still open, and perhaps the representative of the United Kingdom might be good enough to clarify the situation. There is still time for us to revert to this matter later, but in the meantime nothing prevents us from hearing the petitioner earlier. If, for example, we have time free between 7 and 12 July, why should we not utilize that time to hear the petitioners?

Mr. KOSCZIUSKO-MORIZET (France) (interpretation from French): I will not go into the substance of the matter with regard to the date, but for the sake of truth I should like to tell you that I understood, like the representative of the Soviet Union, that the question was not finally closed. As for the rest, we can take that up in discussion.

Mr. EDMONDS (New Zealand): It was the understanding of my delegation that yesterday we had decided we would not take up the consideration of Tanganyika until 12 July. This was an arrangement with which my delegation was in full concord.

We do not believe it would be practicable, and in fact we do not believe it would be very complimentary to the Government of Tanganyika, for this Council to discuss the affairs of this great country on the verge of independence, in the absence of a representative of the Government. Tanganyika now has full self-government. In a few months it will become independent, and we are all looking forward to that. I believe, similarly, we should not hear petitioners from Tanganyika unless we have here a representative of the Tanganyikan Government.

To clarify the position, I formally propose now that the Council take a decision not to consider the conditions in Tanganyika or to hear petitioners on Tanganyika until 12 July, that being the date on which a representative of the Tanganyikan Government can be present.

Mr. CASTON (United Kingdom): Perhaps, Mr. President, you would like to proceed on the basis of the formal proposal made by the representative of New Zealand. In point of fact, I did yesterday make a similar formal proposal and I repeated it twice, and it was my clear understanding that the Council took a decision to the effect that discussion of Tanganyika would not begin before 12 July. It was the clear understanding of some other people. For instance, the Office of Public Information reported in its press release -- which by now has been released in Dar-es-Salaam, I have no doubt -- that a decision was taken by the Council to this effect -- quite rightly, on the basis of the records before us. So I really do not feel there is any room for misunderstanding on this matter, but I leave it to you as to how you think we should proceed.

The PRESIDENT: In order to expedite matters, I propose that we take a vote on the proposal which has been made formally by the representative of New Zealand that the affairs of Tanganyika should not be discussed before 12 July.

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

ORGANIZATION OF WORK OF THE TWENTY-SEVENTH SESSION (continued)

The PRESIDENT: The Council will now resume consideration of the organization of its work. I will attempt to give my understanding of the situation reached by the Council with regard to its treatment of item 12 of the provisional agenda when we adjourned very late yesterday.

The Council's resolution 1369 (XVII) lays down the procedure to be followed in dealing with the question of the attainment by Trust Territories of self-government or independence. However, in view of General Assembly resolution 1514 (XV) regarding the declaration on the granting of independence to colonial countries and peoples, the representative of the Soviet Union proposed that in addition the Council should submit to the General Assembly a special and separate report based on pertinent factual information, prepared by the Secretariat, and containing conclusions and recommendations proposed by the Council. The representative of India, if I understood him correctly, favoured the usual procedure being followed, as laid down in resolution 1369, but with the chapter

(The President)

of the Council's report to the General Assembly being expanded to include summaries of the pertinent information, together with the conclusions, recommendations and observations of the Council, instead of mere references to pages and paragraphs of the report, where the information was available. He had no objection to a special report being prepared in addition, as proposed by the representative of the Soviet Union, if this Council so decided. The representatives of the United Kingdom and of New Zealand also seemed to favour following the usual procedure but suggested that, instead of a special report, chapter V of the Council's report to the General Assembly could be amplified as necessary according to any later decision of the Council. I think that sums up the situation as of yesterday. I should like to invite any comments by members of the Council.

(The President)

In the absence of any observations or comments from the members of the Council, I should like to put to the vote the proposal which, I understand, has not been withdrawn by the representative of the Soviet Union that a separate and special report be prepared to be submitted to the General Assembly by the Council. This formal proposal made by the representative of the Soviet Union will be put to the vote.

Mr. ABDEL WAHAB (United Arab Republic): My delegation attaches great importance to the implementation to General Assembly resolution 1514 (XV). My delegation participated in drafting that resolution along with other Afro-Asian delegations. It was also one of its sponsors.

What concerns my delegation is not the form of the report, whether it is a special report or a chapter in our annual report, but the substance of such a report, the scope of application and the effective implementation of General Assembly resolution 1514 (XV).

With regard to the proposal of the representative of the Soviet Union, my delegation will not oppose it. However, my delegation prefers that we take up this matter after discussing the substance of item 12.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): When we made the proposal regarding the formulation of a special report for the General Assembly on the implementation of the Declaration on the granting of independence to the colonies, we considered that the customary procedure that had been proposed at the seventeenth session of the Trusteeship Council in 1956 was no longer applicable, that it was already obsolete. There is a new and important document of the General Assembly, a new and important decision which affects the very substance of the work of the Trusteeship Council, and we therefore consider it essential to change the procedure. We are proposing that the Trusteeship Council take a decision at this stage that there will be a special report on this subject for presentation to the sixteenth session of the General Assembly. We can decide later what we shall include in that special report and in what form it will be, that is, when we discuss in substance the individual Trust Territories, but it seems to us that even at this stage such

(Mr. Oberemko, USSR)

a decision should be adopted on the principle of a special report. Thus each member of the Trusteeship Council and the Secretariat will know that such a report needs to be prepared.

We have just heard a proposal from the representative of the United Arab Republic to the effect that we postpone a discussion and a decision on this matter until such time as we have started a discussion of item 12. But the question arises as to when we are going to begin a discussion of that item. If this is going to take place in the near future and not in the middle or at the end of the session, then such a proposal can be accepted by us. But if we are going to postpone this whole matter until the end of the session, then quite reasonably a number of delegations will say that they have not had time to prepare such a report and that such a report therefore could not be presented by the Trusteeship Council for apparently objective reasons.

That is precisely what we wish to avoid and that is why we propose that this matter should be settled once and for all at the beginning of the session. The only thing we are insisting upon is that a decision be adopted now to prepare a special report on the implementation of the General Assembly resolution concerning the granting of independence to colonial peoples and countries. If the representative of the United Arab Republic, with the assistance of the President, could perhaps indicate more precisely when he intends to adopt such a decision and if this decision will be made within the next week or two, by the middle of June, I think we could accept such a proposal. However, we consider that under no circumstances should we postpone a decision on this very important question since if we do not decide on this matter now it will mean that we are acting in accordance with the old procedure which was approved at the seventeenth session of the Trusteeship Council -- and now the Trusteeship Council is in its twenty-seventh session.

The PRESIDENT: If there are no other comments, the Chair will put to the vote the proposal just made by the representative of the USSR.

Mr. BINGHAM (United States of America): Since this matter is apparently to be voted on now, I should like to say a few words about my delegation's view of the matter. As I understand it, the question to be voted on now is very simply whether the report on this subject should be presented separately in a separate document or whether it should be presented as a part of the Trusteeship Council's report to the General Assembly as one chapter. It seems to us that the presentation as a chapter of the report with full statements therein contained, not simply by reference but, as indicated by the representative of India yesterday, in the necessary details so that that chapter in itself will be comprehensible, is the appropriate and orderly way to proceed and that there is no need for a special report on this matter or a separate report. The chapter as envisaged will in itself be a report and be available to the Assembly just as much as a separate report.

That, as I understand it, is the issue. For reasons of good order and what seems to us to be the sensible way to proceed, we will oppose the proposal of the representative of the Soviet Union simply because we believe that this matter should be handled as a chapter in the report of the Trusteeship Council.

Mr. SOLANO LOPEZ (Paraguay) (interpretation from Spanish): I am in favour of the proposal made by the representative of the United Arab Republic. Regardless of the circumstances, we do have on our agenda an item which we must consider. I believe that in the past the Council has never failed to consider an item on its agenda. In this case, when we come to the point in question, the implementation of the General Assembly's resolution on independence of colonial peoples, it is up to us to decide what scope we wish to give this item.

Each member has the individual responsibility to determine what scope should be given to this subject when we take it up. I therefore believe that the proposal made by the representative of the United Arab Republic would be satisfactory to us.

(Mr. Solano Lopez, Paraguay)

I fail to understand the fears expressed by the representative of the Soviet Union to the effect that we might be confronted with an item which we could not consider because of lack of time. The time that we give to each item is up to us to decide.

This is the point of view of my delegation.

Mr. RASGOTRA (India): It is my understanding that the Council decided yesterday that item 12 will be shifted to the position of item 8 on our agenda. That decision stands. It follows from that decision that the Council will first discuss, in the light of this item, the political developments or constitutional advancement of Trust Territories one by one when we discuss item 4. That decision was also taken yesterday. And after that discussion is concluded there may be a review or a general discussion or a specific discussion of this particular item. So, there is no difficulty about this. There is no danger, as far as my delegation understands the position, of this item not being discussed. In fact, it is my clear understanding that we are going to discuss it seven times at one go, and then, as an item by itself -- eight times. So, there is no danger, as far as I know, of this item being overlooked or set aside by the Council.

Therefore, the question before us is strictly whether our discussion of this item should form the contents of a special report or whether the contents should go into a separate chapter -- chapter V, as was suggested by my delegation yesterday. I have given further thought to this matter and I do not feel that there is a necessity for our having to submit a special report on our deliberations on this item. My reasons for this are very simple and I shall enumerate them very briefly.

We have on our agenda the consideration of the affairs of seven Trust Territories. Of these, one is Ruanda-Urundi, and in respect of that Territory the General Assembly itself is seized of the modalities for the termination of Trusteeship. Then we have Western Samoa, and the Assembly has already decided that termination of Trusteeship over this Territory will take place at the end of this year; a plebiscite has been taken, and what is more important, the people have decided in favour of independence.

(Mr. Rasgotra, India)

Then we have the British Cameroons. There also the General Assembly has taken decisions, and trusteeship over both parts of that Territory is going to be terminated this year. Then we have Tanganyika, and with respect to that Territory also the General Assembly has taken a decision with regard to the termination of trusteeship on 28 December.

Therefore, with regard to these four Territories, there is no question of our considering, at this stage, the application of the General Assembly Declaration. The provisions of the Declaration will be fulfilled in a matter of months.

Then, we are left with three Trust Territories: the Trust Territory of New Guinea, the Trust Territory of Nauru and the Trust Territory of the Pacific Islands. I should like to get the Pacific Islands out of the way first. My delegation is not at all sure that the Council is competent to refer to this Territory, in the body of a special report, to the General Assembly because, strictly speaking -- and this has been the practice in the past -- all our deliberations, conclusions, observations on this Territory have to go to the Security Council. Perhaps some delegations feel -- my own delegation may feel -- that this should go to the General Assembly, but there is no way open to us at this time to change that procedure. Therefore, strictly speaking, if we decide to have a special report, that special report will contain observations and conclusions of the Trusteeship Council on two Trust Territories: Nauru and New Guinea.

We do not feel that for the sake of these two Territories it is necessary for the Council to compile a special report and send it to the General Assembly.

I should also like to say that with regard to Trust Territories there has never been any doubt in anybody's mind that the provisions of the Declaration will not be applied. The concern of my delegation -- and I believe other delegations, the United Arab Republic for example, with whom we shared the honour of drafting the Declaration at one stage or another -- has mainly been with Non-Self-Governing Territories in this matter because it is more or less taken for granted that these four or five Territories are becoming independent this year and the remaining two or three -- whatever the number is -- will shortly become independent, although we should keep an eye on their affairs and seek

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information about the setting of targets and dates, and so on and so forth. But the point is that it does not seem necessary to my delegation to put all this information in a special report because a special report has to be on a special subject -- and that subject involves exactly two Territories at the moment. Therefore, the necessity, in our view, does not exist.

On the other hand, if the Council adopts the suggestion that my delegation made yesterday, that we have a separate chapter -- chapter V -- which will be duly amplified, and in that chapter we can include not only our comments and observations on New Guinea and Nauru, but also possibly Ruanda-Urundi, Western Samoa, the Cameroons and all the rest, because we shall be discussing their affairs in the normal course, and whatever observations we have can be included there -- although that may not be strictly necessary.

These are the reasons why my delegation finds itself unable to support this proposal, and if it is put to the vote, we shall, I am sorry to say, have to abstain on it. If you come subsequently to our own suggestion in the matter, we shall naturally support that.

Mr. OBEREMKO (Union of Soviet Socialist Republics)(interpretation from Russian): We have already spoken on several occasions and explained the importance, as we saw it, of having a special report on the question of the implementation of the Declaration to be addressed to the General Assembly. We proceeded from the premise that this Declaration applies to the Trust Territories as well as to the Non-Self-Governing Territories and also to all other colonial holdings. This has been very accurately stated in the Declaration itself. Of course, it is a matter for each delegation to interpret to what extent this Declaration applies, more or less, to each Territory, but we believe that this Declaration applies fully to all Trust Territories and to all colonies. We consider that this Declaration applies also to the Trust Territory of the Pacific Islands under United States administration. We have no doubt at all on that score; and no provision has been made for any exception regarding this Trust Territory in the Declaration.

(Mr. Oberemko, USSR)

Therefore, we consider that various legal arguments to the effect that it is not possible to include the Trust Territory of the Pacific Islands in the special report are not well founded and cannot be accepted by our delegation. We consider that this question deserves to be reflected in the special report. Although we are not discussing this question as to substance now, it could be well said that the Trusteeship System has been in existence since 1946-1947. Why, then, should we not draw up a balance-sheet to see whether this system has been working out fruitfully and effectively or whether it has not justified itself? Why not show whether any steps have been taken, and if steps have been taken, to implement the General Assembly's Declaration of last year with regard to all Trust Territories? Of course, we know that Western Samoa is going to become an independent country on 1 January 1962 and we also know that on 28 December of this year Tanganyika will become independent.

(Mr. Oberemko, USSR)

All of this must be stated in a separate document. Then the whole matter will be quite clear. Why are no measures taken in respect of certain other Territories? If they are being taken, then by all means let the Administering Authority be good enough to indicate what these measures are, and we will discuss the fact whether they are adequate and effective or not.

Moreover, the General Assembly itself will be able to discuss the whole matter. That is why we consider that this cannot be done here in this very important matter under the protection of references to some specific instances and in regard to the fact that in certain Territories the question of independence has already been disposed of. We believe that, since the General Assembly has adopted the declaration, there was a need for such a declaration. And since it has been adopted by the General Assembly, the Trusteeship Council, as the organ assisting the General Assembly in the trusteeship field, must present a report on the manner in which this declaration has been carried out.

At the present time it is becoming a little clearer to us that the question is not one of procedure and not one of which form this report will take. The question is not one of whether we should discuss and decide upon this matter now or later. Apparently the question involves principle more than anything else. Some delegations believe that it is not necessary to present such a special report on the implementation of the declaration of the Assembly. Others believe that it is necessary to have such special report. Therefore, it would seem that the logical course of action and the natural procedure would be to put our porposal to the vote.

We consider -- and we do not go back on our opinion -- that such a special report is needed for the sixteenth session of the General Assembly.

Mr. RASGOTRA (India): There are only two points I want to clarify, because I think the representative of the Soviet Union alluded to what I said.

I did not state or suggest -- and I want note to be carefully taken of this -- nor did I imply that the declaration of the Assembly does not apply to the Trust Territory of the Pacific Islands. I did not say that; I did not imply that.

(Mr. Rasgotra, India)

The declaration, as indeed the Charter of the United Nations, applies equally to all Trust Territories. Therefore, that is not the question. The question is one of procedure, as to how we are to report upon this matter.

We agree that this matter should be reported upon. But our view is that this matter should be reported upon in the usual way in the body of the Trusteeship Council report, because we have not been asked to submit a special report. The necessities of the case do not seem to us to justify a decision being taken by the Council that a special report should be submitted.

Mr. BINGHAM (United States of America): I am glad that the representative of the Soviet Union has clarified certain aspects of this matter. Frankly, until now I had no notion that in discussing this matter he was suggesting that this body should report to the General Assembly with regard to the trusteeship of the Pacific Islands. I am quite surprised that he should have made that suggestion.

Of course, he is thoroughly familiar with the fact that under the procedures followed by this body throughout all the years since its creation, and in strict compliance with the Charter, it has reported to the Security Council with regard to all matters affecting the Pacific Islands. This is entirely in accordance with Article 83 of the Charter. If I may, I should like to quote from that Article:

> "All functions of the United Nations relating to strategic areas, including the approval of the terms of the trusteeship agreements and of their alteration or amendment, shall be exercised by the Security Council."

I had therefore assumed that any report on the political development of the Pacific Islands Territory would be made to the Security Council, and I was glad to note that the representative of India had made the same assumption.

Surely it would seem to me that it would be wrong and contrary to the Charter for this body to submit to the Assembly, presumably for discussion in the Assembly, any one aspect, no matter how important, of the situation and the progress in the Pacific Islands. Obviously the total situation there --

(Mr. Bingham, United States)

political, economic and social -- must be considered by the Security Council and not piecemeal, part by the Security Council and part by the Assembly. Therefore, I had taken for granted -- and my delegation had -- that the question of political development of the Pacific Trust Territories, and the progress of those Territories and the steps being taken toward independence or self-government, would be included as usual in the report to the Security Council.

I would strenuously object to any suggestion that it should be otherwise, and that part of the material concerning the Pacific Trust Territories should be included in the report of this Council to the General Assembly and part to the Security Council.

In saying this, I am not saying that the declaration on the granting of independence to colonial countries and peoples -- resolution 1514 -- is not, in so far as principle is concerned, applicable to the Pacific Trust Territories. It is certainly the policy of my Government that these Territories should make progress as rapidly as possible toward self-government or independence in accordance with the Charter, and that immediate steps should be taken to that end and are being taken. That is in line, as I understand it, with that resolution. Therefore, I do not wish to be understood as saying that that resolution is in principle not applicable to the Pacific Trust Territories.

However, the question of the discussion of the application of that resolution to the Pacific Trust Territories, and of steps being taken in line with that resolution in the Pacific Trust Territories, must, as I see it, be referred by this body to the Security Council; and any other reference to any other body would be improper and would be in conflict with the Charter.

Therefore, in sum, I agree entirely with the statement so clearly made by the representative of India as to the significance of this proposal. I believe he has correctly analyzed the situation as to what would be included in such a special report. To my mind, he gave very convincing reasons why such a special report would not be necessary. We would, as I have indicated, if the question is brought to a vote, be constrained to oppose that suggestion on the grounds stated by the representative of India.

Mr. ABDEL WAHAB (United Arab Republic): Although we are not discussing now the scope of the application of the declaration, I would like to make it clear that in our view the declaration applies to Non-Self-Governing Territories as well as to Trust Territories.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): I should like to put a question to the representative of the United States. In his last statement he referred to the fact that he fully agrees with the statement made by the representative of India, but he did not say whether he considers the General Assembly declaration on the granting of independence to colonial countries and peoples to apply fully and completely to the Pacific Islands Trust Territory. We should like to have a clarification so as to know who shares whose opinion partly or fully and in what manner. Does the representative of the United States consider the General Assembly declaration to be applicable to the Trust Territory of the Pacific Islands?

Mr. BINGHAM (United States of America): In saying that I was fully in accord with the position of the representative of India, I was referring to his statement with regard to the proposed separate report. I am not at this time in a position to say what the position of my Government is with regard to the question posed by the representative of the Soviet Union. I think it does pose certain juridical and technical questions which I am not at present prepared to answer. Strictly speaking, the Article of the Charter from which I quoted would seem to deprive the General Assembly of any jurisdiction whatsoever over the Pacific Trust Territories and to confer that jurisdiction exclusively on the Security Council. At the same time, I do not want to express an opinion that the declaration does not apply to the Pacific Trust Territories.

I have said, and I shall repeat, that in the view of my delegation the objectives of the declaration and the general principles outlined therein are acceptable to my Government with respect to the Pacific Trust Territories.

Mr. KIANG (China): The question before us is not one of the application of the General Assembly declaration to any particular Trust Territory. The question is what the Council should do in the light of the General Assembly resolution. The proposal now under consideration should be examined on its own merits. The Council should certainly not entertain any propaganda manoeuvre.

(Mr. Kiang, China)

In the General Assembly my delegation voted for the declaration on colonial countries and peoples. We voted for it because we subscribed to the declared principles. When we come to examine in the Council the proposal that a separate report should be prepared by the Secretariat regarding the application of that General Assembly resolution to the Trust Territories, it is a matter first of all which lies within the exclusive purview of this Council, and it is a matter which must be examined in the context of the relevant provisions of the Charter and in the light of the existing procedure which this Council has long established. Since the General Assembly has not requested the Trusteeship Council -- the resolution leaves no doubt on this point -- to submit the kind of report which has been proposed, this Council is certainly under no obligation to do so.

When the Council examined each Trust Territory, the Council has always made specific recommendations regarding the attainment by that particular Trust Territory of the objective of self-government or independence, and in this matter the Council has always been guided by Trusteeship Council resolution 1369 (XVII). This is the established procedure and practice which the Council has followed over the years. Now the question is whether we should abandon this established procedure and practice.

In the opinion of my delegation, the crux of the matter lies more in the nature and substance of the recommendations for each Trust Territory and not in the form of the report. As the General Assembly has adopted its declaration on colonial countries and peoples, the members of this Council will of course always bear in mind the relevant provisions of that resolution and will fully take them into account when we make any recommendation or adopt any recommendation for each Trust Territory in accordance with the provisions of the Charter, and in particular Article 76 thereof. In the opinion of my delegation what really matters is not the factual report to be prepared by the Secretariat but the recommendations which this Council itself is going to make. The sections on attainment in the report of the Trusteeship Council are integral parts of the report, and these sections, as other sections, are equally important. I think the sections on attainment are of equal importance with the sections on political, economic, educational and social development of any of the Trust Territories.

(Mr. Kiang, China)

Some members have advanced the argument that the question is one of application to a particular Trust Territory. I think that is not the ground on which we should view the proposal. My delegation will base its vote on the ground that the question is more a matter of principle, that is to say whether we should depart from the procedure and practice that the Council has long established. I want to make it very clear that the question now before us is not one of application of the declaration to any particular Trust Territory. The question is rather what the Council should do in the light of the resolution and in the light of the competence of the Trusteeship Council.

Mr. ABDEL WAHAB (United Arab Republic): I believe that the Council decided to start discussing conditions in Tanganyika on 12 July. I wonder what we are going to do between 7 July and 12 July. If we have nothing to do, perhaps we can discuss the question of the application of the declaration.

The PRESIDENT: Before the Chair answers that question, I think we can decide now to vote on the Soviet proposal.

Mr. ABDEL WAHAB (United Arab Republic): I think that my question relates to the proposal of the Soviet Union.

The PRESIDENT: In reply to the question posed by the representative of the United Arab Republic, I might say that I think the Council decided yesterday that the item on Tanganyika would be discussed after 12 July and that, if there were any extra time, the Council could go into recess. That is clearly understood and that is, in general, what the Council has agreed. If there is some time left, we can take up the items that we have not considered. Therefore, it is the position of the Council that there might be a recess before we take up the item on Tanganyika.

I think the Council is now in a position to take a vote on the proposal made by the representative of the Soviet Union. I will read out the proposal that he has made and, if he agrees to the wording I read to the Council, he may so indicate. His proposal is as follows:

"That a special report be prepared in connexion with item 12 of the agenda and that the procedure laid down in Trusteeship Council resolution 1369 (XVII) not be followed."

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): More precisely, our proposal should read as follows:

"That the Trusteeship Council should work out and present to the sixteenth session of the General Assembly a special report on the implementation of the General Assembly's resolution on the granting of independence to colonial peoples, in furtherance of resolution 1514 (XV) of the General Assembly."

It is obvious that, if this proposal were to be adopted, we would have to change our customary procedure, which was adopted by the Council five years ago, at which time there was no Declaration by the General Assembly such as the one that now exists.

The PRESIDENT: The Council will now vote on the proposal as just stated by the representative of the Soviet Union.

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

The PRESIDENT: The Council will now take up the proposal made by the representative of India. I shall read out the text of the proposal and, if the wording is agreeable to the representative of India, he may so indicate:

"That the Council follow the procedure laid down in Council resolution 1369 (XVII) in connexion with item 12 of the provisional agenda and that the separate Chapter V of the Council's report to the General Assembly be expanded to include conclusions, recommendations and observations of the Council."

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): If it is intended to have this proposal voted upon immediately, my delegation would like to submit an amendment. An appropriate title should be given to this chapter of the report of the Trusteeship Council. I do not feel that there would be any objection to having a special title for this chapter, and we could use as the title the one appearing under item 12 as approved by the Trusteeship Council. I should like the opinion of the representative of India on this point.

Mr. RASGOTRA (India): What is needed is a simple procedural decision of the Council with regard to the presentation of certain contents relating to a certain item, that is, item 12, and I would simply put it to the Council that it decide that the question of the attainment by the Trust Territories of the objective of self-government or independence, and the Council's deliberations on item 12, should be separately recorded and should be recorded as amply as possible in a separate chapter of the report. That is all that is needed.

I am not quite certain what the amendment of the Soviet Union would be. However, if it is a question of the wording of the title, I think that that could be more appropriately discussed when we have the body of this chapter before us. There will be a certain heading, there will be certain phraseology used, and, if any delegation does not agree with that heading or that phraseology, a verbal amendment can then be moved. If, on the other hand, the question of the heading of the chapter has to be decided now, I have no objection to that. It could be done now. But I think that it could perhaps be done more approrpiately at a later stage.

(Mr. Rasgotra, India)

The decision that we have to take at the moment is that this item, the attainment by the Trust Territories of the objective of self-government or independence, and the discussion of item 12 -- if there is a separate discussion, as I hope there will be -- should all be recorded together in a full chapter by itself, Chapter V or Chapter IV or whatever it may be.

The PRESIDENT: The Council has just heard the statement made by the representative of India. Are there any objections to the proposal of the representative of India? If not, I will consider the proposal adopted.

The proposal was adopted.

AGENDA ITEM 4d

EXAMINATION OF ANNUAL REPORTS OF THE ADMINISTERING AUTHORITIES ON THE ADMINISTRATION OF TRUST TERRITORIES: NEW GUINEA (T/1561; T/L.1010)

Mr. HOOD (Australia): As the Council turns now to item 4d of its agenda, I have the honour once again to submit, on behalf of the Administering Authority for the Trust Territory of New Guinea, the annual report for the year 1959-1960.

I submit this report with a feeling that we are indeed supplying the Council with the fullest possible available information on conditions in the Territory of New Guinea.

(Mr. Hood, Australia)

I do so also with the feeling that the Council may, by and large, feel that the information which is supplied in the report, and which will be supplemented in the course of the discussion, will indicate a real and significant advance in the standards and the achievements of the Administration in the year under review and actually in fact, up to the present time. I say "up to the present time" because one of the most significant facts which my delegation will be able to record before the Council is the constitutional advance implied in the establishment of a newly constituted, re-created and much more extended Legislative Council. All the details on this accomplishment will be supplied to the Council.

I think the information will also show that important advances have been made in more than one other direction, such as in the Administration itself, the organization of the Public Service, the creation of new departments of administration, a new impetus in education, achievements in the direction of the raising of living standards, and so on.

I would commend the report to the close study and examination of the Council in the full belief that the record of the Administering Authority will in general commend itself to the Trusteeship Council, and its conclusions and recommendations will be eagerly looked forward to by my Government.

I would ask, Mr. President, that the Special Representative, Mr. McCarthy, be seated at the table. He will have a statement to make, consisting actually of three parts, the third part of which he will, with your permission, not actually read to the Council. It will be distributed and will be in the form of a considerable amount of supplementation of the annual report. This will be submitted in written form.

Mr. McCarthy will seek to inform the Council in general fashion, and possibly also in some detail, of the significant advances and developments that have occurred in the recent period.

I would like, sir, in the special circumstances also to draw your attention and that of the Council to the presence in the Australian delegation, as adviser to the Special Representative, of Mr. Ephraim Jubilee, who is from the Territory of New Guinea and who, as a member of the Legislative Council, represents the first person actually from the Territory itself to have the honour of attending a meeting of the Trusteeship Council.

May Mr. McCarthy, sir, please take his seat.

At the invitation of the President, Mr. Dudley McCarthy, special representative for the Trust Territory of New Guinea under Australian administration, took a place at the Trusteeship Council table.

The PRESIDENT: On behalf of the Council and on my own behalf, I wish to extend a very warm welcome to Mr. McCarthy as Special Representative. We are all glad to see him here in this, his first appearance as Special Representative of the Administering Authority, and we know that the Council will derive great benefit from his experience in the administration of the Trust Territory of New Guinea.

Mr. McCARTHY (Special Representative for the Trust Territory of New Guinea under Australian administration): Thank you, Mr. President, for your words of welcome. I have to thank you, and through you the distinguished representatives on this Council, for your invitiation to join you at this table -- an honour which I deeply appreciate.

As Mr. Hood has indicated, I will present this opening statement in three parts -- an approach suggested to me through the impressions which I recorded last year in listening to the debate which took place around this table and in noting the questions which were asked.

In the first part I will attempt simply to develop some sort of image of this great Territory and its people largely by description of certain aspects of the country itself and the people themselves with which the Council may not be fully familiar. This information may fill out, or even perhaps alter in some cases, images at present existing in the minds of the representatives. But the descriptions will be neither a connected series nor will they constitute in any way a comprehensive coverage of all the people of the Territory, or of all the country. They are designed to be indicative and evocative only. Their purpose is to make it easier for this Council to appreciate the nature of the problems which the Australian administration has faced and is facing in New Guinea, and for the Council to assess more accurately and completely for its own purposes the quality and extent of the Australian efforts which are being made there and the results of those efforts.

(Mr. McCarthy,
Special Representative)

In a second and separate part of the statement I would propose to place before this Council information relating to the detail of particularly interesting developments which have taken place in New Guinea since the meeting of this Council in mid-1960, and attempt to give particular information regarding some matters which were the subject of interested questions, and stimulating discussion, in this Council last year.

At the conclusion of that second part of the statement I would then propose simply to lay on this table a written statement to be read by representatives as being supplementary to the annual report which this Council has already studied. That paper is composed largely of facts and figures bringing up to date the various situations and circumstances referred to in that particular report. I have felt that the nature of this document, vitally important though it is, is such that while it deserves to be read and studied it would be tedious for the Council to listen to it and the time spent in presenting it orally could be more profitably occupied by the representatives in study of the statement itself.

Now, therefore, I would like to proceed to the first part of this opening statement, and, in doing so, generally to proceed first from east to west through the mainland area of New Guinea. Perhaps representatives might find it helpful to follow this brief description, if they wish, on the map of the Territory which forms part of the annual report.

The eastern border between the Trust Territory and the Australian Territory of Papua for some distance roughly follows the course of the Waria River. The lower regions of this river flow through tropical lowlands typical of so much of the coastal areas, regions of great heat, indeed of stifling heat, compressed by tangled tropical lowland growth so thick that, to those struggling to find a passage through it, it can be terrifying. Generally the tracks pass underneath a ground canopy of foliage which shuts most of the sun and is tangled with lawyer-vines and profuse growth. There is much bird and insect life there. In that area live such tribes as the Zia, a tall and robust people with dark-brown skin and woolly hair. They are now settled, at peace with their neighbours, have abandoned many of their ancient customs, and are thriving. In their tribal state they were spearmen of note who lived in a constant state of warfare with their neighbours. They then lived also in fear of ghosts and spirits, and magic and

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sorcery governed all phases of their daily lives, designed in large part to propitiate the ghosts of ancestors who were held to control food supplies, hunting and all the daily occasions. They would dance at certain times of the year, day after day for several weeks, from dawn until late at night, until they were near exhaustion. This dancing was probably an arduous duty rather than a pleasure, forming an important part of their particular form of religious life. They slept on raised platforms with fires burning beneath them. On the death of a person, ceremonial divination was used to detect the sorcerer responsible. They had elaborate initiation ceremonies for boys which extended for many weeks. The boys were sometimes beaten with sticks and bamboos filled with cold water which would break and chill them. In fear and pain they might break through the walls of the house and rush into the bush, but the bullroarer would sound and they would be forced to return to the house.

Further up the Waria River were such people as the Biawaria, bow-and-arrow people, the bowmen protecting their exposed sides by a shield flung over one shoulder. These people were vigorous and warlike, smaller in stature than the coastal people but more active and alert. They pierced the lobes of their ears and the septums of their noses and wore their hair in long, greasy tags falling far below the shoulders.

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Towards the headwaters of the river and on its tributaries were the people of the Babu and the Ono, light-skinned, robust and powerful, hook-nosed. The hair of some of the young men hung below the waist in seven or eight long pigtails bound with bark. They decorated themselves with the plumes of birds, shells, dogs' teeth and human bones. They lived on ridges and spurs in stockaded villages, often built in particularly precipitous places to guard against surprise attack, with the houses so arranged that the occupants had every opportunity to escape into the surrounding scrub if attacked. Beyond the villages the ground was sown with spear pits and other man traps. In these villages the dead were kept in tubular structures 12 to 15 feet high, wrapped round on the outside with pandanus leaves.

Such rivers as the Waria and the Ono rise in the high and rain-drenched mountains of the country through which the southern border of the Trust Territory passes. I, personally, have occasion to remember these areas well for, not long before the war, I was one of two officers on a patrol of some three months' duration which was one of the earliest to penetrate the country of the Biwa from the side of what was then the Mandated Territory of New Guinea.

To get to the country of the Biwa meant weeks on foot through the mountains. There were many days of climbing and slipping and falling -- first through the broken ranges up to about 7,000 feet, and then silently through the great moss forests which stretched from about 7,000 to 11,000 feet, where the trees are merely dwarfed, skeleton-like growths twisted and gnarled, distorted into fantastic shapes, full of moisture, rotten to the touch, festooned and garlanded with streaming moss; beneath our stumbling and slipping feet great carpets of thick moss covered the ground and treacherously spread over a lattice of groping aerial roots, so than an incautious step could break through into yawning holes. The world of the moss forest is a dead world, wrapped in a great silence which almost one fears to break. The air is dark and cold; and then, at about 11,000 feet the moss forests give way to the stunted alpine vegetation wrapped in clouds, bitterly cold, drenched with rain.

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On that occasion, after many days of journeying through the dead mountain we reached the crest of our climb. As far as the eye could reach was a great upheaved mass of mountains stretching endlessly away, tree-covered, swept by unceasing winds, filled with the sound of falling water. And then a dim track went plunging and slipping down the sides of the great mountains for some thousands of feet so that one fell and slipped and swung from overhanging branches. Then it broke out into a broad upland valley. Here lived the people whom we had come so far to seek. We moved down into the valley. In it there were clusters of huts, some of them surrounded by stockades. But there was no sign of people. In the bush we could see thin plumes of smoke rising where the Biwas had made temporary camps and moved away from our approach and from which they would return after our departure -- if we did not succeed in making contact with them before. So we waited, camping in the area of one of the deserted hamlets surrounded by the stockade. There we stayed for several days. We placed gifts in prominent places. In the dim dawn each day the warriors, almost hidden by the mist, gathered to attack. As the mist thinned with the coming day we could see their shapes. A few arrows would fall in front of the palisade -- flung with terrific force and precision from great bows seven feet or more in length. But as the day grew stronger the attackers drew back into the mist in the deeper bush. Then, gradually, one or two began to approach very cautiously; they took our presents -- salt which they craved and steel axes to replace their own stone axes and clubs. We never did see many of them, but we had established good relations; and so we moved on deeper into the valley. As we approached other hamlets, by winding tracks through long coarse grass which was more than head high, we found man traps: in places, razor-sharp slivers of bamboo spread across the tracks to tear bare feet to ribbons; in other places, nests of bamboo stakes, pointed like needles and sharp like razors, arranged cunningly so that one would impale a man about the knee and when he fell forward it would be on to the upright stakes and be impaled through the body. But these people also became our friends.

In all of these long days no shot was fired, no slightest harm was offered to the people who had met us with uncertainty and initial unfriendliness. This is the tradition of the Service in New Guinea. When as we waited for the dim shapes in the mist to close in, there was no shot fired.

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I have mentioned this at some length simply because there is nothing unique or unusual about it in New Guinea. Each day Australian officers there are climbing through such mountains, plunging down such slopes, moving in the dead world of the moss forests, meeting suspicion and often vigorous attack with patience and restraint. Before such approaches, hostility has gradually died and behind them have come the benefits of our civilization to a people who, until recent years, have lived literally in a stone age -- confined to their own tribal areas, ruled by fear, knowing no medicine, and unversed even in those things of which many of our very young children are already masters.

To the north and west of the Biwa country is that of the Kukukuku. These people number perhaps 40,000. Over many years they had been widely known and dreaded as a wild marauding tribe of semi-nomadic killers, constantly fighting, murdering and raiding, down to the sea itself off the south coast of Papua -- this, of course, from the very centre of the main island. Neighbouring peoples had feared them with almost superstitious fear. To the people of the Gulf of Papua they owe their name which is derived from the Motu word for "cassowary" -- I stop here to explain that a cassowary is a large bird which does not take to flight, in appearance like an emu, but much smaller -- since the Kukukuku fighting man wore a pair of leg bones from a cassowary across his belly. They were speedy and dexterous bowmen and clubmen, brave and fierce, dashing in attack, stealthy and skilful in ambush. They were small and strongly made, extraordinarily agile and enduring in the wild mountains where they lived. The Kukukuku wore cloaks of beaten bark, for warmth in the cold night, to protect them from rain, and under which they hid their stone clubs -- marks of what we call the new stone age culture, which most of the rest of the world's people passed out of perhaps 6,000 years ago. They wore pieces of cane through their pierced noses, or a pig tusk; they were shifting agriculturalists whose only agricultural tool was the pointed stick with which they turned the soil. Often they smoked and kept for long periods their own dead. In such cases the bodies were usually left lying for several days in the family house while relatives and friends mourned, sometimes inflicting severe injuries on themselves as they did so. Then , literally in the middle of the family group, the body was placed in a sitting position on a platform above a smoking fire which had to be tended at all times. This process

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would last from six weeks to three months, during which the body remained in the house. It was finally removed to its last resting place, often a ridge overlooking the area where the dead man had lived, arranged in a sitting position so that it appeared to gaze eternally out over its old home.

Contact with these people was only beginning in the early 1930's. Administration attention was then diverted during a difficult time by the discovery of the great highland valleys in the centre of the Territory, among mountains lifting themselves up to 15,000 feet in height, cut through with many gorges, broken and tangled, and in many places impassable. In 1933 the Leahy brothers and Assistant District Officer J.L. Taylor, explored the Wahgi Valley west to Mount Hagen and revealed the existence of hundreds of thousands of native people of whom nothing had previously been known. They were a fine upstanding people who had probably made their way in from the coast by slow degrees in years long gone. For the most part they lived -- as they still do -- not in villages, or even in hamlets, but in small family groups in garden houses through the hills which they cultivated extensively. They wore great wigs of human hair and carried stone axes. Taylor said of these people:

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"They are Papuan, not Melanesian, and remarkably free from the degenerate customs common to many Melanesian tribes, many of whom, besides being ferocious cannibals, before being brought under control were guilty of atrocities which are unheard of among the Highland people. An Atzera (Upper Markham) man, for example, would quarrel with his wife and to spite her would sell one of their children for a cannibal feast for which he would receive a cowrie as an emblem to be attached to his spear."

Among the people in the general area west and north-west of Mount Hagen the weapons were the spear; the light shield which did not hamper the warrior who moved with great agility; the stone axe; and the bow and arrow, the favourite arrow being the one with the bamboo blade, used at short range, usually in ambush. Fighting was by pitched battle, ambush and house raiding at night. Revenge was taken for sorcery by killing the sorcerer when his fellows were away fighting, the sorcerer being always an old man who did not take part in war. If a man died and sorcery was suspected, the body was cut open down the centre of the chest and his heart was examined. If it were blackish in colour, the general opinion would be that sorcery was the cause of death. One of the old men would then go to sleep to dream of the sorcerer, and in this way the alleged culprit was discovered.

From March 1938 to June 1939, Taylor, in the greatest patrol that was ever made, or now ever will be made, in New Guinea, explored the country west from Mount Hagen to the Dutch border. Painfully making his way through the country at the head of some of the Strickland River tributaries, he wrote at one stage:

"The river comes from the east with a fine sweep, near the broad grassed mountain narrows, quickens pace, rises to deeper rapids and vanishes round the corner about 200 yards upstream to continue its journey to the Strickland and the flat country of the Fly River in Western Papua. In this gorge I felt diminutive, an infinitesimal speck pitting itself against mighty nature. Gorges are large, oppressive and cruel and one feels almost unequal to the tasks ahead, until climbing high confidence returns again.... We now began the worst ascent I have ever known. The track became so steep that movement on it was highly dangerous and

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progress was only just possible. Looking down on the gorge beneath was almost sickening. The mountain side was covered with short grass which grew on crumbling limestone shale that caused one to slip back a little at each step. I was aided considerably by sharp alpine spikes, which were made for ice work, in my boots, but even with these I had the greatest difficulty in holding on... it was every man for himself. If he slipped he must go to the bottom unless he could save himself by his own efforts... ropes and picks were really necessary for reasonable safety."

As the patrol approached the country of the Telefomin just east of the Dutch border there were different experiences. I quote Taylor again:

"We crossed further swamps before climbing over the divide into another river system. Crossing the swamps is a curious experience. In parts we were walking on a floating mattress of growing grass that gave way at every step like a springy bed, the water rising to our knees. It was uncanny, for we walked like Lilliputians across the soft stomach of a sleeping Gulliver. These grass swamps are like diaphragms over the top of living, moving fluid underneath."

Of the people Taylor went on to say:

"The Telefomin consist of about eight groups or clans who have combined for self-protection and are able to live in comparative peace and security although nearly surrounded by hostile people. The Feramin are their deadly enemies and a state of war has existed between them for the past twenty years or so. Both Telefomin and Feramin keep scouts and raiding parties on the border, and so the heart of the community with its orderly villages set in the middle of the grass plain is scarcely affected by any fighting that does take place. The people are cannibals and not in the least ashamed of it. No man I suppose is responsible for the habits and conventions of the community into which he is born... if any enemy is captured and killed his body is taken and fearful atrocities and mutilations are committed, with the object, I imagine, of terrifying those across the border. All New Guinea people are a mixture of gentleness

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and savagery, timidity and bloodlust, and it is this that makes them so difficult to understand and accounts for reasonable people holding opposite views about them. To one person he is an angel, to another the very devil."

I continue to quote from Assistant District Officer Taylor's report, because he was possibly the outstanding man on this type of work that New Guinea has produced, as I will explain when I come to the end of the quotation:

"The inhabitants were a broad wild race, short in stature, but well built, light to medium brown in colour. Boys to the age of about 16 go about naked; when a feast is held and they adopt the gourd... all adult men wear the gourd which is grown in the gardens and is of all shapes and sizes. Young men wear very long hair in plaits but later on in life the hair is cut fairly short. Girls put on a skirt when they are very young and all women and girls wear a rush skirt. It is made of several tiny aprons... the women have not the brown velvety skin of other tribes for here they are prohibited from bathing or even washing. Taro crops will fail if they do, the elders say.

"The Telefomin are bow and arrow people and use a six foot bow made of wood from the black mountain palm and arrows with bamboo blades about twelve inches long and razor sharp.

"Fire is made by the striking of stones together so as to cause a spark which falls on a very inflammable pitch which looks like lambswool and is conducted by scraping a dust-like fungus from the lower part of the frond of the mountain palm.

"There is no government of the community as we understand it, there being no fixed penalty for offences or crimes, but the heads of families are influential men and the younger ones obey them. Disputes which cannot be concluded amicably are settled by the sword.

"At one village we were taken with great ceremony into the sacred house, the pagan temple of the men of the community into which no woman may peer under penalty of death. Some things were hidden from us but

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thousands of pigs' jaws and the skeleton of the head of a crocodile were shown to us with an air of reverence and mystery. All spoke in whispers, and the men appeared thus to be in awe of some great power whilst they were in the house.

"We pressed forward (16 December 1958) into the Territory of the Miammin... early the next morning one of our carriers saw a war party near the north-eastern end of the camp. A moment later arrows entered the house nearest the attackers, one striking Benjil in the buttock. He dashed from the house and as he passed through the doorway another arrow with a bamboo blade as large as a carving knife and commonly used in close quarter fighting struck him in the side and passed deeply into his body, about eleven inches by the blood stains on the blade, and penetrated the region of the heart. Those in the house tried to get clear, but several arrows were shot underneath the eaves wounding Constable Kewuwu in the chest and Bobar in the arm. The attacking party was working according to a sound plan, common in native communities, that of forcing the inhabitants of a house to leave and covering the doorways. Soon after, another attack developed. The attackers advanced under the cover of large shields, two men to a shield. This enabled one man to carry the shield carefully and silently through the timber and approach close to the camp unheard. A bowman carrying a shield might bump it against trees and so alarm the enemy.

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"The attacks were well planned and neatly and carefully executed. The warriors fought bravely and showed great determination. The number of men forming the attacking parties may not have been very great, perhaps fifty, perhaps 100. The cause of the attack can only be guessed at. It was, I imagine, due to the Mianmin regarding all strangers entering their territory as enemies. It is probable too that a scout of theirs heard us coming some days before from the direction of the Eliptomin, their hereditary enemies. Hearing of our approach word would be sent near and far to every man of importance, to every family leader, and armed men would rally to repel the raiders. Once their wrath was kindled nothing could stop them. They would be prepared for war and war they would have.

"The journey so far had disposed of one fallacy common in New Guinea, particularly among the self-righteous, that places where the natives are most difficult are those where Europeans have been before and not shown sufficient tact and skill in dealing with the inhabitants ... during my several years in the Territory I have found that the indigenous are only occasionally hostile at the first visit but are always dangerous after the visit of a European, experienced or otherwise, who has been so fearful of offending native susceptibilities that the native has believed the man to be afraid of him and a man of little power or consequence. This mistaken notion on the part of the native has sometimes caused difficulty, far more than has been caused by lack of skill and sympathy on the part of the European. The native to his family and to those he believes to be powerful is a charming person. Towards others he may be a villain of the deepest dye. If he does not like the visiting strangers then the cutting of a tree in the forest or the shooting of a bird as it flies over his territory becomes grossly offensive to him and he will object to this being done. He attacks not necessarily because of wrongs done but because all strangers are persons to be at war with and to plunder.

"While I was at Manus the chief of one village told me that years before his village had killed a white man. I said 'Was he a bad man, die he do you injury?' 'No', he replied, 'we were very fond of him.'

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I said 'Then why did you kill him.' He said 'It was like this. Our enemies the Mbunei people said "we are going to kill your white man and get his guns and then we shall kill you." We had a conference then and decided that if anyone was going to kill our white man and get his rifles it was us. So we killed him.'."

That is the end of Mr. Taylor's quotation.

These Mianmin people of whom Taylor wrote are still remote, protected by the wild and difficult nature of the country in which they live, and still violent at times. As recently as May 1960 a group of them were tried for a particularly murderous raid in which the raiders, having travelled far afield, took up their positions before dawn round an isolated settlement consisting of one house in which some ten people were living. With the dawn they killed all of the men living there and then rapidly dismembered and disposed of them, and took all the women.

Despite its ferocious nature the calm efficiency of this expedition evoked the particular interest of the trial judge, the Chief Justice himself, who was most anxious that the sentence of death which the law required him to record, and which he knew would be commuted to a much lesser sentence, was in fact commuted in such a way as to bring out for more peaceful and enlightened purposes what he felt were the quite remarkable qualities of the people concerned. (Such consideration is, of course, standard procedure in all such circumstances in Territory courts.) The sentence was indeed commuted to some three years imprisonment and I myself, only a few weeks ago, visited and talked with these prisoners in the corrective institution at Wewak in the Sepik district. There they are thriving; they are clean and healthy with a cleanliness and general health they have never known before; they have been taught simple tasks which are basic to life as we know it but hitherto were completely strange to them; they are being taught quite advanced arts and crafts of various kinds.

To break off for a moment, if I may, inquiring particularly on this visit about these people, this difficulty of theirs of picking up the simplest arts and crafts was explained to me in this fashion. When the leader of this expedition, a most able and impressive man, was brought in and was told to do

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certain work around the jail, it was explained to him what a shovel was and that a shovel was there to move dirt with. He took the shovel and went to work. But he went to work by scooping up handfuls of loose dirt which he was supposed to shovel and placing them carefully on the shovel itself and then moving the shovel. That seemed to me to be an excellent indication of the almost complete lack in primitive tribal states of some people of what we accept as being basic knowledge and understanding. These people will in a much lesser time even than the term of their commuted sentences return to their people as emissaries in some measure (and it is confidently hoped in substantial measure) of important aspects of civilization as we know it.

But to return to the main course of the Sepik River itself -- the people there are different again. In times not long gone they were themselves difficult and intractable, eaters of sago which they beat from the palms which grow in profusion in the great swamps and fens which spread on either side of the river, smouldering in temperament, subject to witchcraft and supersitious fears, head hunters who decapitated their victims with a swift sweep of a bamboo knife, remodelled the features in clay and painted them and hung the heads in the ceremonial houses (the house Tambaran) by the hair in long rows.

That custom, of course, is gone among most of these people. I was going to say long gone, but not so long gone, unless I admit to a great age because I myself, as a young officer in this area, was accustomed to seeing these trophies in the sacred half-darkness of the Tambaran Houses, and have counted as many as 300 at a time.

Similar variety and patterns to those of the main island mark the country and the people of the great islands which lay off the mainland coast. New Britain itself is wild and rugged. Volcanoes erupt there and boiling mud endlessly bubbles in many places and the island is often shaken by earthquakes. Along the south coast were people who bound the heads of the newly born infants tightly with tapa cloth, fastening it in place with a long string of coarse fibre. The operation was performed by the mother and the wrapping continued for some months until the head of the child retained the desired shape. Sometimes the process was abandoned if the child cried frequently. The presence in the community of a few heads of normal shape was explained in this way. No reason was given for the practice. The deformed head was said to look good.

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In the same regions it was common practice for widows to be killed upon the death of their husbands. The people gave various reasons for this. One was that it was not right for a woman to be enjoyed by a man other than the husband who had paid for her. Another was the fear of the widow of having to live apart from her husband in the place of the dead if her ghost failed to find his. It was said that the widows themselves desired to follow their husbands, and as soon as their husbands died they invariably requested their friends to strangle them and even assisted in the operation in every possible way. This service was usually performed by members of the widow's own social group, perhaps her own brothers and sisters or even her own children. If, as well might have been the case, there was more than one widow, they were all killed in this way by members of their respective groups.

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Special Representative)

In the same area certain of the tribes were expert with blow pipes. They used them for shooting birds. Skilled men could blow the dart into the highest trees. The pipe itself might be 600 centimetres in length consisting of lengths of bamboo reeds fitted firmly into one another. The dart was a slender piece of hard palm planed smooth and tapering gradually to a point. The end was wrapped with light fluffy parrots feathers. Young men about to accompany bird-shooting expeditions for the first time were given to eat a preparation of down from the eye region of the birds, stuffed into ginger, so that they could use the gun with skill.

Of particular interest on the island of New Britain are the people of the Gazelle Peninusla, that is, the northern area. The most populous groups there, almost certainly the most advanced of all the New Guinea people, intelligent and vigorous, are the people generall knownas the Tolai. They have now left their customs far behind them and are prospering rapidly within the new economy, developing their skill in the cultivation of the rich volcanic soil on which they live and particularly, in recent years, in the cultivation of cocoa for cash. A difficulty there, as elsewhere in the Territory, is the land system which often provides for different rights in land by various individuals and therefore renders the determination of ownership for the purposes of modern production difficult and far reaching.

An interesting feature of the social development among the Tolai was that there seemed to have been no government in the modern sense of the term, except that form of jurisdiction of power represented by secret societies and that exercised by chiefs who were supposed to possess exceptional powers, perhaps of sorcery or witchcraft. But the title of chief was not usually the result of any sort of election or by inheritance; it was probably the result of a claim by a certain man to be possessed of certain powers and his success in convincing the people that he really possessed these. Probably the best known of the secret societies are those referred to as to the Duk Duk and Iniet. And I mention these particular because of recent reports which no doubt will have come to the notice of the representatives on this Council of, so-called revivals of one or more of these ancient socieites in New Britain. In days

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gone by the Duk Duk was often represented to the outside public by a dancing figure robed in leaves extending from the shoulders down to the knees, wearing a high mask often framed and painted to represent a hideous bird-like face. In those days, when the dancer appeared imitating the ungainly motion of the cassowary, the women and childern were expected to hide; in certain circumstances he was entitled to strike dead people who displeased him. Boys about to be initiated into this society often had to undergo unpleasant and painful experiences over a long period. Members of the Iniet also exercised great influence, being regarded by the rest of the community as possessing exertaordinary powers of witchdraft. The Germans asserted that this society indulged in the most disgusting practices and developed into a dangerous blackmailing institution of murder and cruelty. They took rigorous measures to stamp it out. Such societies were not confined to the Gazelle Peninsula but were indeed common throughout many parts of New Britain.

It seems likely that the people now known as the Tolais moved across from New Ireland in fairly recent times. In the Gazelle Peninsula they found a less vigorous people, now known as the Bainings whom they drove into the interior or enslaved. It is said that they frequently then made raids on Bainings villages, expressly to obtain more slaves. The Germans stopped this and freed the slaves. While the Tolai seems to have taken over almost nothing from the Bainings, the latter have absorbed a good deal of the Tolai culture. But from those days the history of the Bainings has been an unfortunate one.

Their material culture was poor. The family slept round the fire for warmth, lying either on pieces of soft bark or on the earthen floor. There were no cooking utensils so that the only method of preparing a meal was by roasting it in the ashes. Water was carried and stored in lengths of banboo. The weapons were crude. A heavy and roughly pointed piece of wood served as a lance. But the club was the most favoured weapon. A stone was rounded into a thick disc and then bored through the centre. A strong stick was threaded through the stone to make a club. They were dexterous with the sling. Their axes, even for stone age people, were poorly made. They had few handicrafts. Their trade was

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at a minimum. Their political organization did not exist. They had no villages but lived in isolated hamlets separated by rugged mountains and flooding rivers. Each hamlet was politically independent. The Bainings valued their freedom and resented restrictions imposed upon them. The family was the social unit. Polygamy was practiced. Individual land ownership was not developed; the land being owned by the tribe or a division of the tribe. In practice a family or group of families made their gardens together. The Baining people have a real fund of mythology and folk lore. They are a most musical people and many of their songs are linked with their dances. These dances are probably the highest developed of their arts and take the form of plays rather than dances, dramatizing some phase in the factual or mythical history of the community. Formerly women were forbidden to witness some types of dance. The penalty for doing so was death. The form of the dance varied greatly; in some forms it had a most obvious vigorous and erotic significance. The dance overshadowed and coloured the whole life of the Baining for months before and after it took place. It could not take place unless a feast accompanied it. Food was accumulated for months before the dance; the main performer fasted for days before the dance. In one dance, the skin at the base of the spine was pierced and a heavy spear threaded through and held there in a horizontal position. In addition, the actor donned a heavy mask the weight of which taxed his strength to the utmost. Wearing this he would dance ferociously until he collapsed; sometimes died. Among all the people of New Guinea the Bainings are probably the only ones to have a fire dance. During this the dancers will hop into fires which have been built into the arena, furiously treading and scattering with their bare feet the burning wood and flames and themselves emerging apparently unhurt.

First these people were driven from their land by the Tolai. Mission influence was established among them by the Germans late in the last century. In 1904, however, they massacred the missionaries. The measures then taken by the Germans were severe. Then came the War of 1914-1918 and all its disruption. With the establishment of Australian Administration particular attention was then given to trying to alleviate the lot of this unhappy people. Nevertheless, little progress was made. Shortly before the last war they were swept by a most destructive epidemic. Following that strenuous efforts were made to draw the people together into larger communities where

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they would be more accessible to medical patrols, political development and other forms of assistance both from the Administration and the missions. The new measures were then again interrupted by war and were hindered by the natives' reluctance to leave their old villages.

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I do not now propose to traverse the arc of islands which spreads from the Admiralties to the Solomons. There was the same general human pattern there as elsewhere of primitive cultures and varying natures and customs. Geographically and topographically the islands share the mainland features.

As one of the most up-to-date accounts available of the way in which the Administration goes to work among these people I should like now to read some brief extracts from an account of patrolling in its various forms, written within the last few weeks only by one of the great exponents of that art -- Assistant District Officer J.P. Sinclair. Sinclair is one of the notable young explorers of the post-war period and has spent the best part of those years literally living among the native people in the most remote and least known places. He writes:

"Virtually the whole of the Territory has been brought under control by the patient, systematic use of the foot-patrol method. Australia faced a tremendous and unique task when she accepted the responsibility of governing Papua and, later, the Territory of New Guinea. Almost the whole of the interior of the vast Territory was completely unknown. There were no maps, no roads. The natives had to be contacted on foot. As the pioneer patrols moved out from the few coastal outposts new tribes of people and new ranges of incredibly broken mountains were continually discovered. Travel was slow and difficult and the patrols were long.

"The early officers found that there were no 'tribes' of natives, in the anthropological sense of the term. Instead of tribes they found many hundreds of small groups of natives, each numbering up to a few hundred people. Each of these groups showed a united front to all others. A stranger was automatically an enemy. Vendetta, feud and raid raged ceaselessly. No man ventured outside his door without his bow, arrows and stone or wooden club. To stray outside the area claimed by one's group was certain death. As a result, the natives of each group very rarely had any idea of which peoples, and what land, lay on the other side of the nearest mountain range.

"Patrolling officers therefore had to go through the critical and often dangerous business of contacting small, mutually hostile groups over and over again. In other primitive countries of the world the

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early explorers usually encountered large tribes or nations of people with a common language, common culture and a common tribal area. Once good relations were established with the tribal rulers the explorers could generally count on free movement over large areas of country. This was not the case in New Guinea. Hence the slowness and difficulty of the pacification of the Territory.

"From the outset, the Australian Administration laid emphasis upon a policy of the peaceful penetration of new areas. In Papua, the late Lieutenant-Governor, Sir Hubert Murray, summed up this policy in a set of Instructions issued to his field staff: He stated:

> "'Officers should never forget that it is the settled policy of the Government not to resort to force except in cases of necessity when all other means have failed, and that it by no means follows that because an officer has a good defence on a charge of manslaughter that his conduct will, therefore, escape censure.'

"The records show that the settled policy of the Administration has been faithfully carried out over the years, with remarkably few instances of bloodshed, when the magnitude of the task is remembered.

"Exploratory and consolidation patrolling in New Guinea continued steadily. Great progress was achieved in the years between the First and Second World Wars.

"After the last war the work continued ... Very similar methods were used to pacify this country as were employed from the earliest days of Australian control. The early officers used permanent carrier lines, with armed police guards. All food, tools, items of trade, cooking and camping gear, tentage and personal belongings were carried. On long patrols, the 'staging' method was usually employed. This was an exhausting and painfully slow method of travel, involving the patient carrying by a small number of carriers of a portion of the patrol supplies for a day's march ahead, then returning to pick up another load, and so on. After some months the patrol would be down to single stages. Patrols depending upon staging for the movement of supplies sometimes lasted for six months and more.

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"In the middle thirties the more modern techniques of supply by airdrop to a patrol in the field began to be used. Taylor and Black had airdrops during their 1938-39 Hagen-Sepik Patrol. Wartime experiences with airdrop techniques led to a much wider use of this efficient means of supplying a party in the field after the war. Post-war exploratory and consolidation patrols began to carry small, self-contained dry battery operated tele-radios. Newer and more efficient forms of tentage came into general use. The modern japara tent weighs but a fraction of the old double-weight duck. Medical supplies and equipment were better and lighter than before the War and it was possible to maintain a line of carriers in good health over months of patrolling. With radio-transmitters in general field use, patrols were able to move much faster because it was no longer necessary to carry many tons of supplies on long patrols, moving them up a few miles a day, bit by bit. When the post-war patrols ran short of rations, the radio was used to call up aerial assistance. With care, very good results can be obtained from 'free' dropping of rations and other items from the air. In about 30 drops during the years 1955 to 1958, I averaged 95% recovery from drops to patrols of mine in the Southern Highlands of Papua.

"Much more extensive use has been made post-war of the technique of aerial surveys of new areas prior to the despatch of ground patrols. It is now virtually routine for officers to have the opportunity of a thorough and often prolonged aerial examination of the terrain before they move out on foot. It is often possible to route the patrol so that the main centres of population, observed from the air, are covered. This has resulted in a more efficient use of patrol time.

"Whilst the early patrols were generally purely exploratory in nature, the later patrols into 'Restricted' areas have been mostly concerned with the establishment of new posts in the new country. The aim is to site the new post in a area of heavy population, convenient from the point of view of overall administrative control. The patrol, as in the case of the opening of Menyamya," -- that is in the Kukukuku country -- "aims to set up a post and build an airstrip in the centre of the new country.

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Then patrols gradually move out into the surrounding country, contacting the people, mapping the terrain and investigating the population pattern. At first, no attempt is made to stop tribal fighting except in the immediate vicinity of the new Post. But the process of control slowly but surely continues. Soon the peoples a day's walk away from the Post will begin to stop their fighting and will start bringing disputes to the Government for settlement. As time goes on, and patrols continue to cover the outlying areas, the whole area accepts the new way of life. It is common to find whole groups and clans ceremoniously burning and destroying their weapons to mark their repudiation of their old habits, and the coming of peaceful ways and the new order. Once the new territory is declared to be under full control, the steady pattern of routine patrolling is continued ....

"In a fully controlled area, the pattern of patrolling is different. The Territory is divided for administrative purposes into Districts, and these are sub-divided into Sub-Districts, each under the control of an Assistant District Officer. In each Sub-District, the people are divided into 'Census Sub-Divisions', according to language and cultural differences, and regular patrolling is planned to cover a complete Sub-Division on each patrol. Field officers of many different Departments of the Administration carry out regular patrolling in the controlled areas. The work of exploration and pacification has been, and is, carried out by the Department of Native Affairs, often with the assistance of European Medical Assistants of the Department of Public Health. Once a new Station is established, and an area brought under full control, field officers of the specialist Departments enter the picture.

"Some of the most important field work now being carried out by patrols is that done by the Agricultural Officers of the Department of Agriculture, Stock and Fisheries ... The Agricultural Officer is concerned, broadly, with two aspects of village agriculture. Firstly, he patrols the villages to assist the people to improve their traditional subsistence agriculture methods. He may introduce new and improved types of subsistence crops.

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Secondly, he attempts where conditions are favourable to assist the people to develop a cash-crop, such as cocoa, coffee, peanuts or copra. These officers also advise the people on better methods of animal husbandry. In some places good quality pigs have been made available. There is no doubt that the role of the Agriculture Officer will become of greater and greater importance as the peoples of the Territory advance.

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"A fairly recent development has been native mining. In parts of the Morobe and Eastern and Western Highlands Districts, natives are taking up prospecting and simple alluvial mining in great numbers. In my own Sub-District, Wau (Morobe District) there are currently over 900 natives engaged solely in mining. At Wau, and at Kainantu in the Eastern Highlands, there are a number of specialist officers called Field Assistants (Native Mining). These officers spend their time assisting the native miners to become more efficient. They travel on foot amongst the existing workings, helping the miners to set up sluice-boxes, showing them better methods of cleaning up the gold, and they are constantly testing new areas to see whether native miners can successfully operate. Since the native miner is happy to work ground that is uneconomic for the European miner, with his much greater overhead and his higher standard of living, it seems certain that native mining will continue to increase in volume and importance, and to this end the Field Assistants are carrying out their patrolling.

"Officers of the Department of Public Health carry out patrols designed to improve the health of the native peoples. Medical assistants do the bulk of the routine medical patrolling. They often accompany a Department of Native Affairs patrol. Medical assistants on patrol carry a good assortment of drugs and medicines and treatments are given, free of charge, to all who require them. Specialist medical teams patrol certain areas carrying out research and making tests for tuberculosis, malaria and other diseases.

"The routine general administrative work is carried out by the Patrol Officer in these controlled areas. He is an officer of the Department of Native Affairs. These officers are stationed at all Stations and Patrol Posts in the Territory, and it is the Patrol Officer who is responsible for the steady, unspectacular but still satisfying patrolling that keeps the Administration in close touch with the mass of the native peoples in the villages. Australian success in native administration in this country has resulted from such close field contact, and it still remains the backbone of our administration. It is as essential today as it ever was.

"The Patrol Officer has many functions. He is primarily interested in the welfare of the people. In many of the more advanced areas, he assists the development of native local government, co-operative societies and marketing ventures. The specialist officers of the Department of Native

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Affairs who are directly responsible for the growth of the native local government and co-operatives are all former Patrol Officers and all have a background of patrolling experience. The Patrol Officer has important police and magisterial functions. He has special magisterial powers to administer the simple codes of laws affecting only the native peoples of the Territory. These codes take cognizance of native customary law and beliefs wherever these are not repugnant to our established law. Another vital duty of the patrolling officer is the maintenance of the village census records. Accurate census statistics are essential to long-range planning and the Patrol Officer is the man who compiles these. Negotiations with the native peoples in land transactions is another responsibility of the Patrol Officer. In fact, any matter which directly affects the people in the villages also affects the Patrol Officer. He must always be ready to talk to the people on any matter which is confusing them -- be it the reasons for the introduction of tax, the purpose of Government appeals for loan finance, the structure of the Government, the reasons for calling the census, or any other current question.

"A typical routine patrol today might take from a week to six weeks or more. The organization of such a patrol is quite different to a restricted areas patrol. The Patrol Officer, who is often accompanied by a Cadet Patrol Officer or an officer of a specialist department, sets out from his station carrying everything that will be required for the trip. Because the people he will visit will be friendly, he will require only one or two native constables, who will act as messengers and as supervisors of the patrol cargo. No large carrier-line of thirty or forty carriers is needed, for the country to be covered is peaceful and there is free travel for all between the villages. The officer will obtain carriers at each village to carry his gear to the next. No elaborate supply system is required, since the patrol will usually be small in number and can carry its own food, and buy from the people. No trade items are needed -- the mother-of-pearl shell, tambu, giribiri, the bailer shell, the knives, tomahawks, plane blades, looking glasses, beads and salt that have to be carried in the restricted areas where money is not known and is not wanted. The people that will be visited on this patrol know the value of money and they eagerly accept it in exchange for their labour and their food. No heavy tents or radio gear will be needed because at every village the patrol will find a small but comfortable camp, built by the village people

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and usually consisting of a hut for the white officer, where the patrol supplies are also stored, a cookhouse, and rough quarters for the police and other native members of the patrol. There will usually be a large clearing near the camp, where the people of the village gather to meet the patrol.

"When the patrol enters the village, it is formally greeted by the village officials. In Papua, there will be the Village Constable, resplendent in his trim uniform of blue serge, and with his chain and sheath-knife by his side. In New Guinea there will be the Luluai, who is a Government-appointed head man, and the Tultul, who these days is more likely to be the Luluai's right-hand-man rather than the interpreter that he was originally intended to be. The officer is conducted to the rest-house and the carriers happily unload the iron boxes, the bags, boxes and tins that hold the patrol gear. The police run up the Blue Ensign as a sign that the Government has arrived at the village. The carriers are given their pay and they set off to follow the road back to their own village. The officer talks to the village officials and hears the latest news, and the latest answers to such pertinent questions as, 'Are the village roads being kept clean?' and 'Have the people their tax money ready?' All the while the village people are filtering in to the village clearing from their houses and gardens.

"When the village officials tell the Patrol Officer that all the people are present, the formal work of the patrol commences. The first action of the Patrol Officer will be to call the census. From the register of the names of the village people that he carries, the officer calls the various families forward. As the names are called, the families assemble and the names of those who have died since the previous census are crossed from the register, and the births are added. All the time the officer keeps up a conversation with the people, and as the names are called he hears of the movements of the young men away from the village to work, the marriages that have taken place, the troubles that have been experienced over this young unmarried girl and that. Withered old mothers will totter up to the officer, and with tears in their eyes they will complain of the lack of obedience of the young people these days, and the continued absence of some favoured son, away at work. Census time gives the officer a valuable opportunity of reviewing the events of village life since the previous visit.

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"The able-bodied men will hand over the Government tax of up to £2 each a year and each receives a receipt, which is carefully laid away in a safe place. Only those who can afford to pay the tax do so -- the sick and lame, the aged and infirm, the children and all the females pay no tax, nor do any of the peoples of the restricted and more isolated Sub-Districts, such as Menyamya.

"After the work of the day is over, the village people relax over their evening meals and often the patrol officer will stroll through the village, talking informally with them. Many small matters are often brought to light at such times.

"Next morning, the village is early astir and after a quick breakfast, the patrol is assembled, the patrol gear allocated to new carriers, the iron boxes are each swung on a long pole between two men, and the patrol moves out of the village, down the track for the next, perhaps three or four hours walk away. And so the patrol is continued.

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"This is the pattern, and this is the way by which the Administration maintains a close contact with the people in the field. There is no substitute for this work. In a few more years the last of the pockets of restricted territory will have been brought under full control, entirely through constant foot-patrolling. Soon, stone club-heads, bone daggers, spears, fighting bows and arrows will be museum pieces - objects of curiosity both to the white visitor and to the children of the warriors who still exist in parts of the Highlands and the far interior."

Before concluding this first part of my opening statement, I would like to make the following points clear.

Firstly, in describing certain people of the Territory as I have described them, I have deliberately throughout used the past tense for the most part. That was done partly because most of the customs and practices to which I have referred are in the past -- though, having regard to certain areas, not yet all -- and partly because it is no part of my purpose to appear to assume any critical or censorious attitude to the people of the Territory. Far from it. Indeed, I count myself one of their warmest admirers and look to their future with the keenest expectancy and confidence. These people, without exception, although in varying degrees, are responding to the Australian efforts which have been made and are being made on their behalf, and to a most rapidly increasing extent are working with the Australian Administration, themselves to seize the opportunities which the breaking down of their old horizons are offering to them. Although so much of what we have found in New Guinea was unpromising and discouraging, we have also found much on which to build: intelligence among the people; so often, rare courtesy and delicacy of feeling; settled and compact communities in many parts; complicated but defined rights in land; a response among many to the promise of peace and advancement. The success of any efforts Australia is making can only develop, and is only developing, through the co-operation, effort and response of the New Guinea peoples themselves. I have therefore, in referring to past customs, done so merely an attempt to set an exact stage for the present. For the past conditions the future, and fundamental change cannot come overnight or become widespread in

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one or two generations. The raising of a new social, economic and political order is a long process --although our partnership with the indigenous people is, we believe, doing this more rapidly as an ordered process than any in the world would have believed possible only a very few years ago.

Secondly, in relation to the people themselves, I would like to make a brief reference to the war of 1939-1945. It is well known to this Council that that war devastated much of New Guinea; destroyed virtually all the evidence of material progress which had been developed there; resulted in the deaths of many, if not most, of the Australian officers who were then closest in understanding and knowledge to the people and knew more than anyone else the ways the Administration of the future should develop. What may not be so well known, however, are the effects of that war on the indigenous people. I do not refer to the hundreds of villages that were destroyed, the thousands of gardens which ceased to exist, the livestock that was killed: there is no way of assessing those effects. But the whole impact of war on hundreds of thousands of people who were just groping towards some sort of realization that the old ways were changing, with no background of experience and education and knowledge on which to base the great adjustments which had to be made, produced such a series of psychological, social and economic shocks to people ill prepared for them that there was a vast acceleration of all experience far out of its time. The colossal effects of this cannot be measured, cannot be known, but they indelibly colour to this day, I believe, every phase of activity in New Guinea. And in that context I would say, lastly, that, if only because 15,000 Australians were killed or wounded in Papua and New Guinea in that war, and many thousands more then lived and worked and fought together with the native peoples of the Territory, a feeling for New Guinea and its people developed in Australia which could never otherwise have developed, and Australians truly see the people of New Guinea as a responsibility which they are willing and proud to bear until such time as those people, with our help, can themselves bear this responsibility as a modern twentieth-century nation conducting all phases of their own affairs.

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But they are not yet a nation: they are the tribes of the coasts and the swamps and the mountains; they are Tolai and Bainings, Mianmin and Feramin, Enga and Chimbu, Kukukuku and Biwa, speaking, we now think, possibly 700 languages, some still practising the ancient customs, of which some may be repugnant to humanity, all differently conditioned by the differing tribal customs and outlooks of thousands of different tribes.

At this point, I would like to conclude this first part of my opening statement, which, as I have said, has been no more than an attempt to set a scene. At the convenience of the Council, I will proceed later to the second part of my statement, which will concern itself more particularly with what have seemed to us to be the more interesting recent trends and developments in New Guinea.

The PRESIDENT: On behalf of the Council, I should like to thank the Special Representative for his very informative and interesting and detailed statement. We look forward to the second part of his statement at this afternoon's meeting.

The meeting rose at 1.10 p.m.