

# The United Nations in West New Guinea

An Unprecedented Story



UNITED NATIONS



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# THE UNITED NATIONS IN WEST NEW GUINEA

## *An Unprecedented Story*

I feel that this agreement sets an epoch-making precedent. Under it, for the first time in its history, the United Nations will have temporary executive authority established by and under the jurisdiction of the Secretary-General over a vast territory.

U THANT  
September 21, 1962

UNITED NATIONS, NEW YORK





## UNTEA—A Record of Service

Between October 1, 1962 and May 1, 1963, the United Nations was directly responsible for the administration of the western half of New Guinea, the world's second largest island. A handful of international civil servants, armed with the moral authority of the world organization, effectively and peacefully arranged the transfer of responsibility for the territory's administration from the Government of the Netherlands to the Republic of Indonesia.

This large territory—160,000 square miles in area, lies just south of the Equator in the Pacific Ocean. To know the terrain is to understand why, even in this age of enquiry and exploration, so much of it remains inaccessible. There are swamp lands infested with disease-bearing insects; there are dense, dark jungles; mountains towering more than 16,000 feet; and high, wide valleys, often wrapped in mist and swept over by rain clouds.

It is the home of some 900,000 people. The majority of them are Papuans—belonging to more than 250 tribes—each with its own language, customs and mode of life. Those living along the coast have long been aware of the outside world. Those in the interior—more than a third of the total—still live in small, isolated pockets—fighting the implacable hostility of nature, and often each other, in order to survive. Indeed, for some of them, war is the traditional pattern of existence. An American anthropologist, one of the few outsiders to have so far established contact with the hinterland people, has written about the Dani of the Grand Valley of the Baliem in these terms: "The people are organized not in what we call tribes but rather in large political alliances. Each alliance has a common boundary with one or more other alliances, and is usually at war with one of the other alliances, one of its neighbors. Now, the first thing that one must realize is that these people are exactly the same people. The two different sides concerned in a war speak the same language, have the same culture, and the wars go on for perhaps ten years, perhaps a generation. But then there is peace along that particular frontier. When they are at peace, then they live in common villages, there is a great deal of movement back and forth. There is inter-marriage, so everybody, even when they are fighting during the periods of war, everyone knows everyone else on



the other side." If earlier times by-passed this land, it has today moved into the mainstream of world events. Because of the strategic importance of New Guinea during the Second World War, the whole island became a battleground for Allied and Japanese forces.

### Background to the Dispute

The territory of West Irian—the Indonesian name for West New Guinea—had been in the possession of the Netherlands since 1828. Seventy years later regular administration was instituted. When, in 1949, the turbulence of the political awakening in the region resulted in the establishment of the free and independent Republic of Indonesia, West Irian alone remained a Dutch possession.

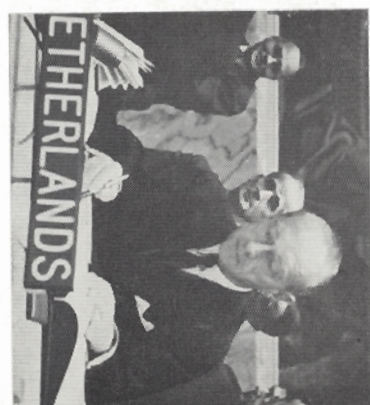
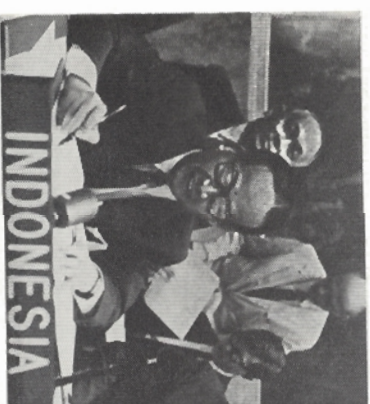
The future of the territory remained in dispute for thirteen years. Indonesia brought the issue before the United Nations, claiming that West Irian rightfully belonged to her and should be freed from Dutch colonial rule. The Netherlands maintained that the Papuans of West New Guinea were not Indonesians and therefore should be allowed to decide their own future when they were ready to do so. Both parties were firm in their stand.

With bitterness and tension rising, Secretary-General U Thant took the initiative in December 1961 to negotiate a settlement. Through his efforts and those of his representative, Ambassador Ellsworth Bunker of the United States, a settlement formula was finally evolved.

The final negotiation took place at United Nations Headquarters, in August 1962, under the auspices of the Secretary-General. On August 15, an agreement was signed in the Security Council chamber of the United Nations. On this occasion, Indonesia's Foreign Minister Subandrio spoke of the significance of the agreement for his country: "For the Indonesian people," he said, "this moment is regarded as a very important national occasion since, with the signing of the Agreement, Indonesian unity has been restored and therefore, the basis for the struggle for independence completed as part and parcel of the Indonesian revolution." Representing the Netherlands, Ambassador J. H. van Roijen summed up his Government's attitude: "The Netherlands Government has been and is most deeply concerned with the well-being of the Papuans. It is for that reason that the Netherlands has attached primary importance to the inclusion in the Agreement of provisions safeguarding the future political, economic, cultural and educational development of the territory and its inhabitants, and guaranteeing for the Papuans, under active supervision of the United



The August 15 agreement on West New Guinea (West Irian) was marked by this cordial handshake by Indonesian Foreign Minister Subandrio, on the left, and Netherlands Ambassador J. H. van Roijen, after they had signed the relevant documents. Between them is U Thant, the Secretary-General of the United Nations. Among those looking on are Ambassador Ellsworth Bunker, of the United States who mediated as U Thant's representative in the negotiations which led to the pact; General R. Hidayat, of Indonesia; and Ambassador W. A. Schürmann of the Netherlands.



Representatives of the Governments of Indonesia and the Netherlands signing the agreement for the transfer of Administration of West Irian. Left: Indonesian Foreign Minister Subandrio; right: Netherlands Ambassador J. H. van Roijen.



Nations, a genuine and valid exercise of freedom of choice with regard to their future."

At its seventeenth session, the General Assembly, by Resolution adopted on September 21, 1962, took note of the Agreement and authorized the Secretary-General to set up UNTEA—the United Nations Temporary Executive Authority. In accepting before the General Assembly the obligations and responsibilities of the Agreement, U Thant indicated one of its unique features: "Although the United Nations has a vital role to play in implementing the Agreement, the general membership of the Organization will not be required to meet additional financial burdens, as the entire cost of the United Nations operation will be borne by Indonesia and the Netherlands in equal proportions."

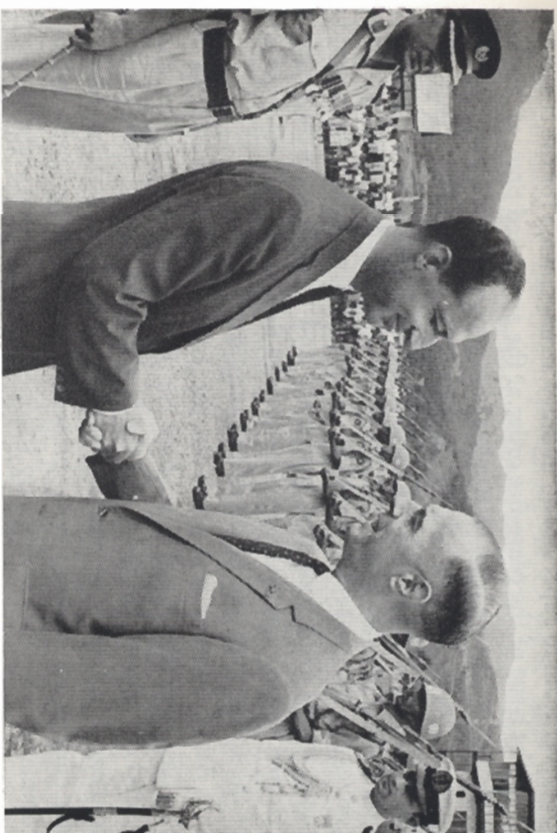
It was the first time in history that an international organization had been entrusted with the direct administration of a territory.

### Arranging a Cease Fire

The first task was to ensure cessation of the hostilities which had swept the country since 1949. It was essential that the signing of the agreement should be immediately followed by cease-fire arrangements.

Since the end of December 1961, there had been fighting in the territory between Indonesian and Netherlands Forces. There were intermittent lulls as the negotiations proceeded but the landing of Indonesian paratroops early in 1962 had coincided with a sharpening of tension between the governments. The Netherlands had protested that the landings constituted an act of aggression—a charge that was immediately refuted by Indonesia which maintained the stand that the landings did not constitute aggression and would continue. At the time of the Agreement there were some 12,000 Netherlands Army troops in West New Guinea while Indonesian forces comprised 1,500 men who had been parachuted into the jungle or who had landed by submarine. Special arrangements had to be made to inform these forces of the cease-fire.

Within a few hours of the signing ceremony, United Nations personnel began to converge on the territory from widely separated points of the globe—from the U.N. contingents in the Middle East and the Congo came the military observers, from South East Asia and New York an advance party of administrative, financial and supply personnel. Brigadier General Indar Jit Rikhye, the Secretary-General's military adviser was appointed as head of the United Nations Military



*Farewell Ceremony for Netherlands Governor in Hollandia. Before his departure, Dr. Pieter Johannes Platteel, the last Netherlands Governor of the territory took leave of Mr. Rolz-Bennett, Special Representative of the Acting Secretary-General of the United Nations. At left is Brigadier General Saïd-uddin Khan, Pakistani Commander of the UN Security Force.*



*Pakistani troops land in Kaimana. Pakistan contributed the major part of the United Nations Security Force which maintained law and order in West Irian during the transitional period.*



Observer team to supervise all military arrangements for the cease-fire. With the issue of the cease-fire order at the appointed time, all Netherlands ground forces were instructed to concentrate in the main garrison towns. The air and naval forces, however, continued to patrol the skies and the seas of the territory. In order to establish contact with the Indonesian forces in the jungle, printed leaflets were dropped conveying the cease-fire message. It was also necessary to resupply these troops with food and medicines and to help them regroup in selected places. The effort was successful due to the full co-operation of the Indonesian and Netherlands authorities.

Aerial support was given by the 13th U.S. Task Force for the Far East and the Royal Canadian Air Force. Throughout the entire period the Indonesian radio and the Netherlands-owned radio stations continued to broadcast announcements about the cease-fire. Most of the emergency supplies were provided by the Netherlands military command, who also treated any Indonesian troops that were seriously ill. United Nations aircraft landed supplies in four staging areas: Sorong, Fakfak, Kaimana and Merauke. By September 21, Brigadier-General Rikhye could report to the Secretary-General that all Indonesian forces in West Irian had been located and concentrated, that resupply had been assured and 500 Indonesian political detainees repatriated. This completed the action for the cessation of hostilities.

#### Maintaining Law and Order

The next phase was the establishment of a United Nations security force to ensure the maintenance of law and order in the territory. The Government of Pakistan was quick to respond to the request for sending 1,500 troops and soon the 14th Punjab, a self-contained military unit was stationed in the territory. It was divided into six companies, one of which would be stationed in each of the main administrative divisions of the territory. This contingent became known as the United Nations Security Force under the command of Brigadier General Said-uddin Khan.

Coinciding with the security arrangements, was the immediate task of avoiding any breakdown in administration. The Secretary-General had appointed José Rolz-Bennett first as his personal representative and thereafter as Temporary Administrator. Mr. Rolz-Bennett took over the responsibility for the administration on the departure of the last Dutch Governor Dr. Peter Johannis Plateel. Under the agreement, neither Dutch nor Indonesian officials were to hold any major administrative post during the seven-month transition period. In addition,

while some of the Dutch personnel stayed on to work under United Nations authority, or to continue as teachers and doctors, headquarters of the Dutch staff had decided to leave the territory before the date set for the transfer of authority. Mr. Rolz-Bennett set about assembling a task-force to deploy in the key areas of the administration. In all, thirty-two nationalities were represented in the United Nations Temporary Executive Authority including both Dutch and Indonesian personnel. Once again the Dutch and Indonesians were demonstrating a heartening spirit of cooperation. They seemed to be satisfied that the crisis was over and content that Dutch and Indonesians were working as a team again under the same roof.

This international team assembled in the capital of the territory, Hollandia—now called Kotabaru, the Indonesian name meaning "New Town". They faced an array of detailed problems: currency control and trade, power and water supply, public works, internal security, employment, transport and communications.

#### Communications—A Major Problem

The very nature of the country presented major difficulties. UNTREA's Director of Transport and Communications, Adelbert Moller, was confronted by transportation problems which were directly related to the natural structure of the country. Roads were practically non-existent with a total length estimated at 900 kilometers—mainly connecting roads between a seaport and its airport. Country roads were being cut to open the countryside for profitable rural community activities in the southern regions. Apart from this, there were no means of land transport. It was therefore necessary to utilize air transport in order to carry traffic from the ports to the hinterland and this applied to all traffic—food supplies, textiles, construction materials like cement and steel, as well as supplies of fuel. Without air communications, Mr. Moller has commented: "Life would fall back to a mere subsistence level in most regions in the interior."

Coupled with the difficulties of physical movement were problems of communication. Telephone systems existed only inside the major towns. The equipment was subject to rapid deterioration because of the high humidity and temperature of the region. Great efforts of skill and expense were needed if reasonable services were to be provided. In the way that problems tend to multiply, these communication difficulties had their effect on several aspects of United Nations administration. The Security Force Commander Brigadier Said-uddin Khan indicated how the work of the Force was affected by these conditions:





*Under the terms of the agreement establishing the United Nations Temporary Executive Authority, a number of Indonesian troops were placed at the disposal of the Secretary-General. A detachment is seen at left during training exercises. At right, Papuan Volunteer Corps at drill. These units supplemented the UNTEA Security Force.*



*Brigadier-General Indarjit Rikhye (right), who supervised the arrangements for cessation of hostilities, and an officer of the Dutch Marine Forces in Hollandia.*

"The problem was to have sufficient people who could go to the places where they were wanted, or where the civil government wanted assistance—to get there in sufficient time to be able to help them out. And the communications were so poor that one had to make a very detailed study and a good deal of thinking to decide whether to spread the troops too much in smaller groups, or relocate them centrally in the administrative towns, then arrange some system of information and transport so that when needed they could rush and be of use. We decided to keep the infantry concentrated in six places and have a system of information and transport that, if they were needed somewhere else, we could rush them from their normal stations to the place of trouble."

#### **Institutional Transfer**

As it happened, the Security Forces were able to tackle adequately the problems which faced them. The transfer of authority implied a need to adapt existing institutions from the Dutch pattern to an Indonesian pattern. The Chief of Police, Mr. J. C. Robertson, was quick to appreciate the tasks involved in this institutional transfer and the need for early implementation. In his view, the first problem was to rebuild the officer and inspection cadres which had almost completely disappeared with the exodus of Dutch officers, and to reinstate a sense of loyalty and discipline in the rank and file, at the same time keeping the police service to the public going and maintaining law and order. The second problem was to reorient the entire service, substituting the Indonesian language and procedures for those of the Dutch so that there would be no upheaval when UNTEA handed over the reins of Government to the Republic of Indonesia. All correspondence had to be changed to the Indonesian language, words of command had to be changed, followed by change of uniforms, insignia, titles. And it had to be done quickly and thoroughly.

#### **Vital Services**

One field which was especially important was that of public health and the continuation of vital services. It was fortunate that a medical officer of the World Health Organization, Dr. Lawrence Roberts, was available to take charge of the health services in the new administration, particularly since he had been travelling in the territory for some years and was already familiar with the health and sanitation problems of the territory. When the period of Dr. Roberts' secondment to UNTEA



came to an end in November 1963, he was succeeded by Dr. Mariano Icasiano as Director of Public Health. A primary concern of UNTEA was that there should be no dislocation of health services. All 20 hospitals, 5 leprosaria and 90 clinics functioned daily without let-up. Mass vaccination against cholera and smallpox of the entire population was accomplished. Visits to villages by health personnel continued as the control of diseases was tackled in accordance with carefully drawn long-term programs assisted by WHO and UNICEF. From the first days of the administration, one very grave problem affected everybody. UNTEA's Health Services were faced with an outbreak of cholera in a number of remote villages in the Agats area. The epidemic had begun a few weeks before UNTEA took over. Dr. Icasiano described the course of battle against the epidemic as follows: "The epidemic started in the South, among people who know nothing about sanitation. At first we had intended to prescribe the boiling of water, but we soon realized that this would lead us nowhere. They have no containers in which to boil water. In fact, some of these tribes do not even bury their dead. They lay them on platforms and let them rot, preserving only the skulls. We did three things. We treated patients as fast as we could; we clamped down a strict quarantine on each 'kampong' or village where there was cholera; and then we started a mass inoculation program of the population. In this we were assisted by an unusual circumstance. In some kampongs, the tribe itself ostracized those who had evaded inoculation. Unfortunately, this did not happen everywhere. So our fight was not an easy one. It took us a little less than six months to free the territory completely from the infection."

This was a success, hard won, consuming in time, resources and effort. But some problems though not so dramatic, may take even longer to solve. The educational system had to be transformed with a change in the medium of instruction from the Dutch to the Indonesian language. Under the guidance of Mr. Robert Davee, the Director of Cultural Affairs, UNTEA set up an Advisory Council on Education, a joint group including a representative of the Indonesian mission in an official capacity, and representatives of the Protestant foundations and the Catholic missions. It was hoped that the meetings of the Advisory Council would result in a long-term projection of a comprehensive education plan.

Another problem facing UNTEA when it took over the administration of the territory was unemployment. Only 32 of a total of 317 Netherlands officials engaged in public works had been willing to stay on. Contractors stopped work and gradually maintenance and



*Technical Assistance has made a considerable contribution in support of modern developments taking place in the territory of West Irian. Among several projects carried out during UNTEA's administration were the construction of the New Guinea Council Chambers, the Court of Justice and the building of houses and public facilities. Above, Mr. Pavel V. Kontin, Director of Public Works with UNTEA, supervises work on the Court of Justice Building in Kotabaru.*



repair services came to a halt. Work on the wharfs, airstrips, roads and building construction had come to a standstill — over 3,500 men were idle — a trifle in an advanced country but a dangerously high percentage in a land where only about 300,000 people were in regular touch with the administration and where skilled labor was always at a premium. With the cooperation of the Indonesian liaison mission, UNTEA was able to reactivate work on existing projects and thereby reduce the unemployment figures substantially. By mid-November, 21 of 63 projects had been completed, 34 were nearing completion and 8 were awaiting reactivation.

#### UNTEA Administrator

On November 16, the Temporary Administrator, Mr. Rolz-Bennett, left the territory and returned to Headquarters. Dr. Djalal Abdoh, an Iranian diplomat, was appointed UNTEA Administrator and he took office on November 15th, 1962. He had considerable experience in the work of the United Nations. He had been a member of his country's delegation to the Conference on International Organization in San Francisco in 1945, when the United Nations Charter was signed. He subsequently attended several sessions of the General Assembly, holding a number of offices, including Chairman of the First (Political and Security) Committee. In 1959, Dr. Abdoh supervised the plebiscites in the British Cameroons as the United Nations Commissioner. He was to consolidate the work in West Irian initiated by his predecessor, Mr. Rolz-Bennett. Dr. Abdoh has since given a succinct account of his stewardship and of the work of UNTEA in a broadcast statement which he made at the end of his term of office. It recapitulated both the tasks which UNTEA faced and the achievements of the seven-month period.

"It was the main concern of the UNTEA Administration" Dr. Abdoh has said, "to ensure the continuance of all public services and the maintenance of law and order, which UNTEA has successfully accomplished. During this period, supplies of essential commodities were ensured, employment was kept at a satisfactory level, and the stability of the economy was maintained. Public works projects which would in the long run bring welfare and progress to the peoples of this territory were continued and, wherever possible, initiated or completed by this administration." The public works projects initiated or completed by UNTEA served a dual purpose in that they also helped solve the problems of employment. Some of these, Dr. Abdoh pointed out, were the opening of new hospitals, the completion of the Agricultural

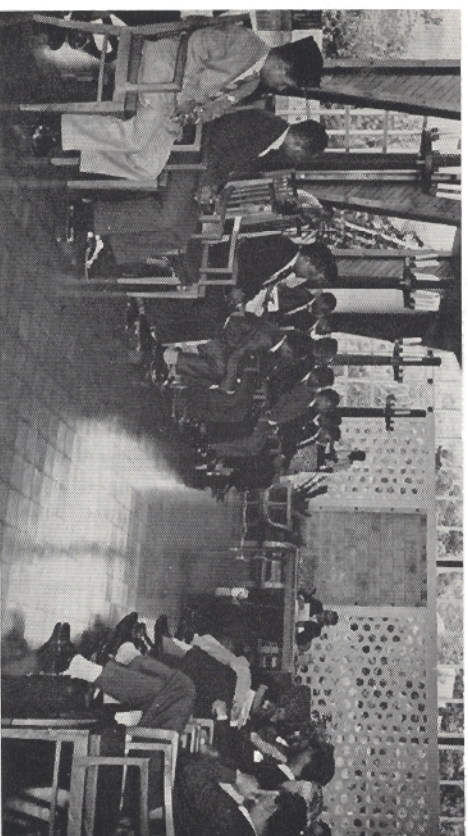
Research Station at Manokwari, the building of the Court of Justice, the opening of an increasing number of schools, the completion of the wharf at Biak, the provision of water supply in Merauke and Serui, the extension of the road system and the extension of airfields.

The budget of UNTEA, which was being shared equally by the Netherlands and Indonesia placed, in Dr. Abdoh's estimation, some inevitable limitations on the scope of its activities. Even so, the Administration did initiate action, in the preparation of these public works and public utilities projects, with the collaboration of the Indonesian authorities, which would be capable of execution immediately after the transfer of full administrative control, so that no large scale problems of unemployment or economic instability could arise.

The success of the second aspect of UNTEA's task — the maintenance of law and order — was due largely to the preventive efforts of the Security Forces which Brigadier General Said-uddin Khan summed up in these words: "We always tried to get into a place before any friction developed and the trouble started. We, of course, would talk to both sides of any friction and patch it up or smooth it out."

#### Preparation for the Take-Over

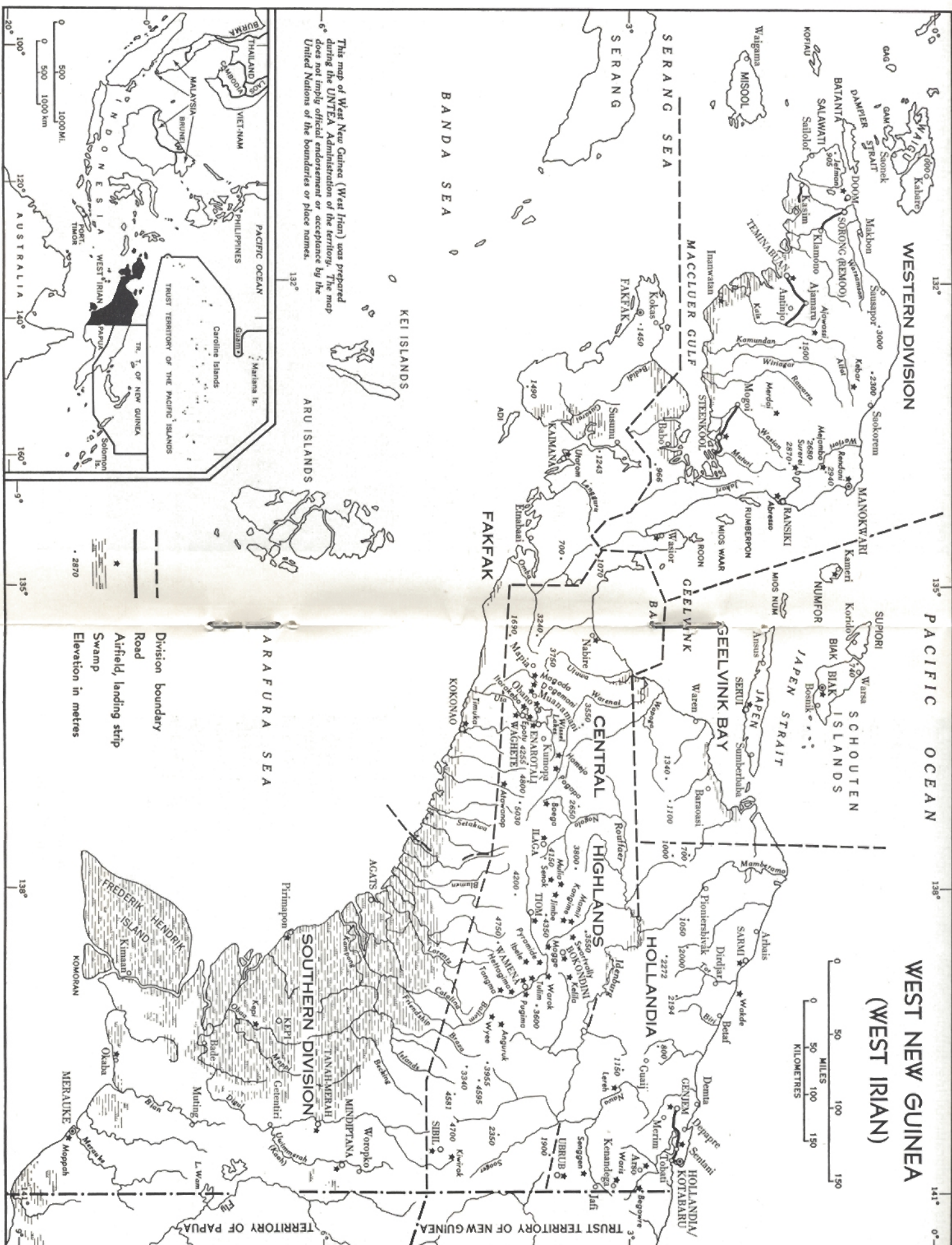
There was a definite need to prepare the people for the change of Administration on May 1, and to familiarize them with the significance of UNTEA as a symbol of that change. Dr. Abdoh and his staff provided an intensive informational and educational campaign through



*The United Nations Administrator, Dr. Djalal Abdoh speaking to members of the New Guinea Council, shortly after his arrival in Hollandia. Each member pledged himself to champion the welfare of the territory.*



WEST NEW GUINEA  
(WEST IRIAN)



*This map of West New Guinea (West Irian) was prepared during the UNTEA Administration of the territory. The map does not imply official endorsement or acceptance by the United Nations of the boundaries or place names.*



visits to educational institutions, public speeches and inspection tours of the outlying divisions.

Faced by the many problems concerning the economic and social development of the territory, UNTEA explored every means in co-operation with the Specialized Agencies to improve the country's economy. Problems of ensuring a steady supply of imports, maintaining the prices of goods at a stable level and retaining public confidence were handled satisfactorily. Close supervision of commercial negotiations and regular contact with the Divisional Commissioners did much to prevent hoarding and inflation. The Administration endeavored to secure the support of the Indonesian Liaison Mission whenever required, so that every project would be continued and expanded after the United Nations authority had been withdrawn.

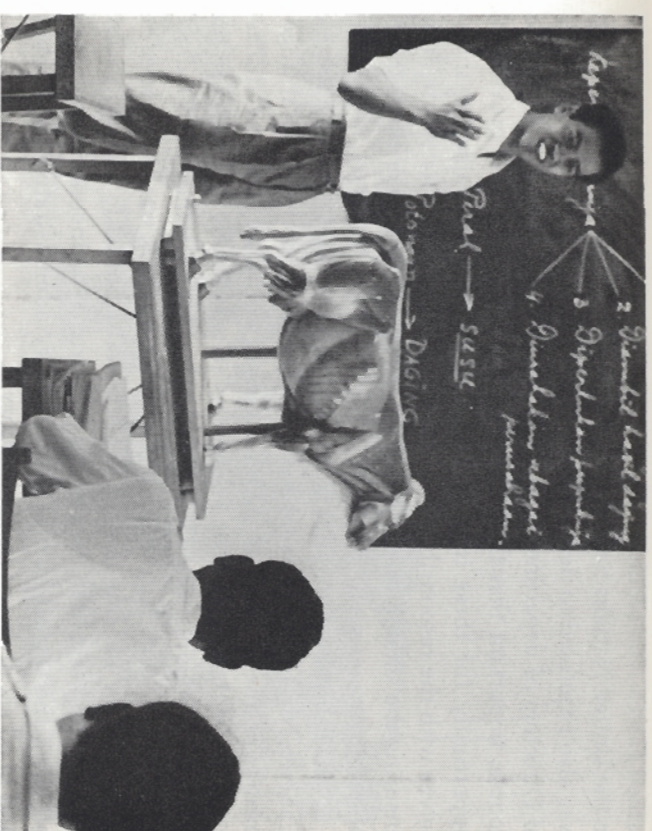
### **Upholding the Law**

One of the Administrator's last public appearances in the territory was his attendance at the roofing ceremony for the Court of Justice building overlooking the Hollandia Harbour. The ceremony took place on April 27, four days before the end of the UNTEA period. In his speech, Dr. Abdoh expressed confidence that fundamental freedoms, rights and liberties would be upheld by the court because "the Universal Declaration of Human Rights and the Charter of the United Nations have this purpose in view and the United Nations has been directly concerned with this Seat of Justice which will be the means of enforcing these very objectives."

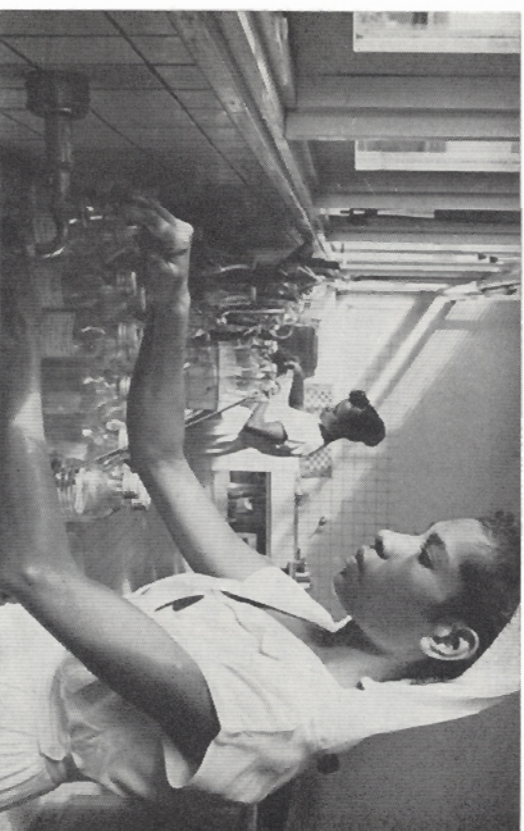
By the end of 1962, all the former judges of the Court of Justice had left the territory. Through negotiations with the Indonesian authorities, a new President of the Court of Justice together with a number of judges of district courts had been appointed. The courts were functioning again, juridically based upon the existing laws and regulations of the territory, "to the extent to which they were consistent with the letter and spirit of the Agreement." While most of the legislative provisions, enacted during the Netherlands Administration remained in force, some were invalidated by UNTEA including those relating to political offenses. UNTEA's legislative acts were published in an official gazette containing the provisions of the Agreement and the new texts of the legislation.

### **Counterparts in Administration**

In February 1963, the Indonesian Liaison Mission had been asked to designate at an early date the prospective officers of the Indonesian



*A veterinary surgeon instructs a class at the Kotanica School for Agricultural Technicians. Pupils, after 2-year courses, return to their villages to work in the fields in which they have specialized.*



*The laboratory at the Hollandia General Hospital, an up-to-date institution with 360 beds. Locally trained staff perform a number of duties in the daily effort to maintain a healthy community.*



armed forces who would take over command from their counterparts in the United Nations Security Force. On the civilian side, the Mission was also requested to designate the Indonesian successors to the posts of Directors of departments and Divisional Commissioners. It was, of course, important that the few remaining months should provide an opportunity for these incoming senior officials to familiarize themselves with the responsibilities they were to assume in the future, thus ensuring the smooth operation of the administration after the transfer of authority.

In February 1963 the Secretary-General deputed his Chef de Cabinet, Mr. C. V. Narasimhan, to visit Djakarta and finalize arrangements for the transfer of administration to Indonesia. After discussions with the Indonesian authorities it was finally agreed that the transfer of administration would be made on the afternoon of Wednesday May 1, 1963. At the same time arrangements were completed to accelerate the phasing in of officials from Indonesia to take up vacant positions in West Irian. By the end of March 1963 Indonesian nationals occupied the second highest post in every administrative department and in all six divisions in the territory.

The gathering momentum of the phasing-in operation was accompanied by an encouraging development in a different sphere. The resumption of diplomatic relations between Indonesia and the Netherlands became effective on March 13, 1963. Thus began a new era in the relationship between the two countries, one which notably helped the work of UNTEA as the time approached for the transfer of authority.

#### Installation of Governor

In April, the Indonesian Government announced that a Papuan member of the New Guinea Council, Mr. E. J. Bonay, would be installed on May 1 as the first Governor of Irian Barat, the Indonesian name for the territory. He would be assisted by an Indonesian deputy and the territory would be administered as a province of the Republic of Indonesia. The number of Indonesian officials in the Administration toward the end of April reached 1,564 while Papuans and other indigenous people of West New Guinea occupied 7,625 civil service posts; only 11 Netherlands officials remained and were to leave upon the transfer of authority to Indonesia. Stores of goods were procured in order to ensure adequate supplies for a period after the transfer of administration. Direct negotiations between Indonesians and the Dutch for the purchase of a number of Netherlands interests were proceeding well. Health and education services were in good order,



*At the ceremony marking the transfer of authority to Indonesia, C. V. Narasimhan, United Nations Chef de Cabinet, reads a message from the Secretary-General to the people of West Irian.*



*At Kotabaru: Foreign Minister of Indonesia Subandrio signs document. Beside him is the new Governor of West Irian, E. J. Bonay.*



the economy had been largely stabilized, and all the provisions of the Agreement leading up to the transfer of administration fully implemented. The stage was set for the transfer.

During the last days of April, some 30 Indonesian warships had arrived in Biak and Hollandia for the festivities, and service squadrons of aircraft of the Indonesian Air Force had landed, ready for an air display on May 1.

The Pakistani units of the United Nations Security Force began their withdrawal to Biak ready for embarkation, having handed over their responsibilities to their Indonesian counterparts.

In the presence of C. V. Narasimhan, United Nations Chef de Cabinet and Personal Representative of the Secretary-General for the occasion, and the Foreign Minister of Indonesia, Dr. Subandrio, the United Nations Administrator handed over full authority to the Representative of the Government of Indonesia, Dr. Sudjarwo Tjondrogoro, at 12:30 p.m. on May 1, 1963. The formal language of the occasion is an understatement of the intricate mission accomplished: "In conformity with Article XII of the Agreement of August 15, 1962, as Administrator of the United Nations Temporary Executive Authority, I have great pleasure to transfer hereby the full administrative control of the territory to the Republic of Indonesia."

The United Nations no longer administers West Irian. But this does not signify that United Nations interest in the future of the territory and its inhabitants has ended. The United Nations will assist Indonesia in the development of the Territory, and has set up a fund for the development of West Irian, open to contributions from member states of the United Nations. And in accordance with the provisions of the Agreement, Secretary-General U Thant has designated United Nations experts to advise, assist and participate "in arrangements which are the responsibility of Indonesia for the act of free choice" by the people of West Irian scheduled to take place before the end of 1969. Thus will the rights of the people of the territory to self-determination be assured.

The United Nations was entrusted with the primary tasks of ensuring the continuance of all public services and of maintaining law and order during the period of transition in West Irian. These objectives were successfully accomplished. Drawing particular attention to the significance of this, U Thant has described UNTEA as a "unique experience which has once again proved the capacity of the United Nations to undertake a variety of functions provided it receives adequate support from the member states of the Organization".

## UNTEA Chronology

### 1962

AUGUST 15 Signing at United Nations Headquarters of the Agreement concerning West New Guinea (West Irian) by representatives of the Kingdom of the Netherlands and the Republic of Indonesia.

AUGUST 28 United Nations Military Observer team named to ensure execution of cease-fire.

AUGUST 30 Pakistan agrees to provide 1,000 men as United Nations Security Force.

SEPTEMBER 7 Appointment of José Rolz-Bennett United Nations Deputy Chef de Cabinet, as the representative of the Acting Secretary-General in the Territory.

SEPTEMBER 19 Outbreak of cholera reported in Agats district.

SEPTEMBER 21 United Nations General Assembly approves Agreement of August 15 on the transfer of authority.

SEPTEMBER 22 José Rolz-Bennett arrives in Hollandia/Kotabaru.

SEPTEMBER 24 United Nations Military Observer team withdraws on completion of mission in the Territory.

OCTOBER 1

UNTEA take-over from Netherlands Administration. Installation of José Rolz-Bennett as Temporary Administrator. United Nations and Netherlands flags are raised side by side.

OCTOBER 7 Arrival in Sorong of main contingent of Pakistani troops serving in UNSF (14th Punjab).

OCTOBER 13 Cholera outbreak on south coast reaches epidemic proportions.

OCTOBER 15 Amnesty granted to political prisoners.

OCTOBER 24 Appointment of Dr. Djalal Abdoh (Iran) as UNTEA Administrator announced by Acting Secretary-General.

OCTOBER 29 Rear Admiral Reeser, Commander in Chief of the Dutch Armed Forces in the Territory, returns to the Netherlands.

NOVEMBER 13 Arrival of Dr. Djalal Abdoh in Hollandia/Kotabaru.

NOVEMBER 16 José Rolz-Bennett, Temporary Administrator, returns to United Nations Headquarters on completion of assignment.

NOVEMBER 22 Last unit of Dutch troops returns to Amsterdam.

NOVEMBER 23 Arrival of Deputy Administrator, Dr. Sudhir Sen (India).

NOVEMBER 30 Administrator invests officers of the Court of Justice.

DECEMBER 4 Members of the New Guinea Council take Oath of Office.

DECEMBER 5 Administrator addresses concluding Session of the 1962 New Guinea Council.



DECEMBER 15

Shooting incident at Sorong involving Indonesian troops and Papuan police results in death of one Papuan police officer, and the accidental wounding of two Dutch bystanders.

DECEMBER 24

Garuda Indonesian Airways take over service in the Territory from Dutch airline "de Krondouff".

DECEMBER 27

Cholera cases decline sharply.

DECEMBER 30

Major General A. Jani, Commander in Chief of the Indonesian Army, arrives in Hollandia/Kotabaru for three-day visit.

DECEMBER 31

Indonesian flag hoisted side by side with United Nations flag. (Dutch flag had been flying side by side with United Nations flag from 1 October.)

## 1963

JANUARY 1

Administrator delivers New Year Message to population of the Territory.

JANUARY 2

Direct radio link established between Hollandia/Kotabaru and Djakarta.

JANUARY 16

General Mohammad Musa Khan, Commander in Chief of the Pakistani Army, arrives in Territory for tour of inspection of Pakistani contingent of UNSF.

JANUARY 17

Joint FAO/Indonesian Mission completes agricultural survey tour of Territory.

FEBRUARY 1

Definite decline noted in cholera epidemic.

FEBRUARY 9

Chakravartly V. Narasimhan, Under Secretary for General Assembly affairs in the United Nations, arrives in Territory for three-day visit.



*The final meeting of the Directors of the United Nations Temporary Executive Authority under the chairmanship of Dr. Abdoh, the United Nations Administrator.*

FEBRUARY 14

Joint WHO-UNICEF-Indonesian team of health specialists begins one-week study tour of the Territory.

MARCH 13

Resumption of diplomatic relations between the Netherlands and Indonesia.

MARCH 16

Administrator opens new hospital in Biak.

MARCH 23

Entire Territory declared cholera free.

MARCH 26

Nederlandsche Handel Maatschappij (Dutch Bank) taken over by Bank Indonesia in the Territory.

MARCH 27

Administrator opens new hospital in Wamena in the Central Highlands.

APRIL 10

Administrator opens new deep water jetty and wharf in Biak.

APRIL 11

Administrator opens Agricultural Research Station in Manokwari, the largest in the South Pacific.

APRIL 23

Administrator addresses special session of New Guinea Council in new Council building.

APRIL 25

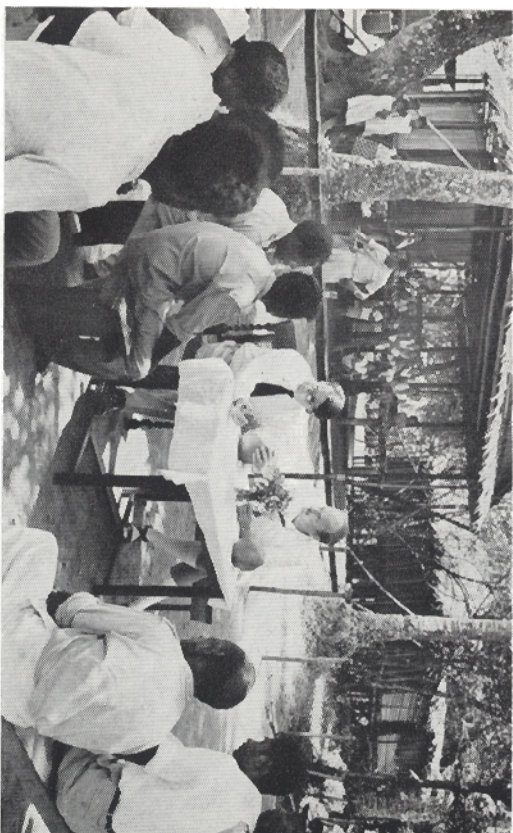
Arrival of Robert Lingquist, assistant to Ellsworth Bunker with the United Nations Military Observer team which came to the Territory in August to ensure execution of the cease-fire.

APRIL 29

Arrival of Chakravartly V. Narasimhan, personal representative of the Secretary-General for the handing over of administration.

MAY 1

Transfer of Administration from UNTA to Indonesia.



*A village council meets at Wasior in Manokwari District, one of six administrative areas into which UNTEA had divided the territory of West Irian. The Resident of the District was Peter Cameron.*



## Text of Resolution and Agreement

### General Assembly Resolution Concerning West New Guinea

#### *The General Assembly,*

*Considering* that the Governments of Indonesia and the Netherlands have resolved their dispute concerning West New Guinea (West Irian),

*Noting with appreciation* the successful efforts of the Acting Secretary-General to bring about this peaceful settlement,

*Having taken cognizance* of the Agreement between the Republic of Indonesia and the Kingdom of the Netherlands concerning West New Guinea (West Irian),

1. *Takes note* of the Agreement;
2. *Acknowledges* the role conferred upon the Secretary-General in the Agreement;
3. *Authorizes* the Secretary-General to carry out the tasks entrusted to him in the Agreement.

*Adopted without objection*  
September 21, 1962

### Agreement between the Republic of Indonesia and the Kingdom of the Netherlands concerning West New Guinea (West Irian)

The Republic of Indonesia and the Kingdom of the Netherlands,  
Having in mind the interests and welfare of the people of the territory of West New Guinea (West Irian) hereinafter referred to as "the territory",

Desirous of settling their dispute regarding the territory,  
Now, therefore, agree as follows:

### RATIFICATION OF AGREEMENT AND RESOLUTION OF THE GENERAL ASSEMBLY OF THE UNITED NATIONS

#### *Article I*

After the present Agreement between Indonesia and the Netherlands has been signed and ratified by both Contracting Parties, Indonesia and the Netherlands will jointly sponsor a draft resolution in the United Nations under the terms of which the General Assembly of the United Nations takes note of the present Agreement, acknowledges the role conferred upon the Secretary-General of the United Nations therein, and authorizes him to carry out the tasks entrusted to him therein.

### TRANSFER OF ADMINISTRATION

#### *Article II*

After the adoption of the resolution referred to in article I, the Netherlands will transfer administration of the territory to a United Nations Temporary Executive Authority (UNTEA) established by and under the jurisdiction of the Secretary-General upon the arrival of the United Nations Administrator appointed in accordance with article IV. The UNTEA will in turn transfer the administration to Indonesia in accordance with article XII.

### UNITED NATIONS ADMINISTRATION

#### *Article III*

In order to facilitate the transfer of administration to the UNTEA after the adoption of the resolution by the General Assembly, the Netherlands



*The United Nations Administrator, Dr. Djialal Abdoh, waves farewell, his mission accomplished.*



*The troops of the United Nations Security Force embark at the end of their service in West Irian.*



will invite the Secretary-General to send a representative to consult briefly with the Netherlands Governor of the territory prior to the latter's departure. The Netherlands Governor will depart prior to the arrival of the United Nations Administrator.

#### *Article IV*

A United Nations Administrator, acceptable to Indonesia and the Netherlands, will be appointed by the Secretary-General.

#### *Article V*

The United Nations Administrator, as chief executive officer of the UNTEA, will have full authority under the direction of the Secretary-General to administer the territory for the period of the UNTEA administration in accordance with the terms of the present Agreement.

#### *Article VI*

1. The United Nations flag will be flown during the period of United Nations administration.

2. With regard to the flying of the Indonesian and Netherlands flags, it is agreed that this matter will be determined by agreement between the Secretary-General and the respective Governments.

#### *Article VII*

The Secretary-General will provide the UNTEA with such security forces as the United Nations Administrator deems necessary; such forces will primarily supplement existing Papuan (West Irianese) police in the task of maintaining law and order. The Papuan Volunteer Corps, which on the arrival of the United Nations Administrator will cease being part of the Netherlands armed forces, and the Indonesian armed forces in the territory will be under the authority of,

and at the disposal of, the Secretary-General for the same purpose. The United Nations Administrator will, to the extent feasible, use the Papuan (West Irianese) police as a United Nations security force to maintain law and order and, at his discretion, use Indonesian armed forces. The Netherlands armed forces will be repatriated as rapidly as possible and while still in the territory will be under the authority of the UNTEA.

#### *Article VIII*

The United Nations Administrator will send periodic reports to the Secretary-General on the principal aspects of the implementation of the present Agreement. The Secretary-General will submit full reports to Indonesia and the Netherlands and may submit, at his discretion, reports to the General Assembly or to all United Nations Members.

### *FIRST PHASE OF THE UNTEA ADMINISTRATION*

#### *Article IX*

The United Nations Administrator will replace, as rapidly as possible, top Netherlands officials, as defined in annex A, with non-Netherlands, non-Indonesian officials during the first phase of the UNTEA administration which will be completed on 1 May 1963. The United Nations Administrator will be authorized to employ, on a temporary basis, all Netherlands officials other than top Netherlands officials defined in annex A, who wish to serve the UNTEA, in accordance with such terms and conditions as the Secretary-General may specify. As many Papuans (West Irianese) as possible will be brought into administrative and technical positions. To fill the remaining required posts, the UNTEA will have authority to employ

personnel provided by Indonesia. Salaries rates prevailing in the territory will be maintained.

#### *Article X*

Immediately after the transfer of administration to the UNTEA, the UNTEA will widely publicize and explain the terms of the present Agreement, and will inform the population concerning the transfer of administration to Indonesia and the provisions for the act of self-determination as set out in the present Agreement.

#### *Article XI*

To the extent that they are consistent with the letter and spirit of the present Agreement, existing laws and regulations will remain in effect. The UNTEA will have the power to promulgate new laws and regulations or amend them within the spirit and framework of the present Agreement. The representative councils will be consulted prior to the issuance of new laws and regulations or the amendment of existing laws.

### *SECOND PHASE*

#### *Article XII*

The United Nations Administrator will have discretion to transfer all or part of the administration to Indonesia at any time after the first phase of the UNTEA administration. The UNTEA's authority will cease at the moment of transfer of full administrative control to Indonesia.

#### *Article XIII*

United Nations security forces will be replaced by Indonesian security forces after the first phase of the UNTEA administration. All United Nations security forces will be withdrawn upon the transfer of administration to Indonesia.

### *INDONESIAN ADMINISTRATION AND SELF-DETERMINATION*

#### *Article XIV*

After the transfer of full administrative responsibility to Indonesia, Indonesian national laws and regulations will in principle be applicable in the territory, it being understood that they be consistent with the rights and freedoms guaranteed to the inhabitants under the terms of the present Agreement. New laws and regulations or amendments to the existing ones can be enacted within the spirit of the present Agreement. The representative councils will be consulted as appropriate.

#### *Article XV*

After the transfer of full administrative responsibility to Indonesia, the primary task of Indonesia will be further intensification of the education of the people of the combating of illiteracy, and of the advancement of their social, cultural and economic development. Efforts also will be made, in accordance with present Indonesian practice, to accelerate the participation of the people in local government through periodic elections. Any aspects relating to the act of free choice will be governed by the terms of this Agreement.

#### *Article XVI*

At the time of the transfer of full administrative responsibility to Indonesia a number of United Nations experts, as deemed adequate by the Secretary-General after consultation with Indonesia, will be designated to remain, wherever their duties require their presence. Their duties will, prior to the arrival of the United Nations Representative, who will participate at the appropriate time in the arrangements for self-determination, be limited to advising on, and assisting in,



preparations for carrying out the provisions for self-determination except in so far as Indonesia and the Secretary-General may agree upon their performing other expert functions. They will be responsible to the Secretary-General for the carrying out of their duties.

#### Article XVII

Indonesia will invite the Secretary-General to appoint a Representative who, together with a staff made up, *inter alia*, of experts referred to in article XVI, will carry out the Secretary-General's responsibilities to advise, assist and participate in arrangements which are the responsibility of Indonesia for the act of free choice. The Secretary-General will, at the proper time, appoint the United Nations Representative in order that he and his staff may assume their duties in the territory one year prior to the date of self-determination. Such additional staff as the United Nations Representative might feel necessary will be determined by the Secretary-General after consultations with Indonesia. The United Nations Representative and his staff will have the same freedom of movement as provided for the personnel referred to in article XVI.

#### Article XVIII

Indonesia will make arrangements, with the assistance and participation of the United Nations Representative and his staff, to give the people of the territory the opportunity to exercise freedom of choice. Such arrangements will include:

(a) Consultations (*Musjawarah*) with the representative councils on procedures and appropriate methods to be followed for ascertaining the freely expressed will of the population;

(b) The determination of the actual date of the exercise of free choice within the period established by the present Agreement;

(c) Formulation of the questions in such a way as to permit the inhabitants to decide (a) whether they wish to remain with Indonesia; or (b) whether they wish to sever their ties with Indonesia;

(d) The eligibility of all adults, male and female, not foreign nationals, to participate in the act of self-determination to be carried out in accordance with international practice, who are resident at the time of the signing of the present Agreement and at the time of the act of self-determination, including those residents who departed after 1945 and who return to the territory to resume residence after the termination of Netherlands administration.

#### Article XIX

The United Nations Representative will report to the Secretary-General on the arrangement arrived at for freedom of choice.

#### Article XX

The act of self-determination will be completed before the end of 1969.

#### Article XXI

1. After the exercise of the right of self-determination, Indonesia and the United Nations Representative will submit final reports to the Secretary-General who will report to the General Assembly on the conduct of the act of self-determination and the results thereof.

2. The Parties to the present Agreement will recognize and abide by the results of the act of self-determination.

#### RIGHTS OF THE INHABITANTS

##### Article XXII

1. The UNTEA and Indonesia will guarantee fully the rights, including the rights of free speech, freedom of movement and of assembly, of the inhabitants of the area. These rights will include the existing rights of the inhabitants of the territory at the time of the transfer of administration to the UNTEA.

2. The UNTEA will take over existing Netherlands commitments in respect of concessions and property rights.

3. After Indonesia has taken over the administration it will honour those commitments which are not inconsistent with the interests and economic development of the people of the territory. A joint Indonesian-Netherlands commission will be set up after the transfer of administration to Indonesia to study the nature of the above-mentioned concessions and property rights.

4. During the period of the UNTEA administration there will be freedom of movement for civilians of Indonesian and Netherlands nationalities to and from the territory.

##### Article XXIII

Vacancies in the representative councils caused by the departure of Netherlands nationals, or for other reasons, will be filled as appropriate consistent with existing legislation by elections, or by appointment by the UNTEA. The representative councils will be consulted prior to the appointment of new representatives.

#### FINANCIAL MATTERS

##### Article XXIV

1. Deficits in the budget of the territory during the UNTEA administration will be shared equally by Indonesia and the Netherlands.

2. Indonesia and the Netherlands will be consulted by the Secretary-General in the preparation of the UNTEA budget and other financial matters relating to United Nations responsibilities under the present Agreement; however, the Secretary-General will have the final decision.

3. The Parties to the present Agreement will reimburse the Secretary-General for all costs incurred by the United Nations under the present Agreement and will make available suitable funds in advance for the discharge of the Secretary-General's responsibilities. The Parties to the present agreement will share on an equal basis the costs of such reimbursements and advances.

#### PREVIOUS TREATIES AND AGREEMENTS

##### Article XXV

The present Agreement will take precedence over any previous agreement on the territory. Previous treaties and agreements regarding the territory may therefore be terminated or adjusted as necessary to conform to the terms of the present Agreement.

#### PRIVILEGES AND IMMUNITIES

##### Article XXVI

For the purposes of the present Agreement, Indonesia and the Netherlands will apply to United Nations property, funds, assets and officials the provisions of the Convention on the Privileges and Immunities of the United Nations. In particular, the United Nations Administrator, appointed pursuant to article IV, and the United Nations Representative, appointed pursuant to article XVII, will enjoy the privileges and immunities specified in section 19 of the Convention on the Privileges and Immunities of the United Nations.



## Article XXIX

The authentic text of the present Agreement is drawn up in the English language. Translations in the Indonesian and Netherlands languages will be exchanged between the Contracting Parties.

IN WITNESS WHEREOF the undersigned plenipotentiaries, being duly authorized for that purpose by their respective Governments, have signed the present Agreement.

respective Governments, have signed the present Agreement.

## Article XXVIII

DONE at the Headquarters of the United Nations, New York, on the fifteenth day of August 1962, in three identical copies, of which one shall be deposited with the Secretary-General and one shall be furnished to the Government of each of the Contracting Parties.

SUBANDRIO  
*For the Republic of Indonesia*

**SUBANDRIO**  
*For the Republic of Indonesia*

Subandrio  
*For the Republic of Indonesia*

J. H. van Roijen  
*For the Kingdom of the Netherlands*

C. Schurmann  
*For the Kingdom of the Netherlands*



Papuan Boy Scouts parade at United Nations Day ceremonies in Hollandia.

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