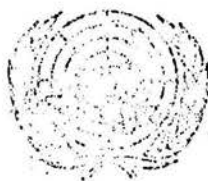


UNITED NATIONS
TRUSTEESHIP
COUNCIL



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Fourteenth Session

VERBATIM RECORD OF THE FIVE HUNDRED AND FORTY-SECOND MEETING

Held at Headquarters, New York
on Thursday, 24 June 1954, at 2 p.m.

President:

Mr. URQUIA

(El Salvador)

Note:

The Official Record of this meeting, i.e., the summary record will appear in provisional mimeographed form under the symbol T/PV.542 and will be subject to representatives' corrections. It will appear in final form in a printed volume.

54-17945

EXAMINATION OF CONDITIONS IN NEW GUINEA (T/L.473): (continued)

- (a) ANNUAL REPORT OF THE ADMINISTERING AUTHORITY (T/1114, 1114/Add.1, 1122, 1124) [Agenda item 4 (c)]
- (b) PETITION CIRCULATED UNDER RULE 35, PARAGRAPH 2, OF THE RULES OF PROCEDURE OF THE TRUSTEESHIP COUNCIL (T/PET.8/L.1) [Agenda item 5]

At the invitation of the President, Mr. J.H. Jones, special representative for the Trust Territory of New Guinea, took a place at the Council table.

Observations of Members of the Council

Mr. SEARS (United States of America): In keeping with the belief of my delegation that it did make its best contribution to the work of the Council by concentrating on fundamentals, I have a brief set of remarks on the Trust Territory of New Guinea.

The controlling fact here is that the one million Melanesians, who inhabit this vast region equal in size to the United Kingdom, are mostly in the early stages of contact with the outside world. Some in fact have not even yet been reached. In this connexion, my delegation has particular admiration for the bravery of the Australian-led patrols and for the humane methods by which these patrols have carried out the pacific penetrations of New Guinea.

The establishment of peace and order after generations of tribal warfare constitutes a great contribution to the development of civilization in this part of the world. Of equal significance is the change in attitude of individual New Guinea villages towards each other. During the past thirty years, sociologists report that a psychological revolution has taken place. As peace and stability have been established, suspicion and quarrelsomeness have been replaced by friendliness and group co-operation.

My delegation considers that the Australian Government is laying a successful foundation upon which these people can build for the future. We believe that this foundation can be strengthened by the development of long-range plans for the economic and educational advancement of the Territory. In this process, we

are convinced that the Australian Administration will continue to bear in mind the importance of safeguarding the patrimony of the Melanesian peoples. We are likewise encouraged by the extent to which they are being guarded and protected in their own countries so that one day they may be able to determine their future free from the fear of being engulfed from without. As they progress towards their final goal of self-government, we are confident that they will not fall prey to a new form of colonialism which is communist-inspired and more oppressive than any imperial system of the past.

Finally, as time goes on, we are sure the people of New Guinea will adapt themselves more rapidly than many may think to the wider horizons of the modern world.

Mr. S. S. LIU (China): In the course of the examination of conditions in the Trust Territory of New Guinea, we have noted with interest that an additional area of 1,393 square miles was brought under partial influence and that 1,373 square miles, formerly classified as under Administration influence or partial influence, was brought under Administration control during the year under review. It is regrettable that, in performing their task, two patrol officers and two members of the Native Constabulary had to lose their lives. We hope that, after the successful apprehension of the suspects, those who were responsible for the murders will soon be brought to book.

Regarding developments in other fields of political advancement, I feel rather diffident about saying a great deal. We note that no more than two new Village Councils were established during the year. Of the twenty-nine members of the Joint Legislative Council for Papua and the Trust Territory, there are still only three indigenous inhabitants, who are not elected and only two of whom are from the Trust Territory. District and town advisory councils are in existence, but they do not include indigenous members. It appears, from the list of matters dealt with by these councils, that they are of sufficient interest to the indigenous inhabitants, who would not be adequately represented, it seems to my delegation, by the departmental officials concerned.

With few exceptions, judicial functions are still exercised by Administration officials. While the participation of indigenous inhabitants in the Administration services seems to have been somewhat increased, nevertheless, since separate figures are not provided for the Trust Territory, it is impossible for the Council to gauge the rate of the increase. We would urge the Administering Authority to state in future reports the exact number appointed to the Trust Territory and also the positions which are held by them, in order to enable the Council to review the situation with some accuracy. However, it has given us some satisfaction to learn that a new auxiliary division has been established which can offer a permanent career to qualified public servants, that legislation is being prepared to permit indigenous people to be appointed to other divisions of the public service, and that a public service institute has been set up to facilitate the training of qualified personnel for the service. All this is welcome news, and it is hoped that the Administration will have more to say to the Council on these developments in its future reports.

In the economic field, my delegation was interested to note the establishment of the Papua and New Guinea Copra Marketing Board. From the special representative we elicited the information that the Board consists of five members -- three officials and two local producers -- but that it does not include any indigenous members at all. Since the production of copra is much greater in the Trust Territory than in Papua, it seems that the placing of an equal number of local producers -- that is, one from each territory -- is by no means absolutely fair. The predominant interest of the great majority of

the native farmers is in copra, and it is only just that they should be represented adequately on the Board.

During the questioning period I called attention to the incompatibility of the requirement of a two-thirds British interest in a number of enterprises with the Charter provisions as contained in Article 76 (d) for equal treatment in the Territory for all Members of the United Nations and their nationals in economic matters. The special representative was good enough to say that the point had been noted by the Administering Authority and was being considered by it. We would request the Administering Authority to inform the Council at its next session regarding the decision reached in this matter.

With regard to the question of the gold royalty, my delegation was not able to get from the special representative as detailed information as it would have liked on the conclusions of the panel of experienced officials who had conducted some investigations into the gold mining situation. We trust that fuller details will be provided in the next annual report on this important matter, which vitally concerns the interests of the indigenous population.

In the social field, the question of corporal punishment still stands out in our minds as a serious concern of this Council. We appreciate that this form of punishment has practically disappeared, except from the Statute book, and that the Administering Authority's policy is directed towards its formal abolition. However, one of the reasons for maintaining corporal punishment, as stated by the special representative during the questioning period, is that, while the punishment is very light, its deterrent effect is very great. At first I could not understand because we thought that a light punishment would not have a great deterrent effect. After thinking it over very carefully, however, I now understand that what the special representative had in mind was that the bodily pain inflicted by a light cane could not be very severe and that, therefore, it is a very light punishment. But how about the mental and spiritual agony produced by the punishment? I submit that this injury cannot be described as less than severe. Indeed, it is this degree of severity that produces the deterrent effect which the special representative claims for the punishment.

But for its severity it would not have the same effect as the special representative visualizes. It is, therefore, my submission that, in the first place, the punishment is not a light one and that, secondly, no matter what the deterrent effect may be, it is not justified because it is inconsistent with the protection of human rights. It can be and must be replaced by a form of penalty which is more humane and which is not likely to be devoid of deterrent effect.

So far as educational advancement is concerned, a retarding factor has evidently been the substantial decrease of educational expenditure, particularly for the natives. UNESCO has commented on the decline of the ratio of expenditure to the budget allocations as a whole. I must say frankly that we do not derive any comfort from the explanations of the special representative. While it is true that equipment for the same school need not be repeated every year, the expenditure for this equipment could otherwise be devoted to the building of new schools or a new school. Moreover, the special representative told us that the largest reduction was in connexion with the rations and provisions for the students as a result of the savings obtained from the increase of the Territory's own resources as against imported food. It is welcome news that there were such savings in the Territory's expenditure. However, we feel that there is no reason why these savings could not have been devoted to the expansion of the educational programme in other directions.

Another matter which the Administering Authority regards with serious concern is that of teacher training. We share this opinion and we hope that everything possible will be done to press forward the Administration's programme for the training of teachers needed in the Territory.

We have been pleased to learn that six scholarships were granted during the year to indigenous students for study abroad. We earnestly hope that, as time goes on, the number of scholarship students from New Guinea will be considerably increased.

Finally, I should like to express my delegation's thanks to the special representative for the patience and courtesy which he has shown in answering the questions we have put to him.

Sir Alan BURNS (United Kingdom): From my reading of the report and my own knowledge of New Guinea, it is apparent to me that the Administering Authority is entitled to claim credit for constructive progress in the Trust Territory. Although the report is admirably concise none of us, I know, will commit the error of forgetting, throughout the discussion here about New Guinea, the formidable character of its geography and the diversity of the people who live in it and their primitive social structure. Fortunately, the special representative, whose interest in the Territory has made it a pleasure for us to question and listen to him, has always recalled to us, if at any time we were in danger of forgetting them, these essential facts of life in the Territory.

First of all, the Administering Authority has made a considerable consolidation of its control over the Territory as a whole. As a result of adding a total of 1,393 square miles of its area under the influence or partial influence of the Administration and of bringing very nearly the same area under Administration control, less than 10 per cent of the whole area of the Territory is now restricted. My fellow members, I know, will be as saddened as I am by the murder of two patrol officers and two members of the native constabulary. We do not need such tragedies to remind us of the risks inherent in the administration of this Trust Territory, but, since these have occurred, we cannot forget what the realities of this administration may involve. However, these were isolated incidents, and we take note with pleasure that the Administering Authority is effectively pursuing a policy of conciliatory penetration in a humanitarian spirit.

We have been glad to note that road construction is proceeding steadily. With a long experience of tropical countries, I am personally convinced that roads are essential in any backward country, firstly as a civilizing influence, and, secondly, as a means for the effective development of the country. I have been in New Guinea and have flown over large areas of it, and I am fully aware of the tremendous physical obstacles to road construction in such a mountainous and rugged territory. The difficulties are immense, and the cost will be very great, but, nevertheless, I feel that there is no real alternative to roads and yet more roads. Perhaps I am not alone in feeling that such arduous and challenging tasks are peculiarly suited to the men of Australia, a country which is itself pushing on its own development with that resourceful harmony for which it is so justly famous.

We should do well to agree with the realistic views about the political development which the Administering Authority and the special representative have put to us. I am certain that the Administration's policy in building up village councils is a good one, from which constructive development may be expected. We must remember that each village council embraces a fairly large number of villages, and the addition of two councils to the previous total of four is a real achievement.

The special representative, however, did well to remind us that we cannot expect spectacular results. We can confidently leave it to the Administering Authority to encourage the assumption of some responsibility for the management of their local affairs by groups of people in New Guinea as they learn to accept these duties. While I can, of course, sympathize with those who would like to see, even at this early stage, some broadening of the base on which the Legislative Council is built, my own experience persuades me that the present system of nomination, which is based upon an acceptable process of free consultation among the various groups concerned, is nevertheless a flexible and a democratic one. As and when it becomes appropriate to introduce some more formal electoral method of choice, this, I know, will be done.

The economic work in this country has been marked by interesting experiments and rewarding accomplishments. The pragmatic attitude towards development planning described by the special representative is the right one. My delegation commends the inception of co-operative enterprises, particularly for cocoa and rice, and we were especially glad to hear of the popular enthusiasm for the training courses run by the officers of the Department of Agriculture. There has been a marked increase in co-operative activity, and members of the Council will be glad to know that this increase is in keeping with the suggestions they made when the Council last discussed the affairs of the Trust Territory. The diversification of production through these co-operative experiments is an excellent undertaking; so, too, is the agricultural research work, through which I am confident good will be achieved.

My delegation notes the expansion of medical and health services, including particularly the provision of hospital services in outlying parts of the Territory. We welcome the creation of the scholarship scheme for students from the Trust Territory to attend secondary schools in Australia, and we wish well of these pioneers who are now beginning their studies. This was a recommendation from the Education Advisory Board, whose work, as described by the special representative, appears to be constructive and sensible, and through whose work in future we may expect worthwhile results in the field of education.

My delegation congratulates the Administering Authority upon a good year's labour from which Australia cannot, and does not expect to, derive much tangible reward, but which will bring great benefits to the people of New Guinea.

In conclusion, may I be allowed to thank the special representative for his helpful and courteous replies to the questions put to him.

Mr. SERRANO-GARCIA (El Salvador) (interpretation from Spanish): We fully realize the difficulties met with by the Administration and the efforts it has made to carry out its work in the Trust Territory. The great diversity of tribes, with their widely different practices and customs and their rudimentary social structure, the many different dialects spoken, all these factors make the task of the Administering Authority fairly difficult.

One of the main problems confronting the Administering Authority is the fact that the Territory has not yet been fully explored or completely pacified. This constitutes a constant threat to persons and to property, and it is a problem which will render difficult the development of the Territory's natural resources. The struggle engaged in by the Administering Authority to pacify the Territory by means of penetration by patrols is worthy of bearing in mind, and this laudable effort deserves every credit.

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Despite the sad cases which arise in connexion with such activities and the efforts which they constitute, we would urge the Administering Authority to try as soon as possible to conclude its task of penetration of that zone which still has to be pacified. It is an area which, as far as we understand, exceeds 50,000 square kilometres. It is worth multiplying, in so far as we can, the routes of communication, since, in view of the rudimentary nature of the political structure in the Territory, it is the most convenient form in order to inculcate in the popular mind ideas of a civic nature which subsequently might yield unsuspected fruit.

The examples which have been given by the Council of New Britain and Baluan are very encouraging. They have clearly brought out the avidity of the native inhabitants for self-government and self-determination. It is therefore the obligation of the Administering Authority to encourage those just aspirations, and the way of doing this is to supply the necessary help by means of officers who are specialized in these matters, who will explain to the inhabitants and organize them in such a way that they will begin to become aware of the principles, the duties and the functions which constitute the foundations for a proper operation of the Councils themselves.

But a measure which we consider to be of great importance, in order to complement such steps as already have been taken by the Administering Authority, is to encourage the development of a regional awareness as the basis for future territorial awareness, because in this way it would be possible successfully to put an end, slowly but effectively, to the fragmentation of the population, which is unquestionably a very great impediment to further development.

The wealth of this Territory is vast, and what is required is to exploit this wealth in due and proper form. In order to do this, a great deal of capital is required. This would lead to the production of agricultural products and products based on the use of the natural resources. We therefore welcome the measures which the Administering Authority has taken in order to achieve these objectives.

We think it would be very interesting to establish a tax system, because this would provide a further source of revenue to the Territory, and that revenue might be devoted to the improvement of the existing services and subsequently devoted to the creation of new and further services.

The increase in the tax on gold might also increase public revenue, in line with the Trusteeship Council's recommendation at the tenth session.

So long as corporal punishment and restrictions affecting freedom of movement exist, the Council will always hear our voice raised in protest and our most urgent recommendation that such punishments and such restrictions should be utterly abolished.

We thoroughly appreciate the efforts made by the Administering Authority in the economic and social fields, and we are quite convinced that in the years to come the progress which will be made will be greater still.

In the educational field, we would very much welcome it if the Administering Authority were to devote more of its attention to the higher education available to the native inhabitants. There are very few -- or, rather, they can be counted -- those who have scholarships abroad. We certainly hope that the number of schools will be increased, because at the present time there is very little difference to be found between the number of official schools and those schools which are run by the missions. We also appreciate the effort which the Administering Authority has made in the field of education and, for this reason, we congratulate the Administering Authority and we certainly hope that in next year's report further data will be available to us which will bring out clearly to us here what progress has been made in the field of education.

It only remains for me to conclude by expressing my thanks to the special representative for the extremely courteous and extremely able way in which he has replied to the questions which I asked of him.

Mr. SCOTT (New Zealand): The Territory of New Guinea is surely one of the last countries in the world to come into contact with civilization. At the end of the last century, it was virtually terra incognita, and to this day there remain parts of the Territory -- now only 10 per cent of the total area -- where the people still live in undiscovered Stone Age conditions of primitive savagery, eking out an existence in primeval forests and rugged, almost inaccessible, volcanic mountains towering to over 15,000 feet. Vast river valleys, impenetrable forests, extensive mangrove swamps, broad upland plateaus, sharp, luxuriant volcanic islands and over six hundred smaller islands, make this Territory one of the richest in topographical variety of any of the Trust Territories.

The last Visiting Mission remarked that it was deeply impressed by the magnitude of the task of exerting some human control over these tremendous natural forces and of the difficulties to which these conditions give rise even in the present stage of economic development.

A chronic state of tribal warfare existed in the Territory until comparatively recent times. A wide diversity of physical types and linguistic groups exists among the indigenous population, and some fifty-three different Melanesian languages have already been identified, not to mention an equal variety of Papuan languages.

The Administering Authority, through its policy of peaceful penetration, is gradually bringing under Administration control peoples who have never before made contact with any but the tribes in their neighbouring villages. My delegation would like to pay a warm tribute to the Administering Authority and to its patrol officers, who undertake this hazardous and exhausting task with great success and surprisingly little friction.

We agree with the last Visiting Mission that, while the pace of political development of the indigenous people can and should be accelerated, it would be unrealistic to assume that the existing tribal structure can be greatly modified in the very near future, and that at this stage a meaningful Territory-wide political organization is difficult to imagine.

The social, educational and political advancement of the Territory, so the Mission noted, are directly dependent upon the expansion and broadening of the economic structure of the Territory. We note, however, that the Administration

is persevering in the establishment of village councils and that two new councils, representing a population of some 9,000 people, have been proclaimed. Emphasis is correctly placed, in our judgment, on the extension of local government to areas where people are capable of assuming some responsibility for the management of their local affairs.

My delegation noted with interest the creation of the Auxiliary Division of the Public Service for the training of indigenous people for higher divisions of the public service. This is a step in the direction of increased participation of the indigenous people in the administration of their own affairs which will surely be approved by the Trusteeship Council.

I doubt whether the Council can usefully insist on elaborate recommendations in the political field in this admittedly backward Territory. Our attention should rather be directed toward assisting the Administering Authority to promote the economic and educational advancement of the inhabitants.

The special representative has amplified the full and interesting section of the annual report dealing with economic advancement. While we appreciate the advantage of having a phased plan for economic development, it is probably true that much preliminary discovery and investigation is required before a meaningful economic blueprint for the Territory as a whole can be drawn up. It might, therefore, prove more practicable in a territory of this size and uneven development for a number of regional plans to be developed, based on the existing and growing knowledge of the Territory's potentialities.

My delegation has been impressed by two factors in the economic field. Firstly, the expansion of indigenous industry, assisted as it has been by the activities of the experimental agricultural stations and the spread of the co-operative movement, and, secondly, the investment of capital, both locally and from external sources, in the Territory. These two factors should complement each other and result in raising the living standards of the indigenous people. While the Administering Authority must be careful not to discourage external investment in the Territory at this stage by high taxation, it must also ensure, as far as possible, that the foreign companies, especially those engaged in extractive industries, play a full part in raising the standards of living of the inhabitants generally and, in particular, of those who are employed in the industries. Capital investment is, of course, a continuing necessity for the advancement of this Territory.

The manifold activities of the Administration to expand and diversify the agricultural wealth of the Territory is, in our view, especially noteworthy. My delegation was interested in the success of native rice projects, and believes that the Administering Authority is proceeding on sound lines by giving every encouragement to the increased production of those foodstuffs which can be grown in the Territory but which are at present imported. Imported foodstuffs now represent over 28 per cent of the total value of all imports, and meat and rice represent more than half the value of those imported foodstuffs. The steady upward trend in the production of all major primary exports has resulted in an excess in value of exports over imports for the first time since the war, and must be a most heartening fact to the Administering Authority. There seems to be every indication that this trend will be maintained.

With regard to land tenure and utilization we have noted the comprehensive section of the annual report. The special representative has given the Council an explanation of what appears to us to be the very satisfactory activities of the Land Development Board. The methodical investigation of land utilization, attended by soil surveys, coupled with a defined policy of land grants based on optimum areas not only should result in increased and planned production but will, at the same time, protect the interests of the indigenous people in regard to the land. I am obliged to the special representative for his informative answer on this question. We were also glad to learn of the progress, particularly during the last nine months, in road construction which remains one of the basic requirements of the Territory.

Turning to the social field we would note, first, the ample statistics and information given about labour conditions in the Territory. We have also observed the energetic measures taken by the Administration in medical research. In the field of public health the Administration is faced with a tremendous task which it is tackling vigorously. We should like to see more attention given to the training of indigenous personnel, and particularly women. My delegation was encouraged by the statement of the special representative that consideration was being given to the establishment of a separate department to deal with the training and rehabilitation of prisoners. We also noted with interest the extensive hospital construction and renovation programme that is now under way. The emphasis given by the Administering Authority to the health of the indigenous people is exemplified by the attachment of medical personnel to exploratory patrols, and is commendable. The education of the indigenous inhabitants presents a stark challenge to the Administering Authority. We feel that more attention could be given to this field, and we noted that the suggestions of the representative of Belgium with regard to assistance to missions were very similar to the comments of UNESCO in this matter.

While emphasis, for the time being, should be placed on the development of village schools, and on primary education in general, the problem of the language of instruction presents obvious difficulties for the Administration. As I have mentioned, there are at least fifty-three identifiable Melanesian vernacular

languages, and many Papuan languages. While UNESCO recognizes this problem it has not dealt with it in any detail in the current report of the Director-General. What seems to be required is a rapid expansion of teacher-training institutions, and the special representative has assured us that plans have been prepared to accelerate the training of teachers to provide what I calculate to be an eightfold increase in trained teachers. At the present time, of course, only two administration centres exist, producing twelve graduates in 1953.

If the first four years of primary education continues to be conducted in the vernacular the importance of a further four-year period of primary education, where the medium of instruction is English, will be recognized. We would consider that the Administering Authority should give careful attention to the examination of this problem, and we were glad to note from the special representative's opening statement that the Education Advisory Board had decided upon the adoption of an eight-year period of primary schooling, with English as the language of instruction from the third year onwards. There are clear advantages in the adoption of English at a reasonably early stage of instruction since the knowledge of English will be an important factor in the future development of a sense of territorial consciousness. It is equally clear, I think, that the Administration cannot develop a particular vernacular for use throughout the Territory. We welcome the introduction, as described by the special representative, of the scholarship scheme.

I have concluded my remarks, and have only now to thank the special representative for his courteous and careful answers to my questions.

Mr. RYCKMANS (Belgium) (interpretation from French): I shall not repeat most of the comments I had the opportunity of making during the questioning of the special representative. I should recall in particular what I had the opportunity of saying concerning native jurisdiction in judicial organizations and native lands. I shall go back to some points which appear to me to be particularly important.

On the whole, the year under review was a year of progress, progress which was not spectacular, but to judge this progress we must take account of the particularly difficult and backward position of the Trust Territory of New Guinea which is without doubt the most backward of all the Trust Territories. The progress made may at the outset appear limited, but we must recall the comparison with the snowball which grows as it rolls along. I am sure that this progress will become more noticeable as time goes by.

There is a point to which I should like to return because my delegation has in the past drawn the attention to the duty of Australia to exercise its trusteeship on all the peoples of the Territory. In this respect, I must pay tribute to the policy of peaceful penetration followed by the Australian Government. The Australians have adopted a form of penetration into the wild areas of New Guinea. Their motto is the famous saying, "Die if necessary but avoid killing." We had an example of this during the past year. It happened that representatives of the Administration fell victim to their duty and died in the exercise of this difficult mission of peaceful penetration.

In the political field and in the field of administration in general, we must go back to the considerable contribution of Australia to the public expenditures of the Territory. For many years the contribution of Australia has amounted to about two-thirds of the total expenditures. Australia is carrying out in New Guinea a duty which is an expensive duty, and it assumes this responsibility with disinterested public spirit to which tribute must be paid.

A comment was made in the political field by the representative of China in respect of the number of natives in the Legislative Council. In this connexion, I should like to recall that in legislative councils of Trust Territories, as in the legislative councils of all non-self-governing territories,

official representation is, above all, the representation of native interests. I had a very typical example just a few days ago during the last session of the Council of Government in the Belgian Congo. The Administration had proposed to remove the right of vote from the official representatives. Up to that time there had been a considerable official representation, and certain European interests complained that the Governor-General could always succeed in having his proposals adopted because all of the official members in important questions voted according to the instructions of the Administration. Therefore, the Administration proposed to do away with the right of vote of official members and proposed merely to have them present at meetings of the Council of Government to enlighten members but without the right to vote. The native representatives in the Council of Government protested energetically against that proposal saying that they did not want to see the official members deprived of their right to vote because the official members were their protectors and their representatives in the Council. I think that this is a situation which is reproduced in a similar manner in all Trust Territories. It is a serious mistake to consider official representatives as being the representatives of European interests. The official members represent the Administering Authority, and, above all, they represent the interests of the native population.

Still speaking about the political field, I am in complete agreement with what was said by the representative of France the other day on the principal function of the district commissioners which is the organization of native communities. In the organization of village councils, the district commissioners are given special assistants who are particularly well versed in native questions to co-operate with them in the organization of these village councils. I believe that these special representatives who are particularly qualified to assist the district commissioners in the organization of village councils would be particularly qualified to enter into the administration of the districts. In that event, they would no longer be the assistants, but they would constitute the cadre of the district, and they could be assisted by people who would not require such high specialization. However, their task is the organization of native communities.

Concerning medical service, medical service is still in an embryonic state. In this connexion, I should draw attention to the fact that the budget or, at least, the manning table provides for 67 posts of physician. According to the information of the special representatives, there are only 35 doctors now in the Territory. This shows that the Administration has decided to make a considerable effort since there are 32 posts of doctor to be filled. It is to be hoped that all efforts will be made to complete this staff as far as possible.

I should like to go back to a question which in my view is most important for the development of the Territory, and that is the question of educational or school policy. I spoke yesterday about the co-operation which is given by missions, co-operation which they are probably prepared to furnish to an even greater extent. Missionaries are people who devote themselves to teaching the natives. Their primary purpose, of course, is to give religious education, but since they must give religious education they are given a certain pedagogical preparation. A person who is capable of giving religious education must also be capable of giving lay education. The missionaries have the advantage of making long stays in the Territory. There is no career for them which ends with a pension at the earliest possible age. The missionaries stay in the Territory until their death or until old age comes on; they are perfectly familiar with the native languages and know them much better than the average official. Missionaries are everywhere; their purpose is to penetrate into all sectors of the population and all regions of the country -- even the most difficult. Missionaries have the confidence of the population, and the proof of this is that in a population of slightly more than 11,000, there are 438 missionaries -- and almost 40 per cent of the population is Christian. The fact that they have confidence in the missionaries is shown by their willingness to go to their schools. This confidence is further proved in a very particular way, and the importance of co-operation by missionaries in teaching is proved by the percentage of girls attending schools. All of the people who have dealt with questions in education in backward territories know that, first of all, education of girls is essential since they represent half of the population and promise of the future; they also know that it is impossible to organize properly the education of girls without having women to take care of that matter. That

is the only reason why the education of girls in most non-self-governing territories is greatly behind the education of boys; that is so because the proper education of girls is possible only when women undertake that education.

In areas with backward populations, it is extremely difficult to send European women other than missionaries to carry out that work. In any case, we note that, in the schools of the Administration, of 3,260 native children in attendance, there are 361 girls or 11 per cent. In missionary village schools, there are 26,000 girls out of 72,000 students or 39 per cent.

The conclusion in my view is absolutely clear. There is no way of organizing proper education for girls other than through the missionaries, at least in the beginning stages, in such backward areas as New Guinea.

In post-primary education, the situation is even more typical. There are no girls in the Central Schools of the Government, with the exception of a girls' school with thirty-two students. If I am not mistaken, there is no woman teacher in the normal schools. On the other hand, in the post-primary or secondary education, the missions have over 1,000 girl students and, in higher training, there are 154 girls out of 2,084 students. Therefore, one can say that the education of girls is practically entirely in the hands of the missionaries. There are 126 European men and 103 European women who are engaged in education and who are prepared to devote themselves even more. In addition, there are fifty-three native women. I do not believe that any of the native women are in the service of the Administration.

If we look at the education expenditure, we realize that it is obviously inadequate, and the Australian Government admits this. However, it is very difficult to spend money for schools. To spend money for schools means that one has to pay teachers. However, to pay teachers, you first have to have them. Therefore, it is often very difficult to spend money for that reason.

We see that the missions have received as a subsidy £45,000 with respect to a total expenditure of £180,000; that is, 25 per cent of the school expenditure of the missions is covered by the State subsidy and 75 per cent is supplied by the missions themselves. It appears obvious to me that the missions must be limited in their effort by the inadequacy of their resources. If their resources were greater, if they had more than the £45,000 of the Government subsidy in addition to the £135,000 which they pay out of their own funds for education, they could expand their effort in the field of education. In these circumstances, I wonder if it would not be salutary to make an attempt to do so.

The Administration pays as much now for the 3,000 students in their schools as for all of the students in the mission schools, some 80,000. Apparently the Administration schools cost thirty times as much as the mission schools. Of course, I would admit that the mission schools are at a very primitive stage. In many cases, they are not real schools. There are readings of the Catechism. But I think there are means of improving these schools, and I am speaking on the basis of experience. The best way of improving the method of education is to offer people the possibility of obtaining a considerable contribution for education by State expenditure provided that expenditure is justified and that the education is truly effective. At the very least, such an experiment would be worth undertaking. An attempt should be made to obtain from the missions a guarantee that they would do everything possible to improve the quality of their teaching by offering the inducement that if the quality improved the State would intervene generously, not only in the payment of the salaries of teachers but even in the payment for proper premises for schools.

We are told that, up to now, schools have been constructed by the people in the village. They are located in sheds or huts. It would probably be more successful if, instead of these huts, we had proper schools which would be well built, well lighted and a model of European construction. I think that children would be happier to go there and that this would be an element of civilization in village life. This deserves the most serious attention by the Administering Authority because in a country which is in the backward state of New Guinea the best way to develop education is to resort extensively to the collaboration and devotion of the missionaries.

In conclusion, like my colleagues, I should like to thank the special representative for the very good grace with which he replied to our numerous and often difficult questions.

The PRESIDENT (interpretation from Spanish): Does any other representative wish to speak in the general debate?

I should like to know if any representative who has not yet spoken in the general debate on New Guinea would like to speak tomorrow.

Mr. BHANDARI (India): I was just wondering whether we could make our statement on Monday.

Mr. TARAZI (Syria) (interpretation from French): I support the proposal of the representative of India.

The PRESIDENT (interpretation from Spanish): In the circumstances, I do not think that we can do anything now except to hope that some delegations will either speak tomorrow or Monday. For the present time, we should leave consideration of the Territory of New Guinea and pass on to some other Territory.

Mr. FORSYTH (Australia): I was just wondering whether the representatives of India and Syria realize that today is Thursday and not Friday.

Mr. Krishna MENON (India): I think there is a fair comprehension of that.

The PRESIDENT (interpretation from Spanish): In the circumstances, I think that the most practical thing we can do is to agree that we shall pursue this discussion on Monday since I see that there are delegations which prefer to make their statements at that time. We shall therefore pass at once to the consideration of the Territory of Western Samoa.

Mr. FORSYTH (Australia): I should like to point out that this is a rather unusual procedure for the Trusteeship Council to delay the completion of the debate on a Trust Territory for four days. Admittedly we have, at this session and the last, occasionally deferred the completion of the debate on a Territory for twenty-four hours as a matter of courtesy and convenience. But to delay the conclusion of the debate on a Territory for three or four days is, I submit, a somewhat unusual procedure.

The PRESIDENT (interpretation from Spanish): The representatives of Syria and India have heard the representative of Australia. Could they not make an effort to participate tomorrow in the New Guinea debate?

Mr. TARAIZI (Syria) (interpretation from French): I am sorry to disappoint the representative of Australia by replying that I and my delegation have more than one responsibility.

I should have liked to speak tomorrow but, to my regret, I have not the time to prepare my observations in time. Of course, there are representatives who prefer to make brief observations. I believe I would be failing in my responsibilities if I did not view the question from all of its angles. Therefore, I hope that the representative of Australia will forgive me. However, I am sorry that the Council will not be meeting on Saturday. I would be prepared to speak on Saturday, but it is not my fault or the Council's that there is a long week-end. The Council will understand that I cannot prepare my observations tomorrow morning because I shall be obliged to be present at the meeting of the Committee on Petitions.

Mr. Krishna MENON (India): I have heard a reference by the representative of Australia about the practice of this Council. We are newcomers here, but I have a general feeling that practice is what we make it; it grows from day to day. There is nothing in the Charter, nothing in the rules of procedure, no practice laid down by the previous President which says that we must speak on a particular day. No one does this in order to inconvenience the Administering Authority. If it were a case of a special representative going away, then we should have to accommodate ourselves to that situation. My delegation is obliged to attend other Committee meetings, and apparently the Committees are taking a considerable amount of time. You know very well, Mr. President, that delegations like ours are all for speed in trust matters -- in fact, we try to urge speed in self-government. Therefore, we are not likely to lag in discussing this particular matter just for personal convenience. There can be no objection to discussing other Territories and asking questions in the meantime. If that suits the Australian representative and if it seems to be a good procedure, I am prepared to ask questions. We are concerned with this Territory, and I want to give notice that we are not interested in pinpricking the special representative or even in going into administrative details. There are vital questions of principle bearing upon the Trusteeship Agreement and the progress of this Territory towards independence. That is what we are concerned about, and we want to consider this case and to present it in a way that is reasonable and that is best related to the entire background aspect of this case. That is why we ask for more time.

Mr. FORSYTH (Australia): We have had frequently in this Council discussions about how to complete our business by the due date or as soon thereafter as possible. I remember that at the last session certain representatives were rather horrified to find that we had gone some days over our estimated time. Now, in these circumstances, and having regard to the fact that the representative of Syria has suggested a meeting on Saturday morning, I should like it to be known that, so far as the Australian delegation is concerned, the special representative, and my advisers, we are perfectly willing to come here on Saturday morning and hear what the representatives of Syria and India have to say.

The PRESIDENT (interpretation from Spanish): It has been suggested that the Council might meet on Saturday morning in order to speed up consideration of this particular item. A certain difficulty is involved. On the one hand, the delegation of Australia would like us to conclude consideration of the conditions in the Territory of New Guinea and, on the other hand, the representatives of Syria and India wish to speak on Monday. Unless a majority decides to have a meeting on Saturday, we shall have to wait for Monday's meeting. The President cannot act otherwise. I can do nothing about having the representatives of Syria and India speak tomorrow, since they wish to speak on Monday, and that is their right. I should like the representative of Australia to bear in mind that this would not mean a delay of four days. There is only one working day between now and the week-end, and that is tomorrow. Of course, there is always Saturday, and if the majority wish to meet then, the President will not object, but I understand that there will be certain difficulties with regard to the Secretariat. I would ask those representatives who disagree on this particular point to get together and reach agreement so that we may make use of the time we have. At present we are just wasting time. If we begin consideration of the conditions in Western Samoa we shall not be losing time; there will be a slight delay on one Territory, but the Council itself will not be wasting any time. I should like to have the views of the special representative.

Did the representative of Australia move formally that we should work on Saturday, or does he prefer that we should continue with consideration of New Guinea on Monday?

Mr. FORSYTH (Australia): I did not formally move that we should meet on Saturday. I referred to a suggestion made by the representative of Syria and I said that I would be only too happy to fall in with his suggestion.

Mr. TARAZI (Syria) (interpretation from French): I did not make any formal suggestion. I merely said that it was not my fault that there was a long week-end. I made no suggestion to meet on Saturday, but I said that if such a proposal were made by another representative and adopted by the Council, I would bow to the decision of the majority.

Mr. RYCKMANS (Belgium) (interpretation from French): I think that by holding a meeting on Saturday we would save having a Saturday meeting in July.

Mr. Krishna MENON (India): If the Council decided to sit on Saturday we would do our best to speak, and perhaps the matter could be finished at that meeting. We do not guarantee to finish on Saturday. On the other hand, I cannot understand how we save any time because I heard the President say that we are going on with the consideration of Western Samoa, and we should be very glad to hear about the conditions there. On the merits of this question, speaking for my delegation, I am not at all sure that the interval allowed would not be a good thing. We have got to digest what is said. My delegation asked very few questions on this subject, relying largely on the answers which others received. Therefore, if the Council should decide to sit on Saturday, naturally, we should not vote against it, but we do not think it is a good idea. Secondly, there is no time-saving involved. I want also to point out that if these two speakers happen to speak briefly, then the Council will be coming here just for that purpose since, presumably, we should not begin another subject on that day.

The PRESIDENT (interpretation from Spanish): I should like to explain the parliamentary situation. The representatives of Syria and India wish to speak at another meeting, but not tomorrow. They mentioned Monday, but they have said that if a meeting were to be held on Saturday they might be able to speak then. As regards the possibility of a Saturday meeting, a number of representatives have spoken but nobody has made a formal motion in that regard. If no

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formal motion is made, we must just leave the matter until Monday's meeting.
I repeat my question: is any representative prepared formally to propose a
Saturday meeting?

Since there has not been a formal motion that we should meet on Saturday, we will hear the representatives of India and Syria on Monday.

EXAMINATION OF CONDITIONS IN WESTERN SAMOA: ANNUAL REPORT OF THE ADMINISTERING AUTHORITY (T/1119, 1122, 1126; T/L.476) [Agenda item 4 (b)]

At the invitation of the President, Mr. P.K. Edmonds, special representative for the Trust Territory of Western Samoa, took a place at the Council table.

The PRESIDENT (interpretation from Spanish): It gives me great pleasure to welcome Mr. Edmonds and to hope that his contribution to our consideration of the Territory of Western Samoa will be of great benefit to the work of this Council.

Mr. MUNRO (New Zealand): I wish to thank the President for his invitation to the special representative, and I should like to take this opportunity of informing the Council of the qualifications of Mr. Edmonds. Mr. Edmonds, since July of last year, has been special representative to the High Commissioner for Western Samoa in respect of matters connected with the Development Plan. I take it that the members of the Council are acquainted with these words, "Development Plan". The phrase really covers the suggestions and the projects mentioned in the statement of the Prime Minister of New Zealand and in the High Commissioner's address of last March. Mr. Edmonds has been in Samoa for three years, and he was secretary of the Executive Council when it was first established. He now has a statement to make to the Council which, I trust, will be of assistance to members.

Mr. EDMONDS (Special representative): I should like to thank the President for the honour he has done me in inviting me to take my place at this table.

The report at present before the Council deals with the administration of the Trust Territory of Western Samoa during the year ending 31 December 1953. It is usual for the special representative in an opening statement to comment on the information contained in the printed report and to assist the Council by trying to bring some of that information up to date.

The Legislative Assembly of Western Samoa met in March this year in a session which lasted for ten days. As is usual in the March session, it passed no major legislation but discussed at length the estimates for the year. It also had placed before it several reports such as the annual report on the Development Plan, the various departmental reports and reports from the Select Committees on currency, on a private petition and on arbitration.

In April, elections for a new Legislative Assembly were held. Details of the results of these elections may be of interest to members of the Council. Three of the sitting Samoan members were returned -- two of them unopposed, one after a vote by secret ballot in the Fono of Faipule. Three other Samoans, not already members, were nominated unopposed by their districts, and their nomination was duly confirmed by the Fono of Faipule. From six constituencies, two or more nominations were received. In four of these cases, the Fono of Faipule voted for the member in accordance with the procedure outlined on page 37 of the annual report for 1953; in the two other cases, one nomination was accepted by all parties in pre-election discussions.

Eleven members represented, as usual, the eleven traditional political districts, and the twelfth Samoan member was a gentleman who, having received a last-minute nomination from the district of Atua, then polled evenly in the Fono of Faipule with the sitting members who had been re-nominated by that district. The Fono decided that the latter person should remain as member for Atua while the former should become the "twelfth man".

In all, nine of the Samoans returned had not been members of the last Legislative Assembly, but two of these had been members of the 1948-51 Assembly. Three of the members returned were neither Faipule nor sitting members. The twelfth man -- that is, the member who is elected over and above the members for

each of the eleven traditional political districts -- was J.B. Fonoti, the chairman of the Samoan Democratic Party. The election this year was considered to be the best organized and most satisfactory election to date.

The election of the five European members was held on 13 April, the same day as the Fono elected the Samoan members. It will be remembered that each European voter may vote for five candidates. This year 804 of the 1,245 persons -- including 402 women -- on the European electoral roll cast between them 3,450 votes, making an average of just over four votes per person -- the same average as in 1951. 247 women voted. Ten candidates stood for the five places. Two new European Members were elected, one replacing a sitting member and the other a member who had retired from politics. It is interesting to note that although the great majority of the persons on the European roll are part Samoan, three of the European members elected are not. The candidate who topped the poll received 587 votes; the successful candidate who polled least got 437. The election campaign had been very brief and consisted mainly of personal manifestos and broadcast speeches from the candidates. One group indulged in some house-to-house canvassing.

New unofficial members of the Executive Council were nominated by the Samoan members and European members of the Legislative Assembly respectively in the following month and were sworn in on 13 May. The Hon. Tualalelei and the Hon. Leutele Te'o, who had been in the previous Executive Council, were again nominated, while the third Samoan unofficial member was the Hon. J.B. Fonoti. The Hon. Peter Plowman, who had been elected to the Legislative Assembly for the first time in the recent elections, was nominated as the European unofficial member of the Council.

When a special session of the Assembly was called so that its members might nominate the unofficial members of the Executive Council, the Assembly took the opportunity to set up its Standing Committees. This year, however, the Assembly decided to retain its usual Standing Committees for Health and Public Works, but to amalgamate those for Education and Broadcasting and set up a new Committee for Agriculture and Co-operatives. This change indicates that the members of the Assembly are well aware that agriculture and the encouragement of co-operatives

are of great and increasing importance. The Assembly also appears to believe that broadcasting will probably become more and more a medium of adult education.

The first annual report on the Development Plan was debated by the Legislative Assembly in its session in March, and the debate was broadcast, as are all proceedings of the Assembly. The debate was neither long nor exhaustive, but it gave useful publicity to the contents of the Plan and to the progress that had been made to date. The three Samoan members who spoke in the debate emphasized the need to respect Samoan custom and the probably unfavourable results of any attempt to change too quickly the traditional economic or political structure of Samoan society. Two European members emphasized the need for balanced progress and the desirability of giving due emphasis to the economic side of the Plan before hoping to reach the final political objective. The one remaining European speaker appeared to favour the opinions of the previous Samoan speakers. This annual report on the Development Plan was translated into Samoan and widely circulated throughout the Territory. Copies of it are available to members of this Council.

The Fono of Faipule in its meeting this year also discussed certain aspects of the Plan.

The Working Committee of the Development Plan has held twenty-two meetings since last September and recently two new members -- the new European member of the Executive Council and the new Chairman of the Fono of Faipule -- have been appointed. The Committee has made considerable progress of late and has reached the stage of making tentative recommendations on most of the major political issues indicated in the Prime Minister's statement. There has not, however, yet been time for the Committee to discuss these tentative suggestions with the High Commissioner or carefully to consider and check their wording or contents.

So far, there appears to have been grateful acceptance of the Development Plan by the people in general. A published notice asking persons to send in their comments and suggestions on any points mentioned in the Plan has so far elicited only one reply, but there have been letters relating to the Plan published in the local newspaper, the Samoa Bulletin. It seems that the people in the Territory are, by and large, willing to leave the public discussion of the Development Plan, at least at the present stage, to their political representatives. Perhaps when the Constitutional Convention meets at the end of this year, we shall find that, without much ado, the people in the outside districts have been quietly considering and discussing the Plan for some time. It was noticeable that during the recent visit of the Governor General of New Zealand direct reference to some aspects of the Plan was made in the songs sung by the people during the formal presentations of food. Such choral political calypsos are, of course, in the old Samoan tradition.

In any case it is intended widely to publicize the Working Committee's recommendations once they have been finally considered and drafted in their final form and to do everything possible to evoke criticisms, comments and counter-suggestions from the people, titled and untitled, before the Convention meets.

One current matter which may be mentioned under this major heading of the Development Plan is that an effort is being made to associate the unofficial

members of the Executive Council more closely with the work of the Executive Government and Government Departments at a policy level. Various suggestions as to how best this closer association may be effected have been discussed in the Executive Council and the recommendations of that Council are at present being considered by the Administering Authority.

While on this subject, it will perhaps be of assistance if I report progress on some of the other matters detailed in the Plan.

The District and Village Government Board was set up in April and has since held three meetings. It has been discussing matters connected with local government, Water Supply authorities and the organization of district courts, and has already received inquiries and delegations from many villages, including Matautu (Savai'i), the Chiefs and Orators of which area placed before the United Nations Visiting Mission last year a petition relating, among other things, to local government.

The Executive Council has recommended the setting up of an Apia Town Planning Committee, composed in the first place of officers from the various interested departments, working in close liaison with business interests and village authorities, to advise the Government on matters such as roading, traffic, building, recreation facilities, etc., in the Apia area. This Committee will by now have held its first meeting. It should be of great assistance to the Government in dealing with some of the problems which would, ideally, be dealt with by an Apia Municipality.

Mr. Stace completed the first stage of the Economic Survey last year, and copies of his report should become available to the Administration during the next few months. A preliminary and incomplete draft suggests that the report should be most valuable.

The Aerial Survey has got really under way this year. A hangar has been built and aerial photography begun. The Assembly at its March session voted a further £11,600 towards the cost of the project. If the recent exceptionally clear weather holds, it may be possible to complete the aerial photography this year instead of taking two years, as previously planned.

In March Mr. R.H. Boyan, an experienced Australian officer from New Guinea, took up his duties as Registrar of Co-operatives. His first task was to draw up regulations to govern future Co-operative Societies, and these should be promulgated this month. Until this is done Co-operative Societies cannot be registered, but Mr. Boyan reports that some twenty groups are eager to be registered as trading co-operatives. Some of these groups have already begun trading operations. Unfortunately, in most cases, these groups seem not yet to be sufficiently solvent to be registered immediately, even if the Regulations were published. Mr. Boyan is energetically encouraging all those interested and is showing them the way of better commercial practice. Last month he gave a week's course on business methods and the use of approved co-operative forms, account books, etc., to a most enthusiastic gathering of persons from many parts of the Territory. In virtually all groups so far active, both titled and untitled men take part on the same footing.

At the end of March, a new Director of Agriculture, Mr. Michael Akenhead, took up his post. Mr. Akenhead has wide experience in tropical agriculture, especially in the Gold Coast. He is not yet ready, of course, to make any comprehensive or detailed recommendations as to what agricultural policy the Government should follow, or as to whether his Department should be in any way reorganized, but has already taken a first step towards increasing his staff by the appointment of four Samoan agricultural trainees.

The services of an entomologist, Dr. Cumber, have been obtained through the South Pacific Commission, which is at present undertaking extensive and intensive research into the habits and control of the rhinoceros beetle. Dr. Cumber is concentrating on this problem in Samoa, where he will spend three years; another entomologist employed by the Commission is to work in India; and a chemist will work in the Pacific area on coconut-palm extractions as they affect beetle control.

A Departmental Committee was appointed late last year to investigate the system of taxation in the Territory. This Committee has reported on tariffs and death duties and is at present investigating store tax, export tax and income tax.

It has been tentatively agreed that, in the interim period before the control of New Zealand Reparation Estates is vested in a Samoan corporation or board, a local Advisory Committee should assist the General Manager in matters concerning the general policy to be followed by the Estates. The Executive Council has made certain detailed recommendations along these lines and the Administering Authority is considering them.

The price control system was fully reviewed early this year, and, after discussion in the Executive Council, the Price Tribunal completely relaxed price control except in the case of some two dozen essential items on which control was considered desirable.

A very full report on Education in Samoa from Dr. Beeby, Director of Education in New Zealand, was laid before the Assembly in March, but has not yet been debated or fully considered by the Education Committee or the Government. Copies of this report are available to members of the Council.

Some staff shortages have been diminished during the last few months. An experienced officer from New Zealand has joined the Health Department as Chief Sanitary Inspector. A Fire Officer has been appointed to establish the local brigade on a sound basis. A Taxation Officer took up his duties in January and has already done much useful work in conjunction with the activities of the Departmental Committee on Taxation. New teachers, including one for Samoa College, have arrived. Applications have been called for an additional senior engineer and for an expert road construction overseer. But still more trained agricultural, educational, public works, and health personnel will be required if development is to be continued with optimum speed and efficiency.

Mr. F.J.H. Grattan, Deputy High Commissioner and Secretary to the Government, who several times took his place at this table as special representative of the Administering Authority, retired early this year. Although invited to continue in office, he was unable to do so for personal reasons. His experience and knowledge of Samoa are, of course, almost irreplaceable but the Government has been fortunate in obtaining the services of Mr. T.R. Smith, a well-known New Zealand public servant and a leading New Zealand authority on public administration, who is at present adviser on public administration to the Government of Indonesia. Mr. Smith has recently been appointed to fill the vacancy left by Mr. Grattan and should arrive in Samoa within the next few weeks.

When one turns to consider the financial and economic situation of the Territory it is immediately obvious that the present high prices paid for export crops have created in Samoa, for the time being at least, almost unprecedented prosperity. Unfortunately, we cannot claim that this prosperity is solidly based on increased and increasing per capita production. Samoa's annual rate of natural population increase over the period 1946-51 was apparently, on the evidence available, the highest in the world -- some 3.72 per cent as compared with Fiji's 3.60 per cent and 1.36 per cent for the United States of America over recent years. If the rate of natural increase remained as high as this -- which is, of course, a highly uncertain assumption -- the population of Western Samoa would approach half a million by the end of the century.

Considering this phenomenal rate of natural increase -- which reflects great credit on the Territory's Health Services -- it is not surprising that the per capita volume of exports appears, according to Mr. Stace and other observers, to be dropping behind, or at least not rising. It must be remembered that in 1951 almost 50 per cent of the population of Samoa were under sixteen years of age -- that is, they were not fully productive members of society. Clearly the difficulty of increasing per capita production, especially of export crops, is one which cannot be quickly or easily overcome. At present, moreover, the capacity to raise sufficient traditional

types of food crops for normal consumption in most parts of the Territory and the very high prices paid for exports tend to conceal the true picture of individual production and to prevent the mass of the people of the Territory from fully appreciating the urgency of the problem. There is, as the shop-keepers say, "plenty of money around".

The present prosperity is reflected in the estimates for 1954 which were passed by the Assembly in March. The unprecedented sum of £1,133,900 is to be raised from taxation or reserves, as compared with £1,054,320 in 1953. Of this sum, £274,300 or 24 per cent -- as compared with £211,390 or 20 per cent of total expenditure in 1953 -- is to be spent on capital development. These sums do not include various grants and payments to be made by the New Zealand Government which total, when the cost of the scholarship scheme is included, about £80,000.

Several new records were made in the export trade last year. Total exports, at £1,954,689, were the highest ever and exceeded the value of 1952 exports by £176,000. The favourable balance of visible trade was over £600,000. The export of cocoa and bananas broke all local records in both volume and monetary value. A total of 3,743 tons of cocoa, valued at £930,892, was exported, while banana exports totalled 252,582 cases valued at £262,349. Even allowing for the 15 per cent decrease in the size of the banana case, which became general as from the shipments last March, this was an amazing increase on the comparative 1952 figures of 65,590 cases and £55,818.

The Council will be interested to learn that banana exports in the first five months of this year were even greater than those in the first five months of last year. The relevant figures are: 1953, 94,411 cases valued at £97,841; 1954, 131,549 cases valued at £143,060. This is a splendid achievement even after allowance is made for the smaller case that I have mentioned.

Unfortunately, the wet weather at the end of last year and the beginning of this has for the time being adversely affected cocoa production, but the November crop may rectify the position. Cocoa growers in Samoa feel rather

frustrated for, while the world market price of cocoa has recently reached the astronomical height of £500 a ton; they have at present very little to export.

Exports of copra in 1953 dropped by almost 6,000 tons from 1952's figure. There were three probable reasons for this; first, the big shipment of 2,900 tons which, by leaving Apia in the very last days of December 1952, boosted the export figures for that year at the expense of those for 1953; second, the generally lower production of copra in many parts of the South Pacific area in 1953 following the two previous very dry years; thirdly, increased domestic consumption by the rapidly rising population.

It is hoped that copra exports will be higher this year, and up to the end of last month 5,200 tons had been exported as compared with 2,820 tons last year. Copra production appears to be higher than usual. The British Ministry of Food contract price for copra has, moreover, been raised this year to £70.5s.3d. a ton, local price, as compared with £65.4s.10d. last year.

Despite the increase in export trade, the total trade of the Territory in 1953 was valued at almost £200,000 less than 1952, which was, of course, the record trade year. This fall was due to the drop in the value of imports, which was £365,000 less than the 1952 record figure. It seems that many firms cut down their imports last year mainly in order to clear stocks obtained in 1952. This explanation seems to be borne out by the comparative figures for imports in the first five months of 1954 and 1953. Last year in that period goods to the value of £432,178 were imported: this year goods to the value of £592,107 -- an increase of £160,000. Old stocks appear to have been so diminished that the firms are again importing to build up their reserve supplies.

Before I leave the subject of trade I should perhaps inform the Council that the export of rubber and dessicated coconut remains at a standstill as the world market prices for these commodities are so low as to make production uneconomic.

The PRESIDENT (interpretation from Spanish): The Council will now take a short recess, after which the special representative will continue his statement.

The meeting was suspended at 4.10 p.m. and resumed at 4.40 p.m.

The PRESIDENT (interpretation from Spanish): I call on the special representative to continue his statement.

Mr. EDMONDS (Special representative): Most of the details of economic development during the last twelve months are given in the annual report. It will be noted that Savai'i has been anything but neglected. Roads there have been constructed at such a rate over the last two years that it seems probable that within another couple of years it will be possible to travel right around the island by motor vehicle. New plantations -- especially of cocoa -- have already sprung up along the new roads. In the 1954 estimates £12,400 is earmarked for work on road improvements and extensions on Savai'i and some £23,600 for roads on Upolu -- including the sealing of roads in Samoa College. The major road construction job on Upolu is on the route over the Mafa Pass which will link Falevao on the North Coast with Lotofaga on the South -- an expensive and difficult job which has taken longer than was expected, but which should pay handsome dividends when completed.

To assist it in its road-building programme the Territorial Government has this year bought at the price of £12,000 a 186-horsepower "Tornadozer" manufactured in the United States of America.

Since the beginning of this year a fine new ferro-concrete bridge has been constructed over the Mulivai stream in Apia; one old wooden bridge on the main north-eastern Upolu road has already been replaced by a ferro-concrete structure; the replacement of a second is well advanced.

On page 90 of the annual report are shown details of the supplies of hydro-electricity in Western Samoa. It is expected that the new 1000 kilowatt Avele works will come into operation at the end of this year, unless the delivery of generating machinery is unduly delayed.

On page 100 of the report are details of water supply extensions and improvements undertaken during 1953. The Council will note that here also Savai'i has been well looked after and will be interested to hear that in the 1954 estimates is a sum of £3,500 for improvements and extensions to the Fagamalo Water Supply. This is the supply which was mentioned in the petition from the people of Matautu to the 1953 Visiting Mission.

In the field of private enterprise, the soap factory and the tyre-retreading factory mentioned by the special representative last year are now actively engaged in production. The former has a staff of four men and produces four to seven and one-half tons of good quality washing soap per week. Unfortunately, the high price of copra at present precludes the economic use of coconut oil in the soap, so tallow and all other ingredients have to be imported. To assist this infant local industry the Government has exempted these raw materials from customs duty.

The tyre-retreading plant opened last November. It also employs four men and has to date retreaded over 250 tyres, besides repairing and vulcanizing numerous tubes from all sorts of vehicles. The plant at present is equipped to retread only truck and bus tyres, but the owner intends this year to import the matrix and mould for tyres of smaller size.

A further sign of private economic activity in the Territory was the laying in January of the foundation stone of the new £38,000 Bank of New Zealand building. When this is completed the Bank will be able to move from its present cramped and leased premises.

Some of the steps taken to boost agricultural production, the crucial factor in the economy of the Territory, may be mentioned here. During 1953 the Department of Agriculture distributed free 4,520 selected seed coconuts and 4,364 seed pods of cocoa obtained from New Zealand Reparation Estates. Most of these were planted under the supervision of an inspector from the Department.

Inspectors and Pule-fa'atoaga were active in enforcing the law regarding the eradication of noxious weeds and the control of the rhinoceros beetle and in encouraging the planting of crops of all kinds. Inspectors continued to enforce the regulations about maintaining the quality of export crops, and 116 offenders against these provisions were convicted during the year. The Department also continued to manage the banana scheme throughout an outstandingly successful year; maintained the small experimental forestry area at Vailima; experimented further with manure tests on the root crop called ta'amū; planted test plots of two types of pasture legumes and issued seed for planting from one to cattle and dairy farmers; began a survey of land in Savai'i recently acquired from New Zealand Reparation Estates.

The New Zealand Reparation Estates continued its experiments in selected coconut planting and cultivation and extended its programme for replanting its older coconut plantations. The Estates area under coffee was increased and is now over 100 acres.

The propagation of cuttings from the famous cocoa tree "Lafi 7" continued and will be accelerated now that a special glass-house and humidifier have been completed. It is intended that the New Zealand Reparation Estates and the Department of Agriculture should work in close co-operation in the propagation of this tree, the establishment of a suitable nursery area and the distribution of rooted cuttings. Of course, in a matter like this, nature must take its course and the nurseries will not be producing anything like an adequate supply of "Lafi 7" offspring for several years.

New Zealand Reparation Estates also continued its experiments in cattle breeding, especially with the cross-breeding of Herefords and imported Zebu bulls. Once again, the results and implications of these experiments will not be apparent for some time.

In the year ending 31 March 1953 the New Zealand Reparation Estates produced 1,706 tons of copra, about 15 per cent of the copra exported from the Territory, and 405 tons of cocoa, about 11 per cent of the cocoa exported, as well as timber, beef and rubber. It paid £39,400 in taxation to the Territorial Government and its salary and wage bill for the year came to £132,000. These

facts and figures, which are the latest available, will give some small idea of the importance of the Estates in the economy of Western Samoa, even without having regard to the fact that all profits from the Estates are spent on the approved projects of the Territorial Government. It is the Estates organization which, it is intended, will undertake the experimental fish-pond culture project mentioned on page 23 of the annual report.

A high percentage of the net expenditure of the Territorial Government continues to be absorbed by social services: 14 per cent in the case of Education and 18 per cent in the case of Health in this year's estimates, without taking into account the various large grants from New Zealand Reparation Estates profits. For most details, I may refer you to the relevant parts of the annual report, but I should like to explain what progress has been made in certain matters.

First, the World Health Organization and the Executive Council of the United Nations Children's Fund have approved in principle of the yaws control programme mentioned on pages 23 and 124 of the report and detailed arrangements are now being completed. If all goes as at present intended the campaign should be carried out next year under the responsibility of the Territorial Government with the technical advice of the World Health Organization. UNICEF, it is proposed, will provide 15,000 10cc vials of the special and not easily procurable procaine penicillin (PAM) that is required, together with certain supplies and equipment. WHO will probably provide one qualified medical officer to act as international adviser on the control programme together with films and educational and technical material, while the Regional Director in Manila and his adviser on venereal disease and treponematoses will give technical advice and guidance.

In this concerted effort the Territorial Government will supply, it is proposed, both full-time and part-time personnel, supplies and equipment, transport, accommodation and clerical assistance and will meet certain other expenses, including probably one-third of the cost of the PAM penicillin. Negotiations are not yet at an end, but the broad outlines and many of the details of the programme are clear. It is probable that a certain number of cases will be treated with diamine penicillin, a new preparation still under test.

WHO has also been asked to co-operate with the Territorial Government in its efforts in the field of environmental sanitation. Following recent conversations between the Director of Health of Western Samoa and Dr. Strachan, Regional Adviser of WHO on Medical Education, WHO will be asked to provide in 1956 a semester in environmental sanitation primarily for the benefit of medical practitioners in Western Samoa, but also open to medical personnel from other Pacific Islands. It is understood that WHO has already made budgetary provision for such a semester in 1955, and will be asked to postpone it one year so as not to conflict with the yaws campaign.

With reference to the fellowship to enable a Samoan medical practitioner to study in a mental hospital, mentioned on page 23 of the report, it is hoped to send a Samoan medical practitioner on a WHO scholarship to Suva for six to nine months in 1955 to study under Dr. Conran, who is a specialist in the treatment of mental cases. WHO is being asked to approve this proposal.

Members of the Council may be interested to learn that, following a visit to the Makogai leper island of a medical officer from Samoa and a Samoan medical practitioner, a new treatment for lepers was started last year at the Apia Hospital. It is hoped that very few, if any, lepers will in future have to be sent out of the Territory. The treatment, which makes use of the drugs dapsone, sulphetrone and seroden, has been successful so far, and already four lepers admitted to Apia Hospital have been discharged cured.

Work is continuing on the new and modern 27-bed maternity ward at Apia Hospital, which is being built with the assistance of a £15,000 grant from the Administering Authority. After mentioning this maternity ward, the mind proceeds naturally to the infant clinic in the hospital, which flourishes under

the aegis of a young part-Samoan nurse who qualified in both general and infant nursing in New Zealand. An article on this clinic, which is unique in the Pacific, will appear in the next bulletin of the South Pacific Commission. Most of the babies treated there are victims of malnutrition or nutritional difficulties and it is a wonderful and heart-warming sight to see their rapid progress from pot-bellied, thin-limbed listlessness to robust and vociferous good health. The Director of Health tells me that, due largely to the work of this clinic, of the village women's committees, and of Samoan-trained nurses in the districts, the infant mortality rate is now about forty per 1,000 reported live births, or even slightly less. This is an amazing drop from the rate of 155 per 1,000 live births in 1923 and compares favourably with many countries which are considered to be generally much further advanced than Western Samoa. The baby clinic is open to all mothers who wish for advice and assistance with respect to infant children.

Before I leave the subject of health I should mention that the New Zealand Government has approved a grant of £7,000 to permit the purchase by the Health Department of new X-ray equipment, and that provision has been made in the 1954 estimates of the Territorial Government for the construction of a new X-ray room.

As to the general health of the Samoan community, I suggest that the phenomenal rate of natural increase almost speaks for itself. When the projected yaws-control programme is completed, the health authorities will have even more reason to feel that they have, in the last thirty years, achieved something of which they have good reason to be proud.

The educational services have been maintained and extended during the last year. At the end of 1953 the fourth district school in Samoa was completed at Poutasi. This school had been built by the people of the district, assisted by a government subsidy of £500, and will take children in Forms I and II. A brand new village school has been opened in Sataoa, Upolu, since the beginning of the year; a new school building -- in this case a replacement -- has been opened at Moata'a, near Apia, and work has continued on the new school building at Sagone.

Samoa College in 1954 opened with a roll of 54 secondary and 200 primary pupils. A manual training instructor has taken up his duties at the college and a domestic science and homecraft teacher has begun work in the Malifa compound. As a result the courses given to all Government school pupils in the Apia area, from Form I to the Training College level, have been, or will be, most beneficially broadened. These manual training and home-craft establishments excel in equipment and facilities similar establishments in many good New Zealand schools.

Last year there was a reduction of three in the total number of schools as a result of the amalgamation of certain small village schools. Pupils from village schools were given ample opportunity to obtain education above the Standard IV level. One hundred and three were promoted at the end of 1953 to district schools, 53 to the residential schools of Avele and Vaipouli, 60 to Samoa College primary department and two, from district schools, to Samoa College secondary department. Just before I left Samoa I visited the college and was impressed with the bright and intelligent appearance of its pupils. The teachers assured me that in this case appearances were not misleading.

On page 153 of the annual report are given some details of the 95 scholarships so far granted by the New Zealand Government. In view of the resolution passed by the Council at its twelfth session, representatives will be interested to hear that in December 1953 the record number of twelve scholarships was granted. Four of these were to secondary schools, eight to primary; eight went to pupils from Government schools, four to pupils from mission schools.

The twenty-three students with New Zealand Government scholarships, mentioned in the annual report as receiving specialized training, are engaged as follows:
At University: three medical students-- one in his third year, one law student, one engineering student, one commerce student.
Training elsewhere: one draftsman; one apprentice house decorator, one apprentice electrician, one apprentice pharmacist, two survey cadets, eight teacher trainees, one radiography cadet, two nurse trainees.

The following are some details of the scholarship pupils who have returned to Samoa: fourteen are working for Government departments, three in Customs, four as teachers, one in Justice, one in the Lands and Surveys, one in the Public Service Commissioner's office, two in Public Works, one in Radio, and one in the Secretariat. The one who works in the Public Service Commissioner's office is now at the Brigham Young University, Salt Lake City, United States of America, on a scholarship in public administration granted by the Church of Latter Day Saints. Four have left the public service, one to be married, one for medical reasons, and two were dismissed.

Since the beginning of the year, an Advisory Committee on Scholarships, consisting of the Hon. Fautua, the Chairman of the Standing Committee on Education, the Public Service Commissioner, the Director of Education and the Assistant Secretary (Administration), has been set up. It will advise the Government on matters of policy connected with the granting of scholarships, bursaries, fellowships and kindred matters.

Dr. Beeby in his recent report states that, although he has seen schools in many parts of the world and has, through UNESCO, been associated with educational projects in a great number of under-developed areas, he knows of no country where more rapid general progress has been made than in Western Samoa in the last eight years. This is high praise indeed.

Dr. Beeby goes on to point out what still remains to be done, and both the Administering Authority and the Territorial Government are aware of this. Copies of Dr. Beeby's report are available to the Council, but it has not yet been discussed by the authorities in Western Samoa. When I left, however, a plan for urgently extending the Teachers Training College and training infant teachers in a concentrated course was under consideration. This has become urgent because of an increase of 1,600 pupils on the rolls of Government schools this year.

I should like to draw the attention of members of the Council to an omission in appendix XXII of last year's annual report as compared with the previous year's report. The large table classifying pupils in Government schools by age, sex and class was deliberately not printed this year as the Director of Education in the Territory felt that the unavoidable margin of error was so great as to make the return misleading. Most Government schools do not

insist on birth certificates from pupils, and in the few that do there are two main conditions to be fulfilled before such a return can be considered fairly accurate: firstly, every child should have a genuine birth certificate; secondly, there must be reasonable proof that a certain child is really the person described on the birth certificate.

At the moment, neither of these difficulties has been overcome, and Samoans have so many possible personal and family names and are often so mediocrally generous in their attitude to unauthorized alterations in official documents that it seems unlikely that the position will greatly improve for some time. Most mission schools find their records even less adequate than those of the Government schools.

It is hoped that when the Births and Deaths Registration Ordinance is consolidated next year, some steps may be taken to ensure that birth certificates become more trustworthy.

Before concluding, I should like to mention two or three matters of interest.

In view of the remarks of the 1953 Visiting Mission and of the resolution passed by the Council at its twelfth session, members may like details concerning the Samoan civil servants seconded for periods of training to the New Zealand Service. The Public Service Commissioner told me that at the end of last month there were eight local employees undergoing such training. There was one employee each in the New Zealand Broadcasting Service, the New Zealand Ministry of Works, the New Zealand Treasury, the New Zealand Department of Inland Revenue, the New Zealand State Forestry Department, the New Zealand Social Security Department, and two in the New Zealand Department of Education.

Staff training has been continued in certain departments such as Treasury, Justice, the Public Works store and the professional branches of the Health and Education Departments. No full-time staff training officer has as yet been appointed, but the New Zealand Public Service Commission has offered to send to Samoa its chief expert on staff training to advise the Territorial Government and the Public Service Commissioner on how best a more comprehensive system of training may be organized and what training staff would be necessary.

A Trades Training Committee, consisting of the Director of Works, the Chairman of the Standing Committee on Public Works, the Director of Education and the Assistant Secretary (Administration), has been recently set up to advise the Territorial Government on how best to institute a more adequate system of trades training.

Members of the Council may be interested to hear that the Public Service Appeal Board held its first session, under the chairmanship of His Honour the Chief Judge, in January. It heard one appeal and gave a ruling on a point of law concerning the right of appeal of serving officers of the Western Samoa Service against the appointment of persons from the New Zealand Service. Its ruling was in favour of the appeal rights of the officers of the Samoan Service.

Progress is being made in the field of general labour legislation, and at the March session of the Legislative Assembly the Select Committee on Arbitration reported that it was generally in agreement with the recommendations in the Duncan report on labour conditions in Western Samoa which had been laid before the Assembly at that session. Copies of this report have been handed to the Secretariat of the Trusteeship Council. In accordance with a motion passed by the Assembly, the Territorial Government intends to submit to the August session of the Assembly a bill based on Mr. Duncan's draft ordinance. Not until then will the report be debated and considered in detail -- probably by a further Select Committee of the Assembly as well as by the Assembly itself.

When I left Samoa, Mr. Eden, the General Manager of New Zealand Reparation Estates, and Dr. Lonie, the Director of Health, were attending a meeting of the South Pacific Research Council at Noumea. The work done by the South Pacific Commission, of which the Research Council is an organ, continues to be of great value and assistance to the Territory.

A recent and most important visitor to Western Samoa must not go without special mention in this opening address. His Excellency Sir Willoughby Norrie, the Governor General of New Zealand, and his wife and daughter, visited Western Samoa for six days in late May and early June. He and his party were enthusiastically welcomed and royally entertained by the people of the Territory, whose spokesmen, formal and informal, took advantage of every opportunity to thank the Administering Authority for its guidance and help and especially for its policy as laid down in the Prime Minister's statement of March 1953. They

also usually stressed the need to leave Samoan custom as undisturbed as possible and for New Zealand and Samoa to work together if the declared objective of self-government was to be obtained.

I apologize if this opening address has been rather lengthy, but so much of interest and importance has happened in the Territory during the last eighteen months that it seemed best to err on the side of excess rather than to deprive the Council of information which it may find of assistance. I shall, of course, be glad to answer fully any questions which members of the Council may wish to ask.

The PRESIDENT (interpretation from Spanish): I wish to thank the special representative for the important preliminary statement which he has been good enough to make to the Council. We will now pass on to the questions which members of the Council may wish to put to the special representative.

Political advancement

Mr. JAIPAL (India): My delegation would like to extend a warm welcome to the special representative. We have been much impressed by his interesting statement on the progress made.

My first question dealing with political advancement relates to the reforms plan and the constitutional proposals of March 1955. We understand that this plan is now being considered by a working committee, which in many ways has referred the plan to the people of Samoa. The convention to discuss this plan is expected to take place at the end of this year. We are not quite clear about the reason for this delay of almost two years. I wonder if the special representative could tell us the reasons for this delay and also give us some information on the latest developments. I have before me some notes on the development plan, and I expect that some of the reasons are contained therein, but this document has just come to my notice, and if the answers to my questions are contained in that document, I will not trouble the special representative. However, I should like the special representative to give us a general idea of the Samoan reaction so far to the reforms plan.

Mr. EDMONDS (Special representative): In reply to the representative of India, I would say that there has been no delay in the holding of the constitutional convention. In his statement in March of last year, the Prime Minister said:

"In the political field, it is proposed that a constitutional convention, representative of all sections of the Samoan community, should be held in the Territory. This convention should consider a constitutional plan for the future state of Western Samoa. It is expected that the essential preparatory work can be completed in time to enable the convention to be held before the end of 1954. This would allow sufficient opportunity for full study of the proposals throughout Samoa."

It is intended to hold the constitutional convention before the end of 1954, as the Prime Minister said in his statement. At one time, members of the Working Committee which was set up thought that possibly that would not give sufficient opportunity for the people of the Territory to consider the plan. But, of late, it has become apparent that the people are looking forward to the convention, and they have been so interested in what has been going on concerning the plan that they will be prepared to send in their representatives by the end of this year. Unless anything unforeseen happens, we hope to have the convention possibly as early as October, but it may not be until November.

As far as the setting up of the Working Committee is concerned, I should like to refer members to the Annual Report on the Development Plan, which was placed before the Legislative Assembly in March. In the first few pages of that report, there is a full statement of the functions and the composition of the Working Committee, which I would be only too glad to read to members of the Council -- but it may save a lot of duplication if they could look at their own copies, because it is there in full.

As far as the reaction of the Samoan people to the development plan is concerned, they have, I think, almost without exception, welcomed the statement of policy of the Prime Minister. There has been quite a lot of discussion in the Working Committee and a fair amount of discussion in the correspondence columns of the local newspapers. It is very interesting to note that at the time of the Governor-General's visit, in particular, hundreds of untitled men, during

the formal presentation of foodstuffs, sang songs in which more than one of the aspects of the development plan were discussed in great detail.

As for the detailed views of the population on the contents of the development plan, the Administering Authority feels that it is in no position to make any statement on these until the convention has been held. It is bound, by its obligations under the Trusteeship Agreement and under the Charter of the United Nations, to consult the wishes of the people of the Territory on its future development, and the reason for holding this convention is that the people may have a chance to speak. Until such time as the convention is held, the Administering Authority feels that it would be unfair as well as unwise to attempt to say what the people are thinking. We prefer to let them speak for themselves.

Mr. JAIPAL (India): I am much obliged to the special representative for clarifying the position. It seems that the consideration of the constitutional proposals is going according to plan.

My next question relates to universal adult suffrage. According to the report of the Administering Authority, universal adult suffrage is generally not wanted by the Samoan people. On the other hand, the Samoan Democratic Party told the last Visiting Mission that suffrage could be introduced gradually in areas where there is no objection. Will the special representative kindly say whether this possibility has been explored by the Administration and whether the Working Committee has examined this question? Also, if there is any great reluctance on the part of the Samoan people to have universal adult suffrage, does the special representative think that this reluctance is likely to delay the grant of self-government?

Mr. EDMONDS (Special representative): The Working Committee has discussed at length this question of suffrage in Samoa, but so far it has reached no definite conclusion. I mean, of course, that it has made no definite suggestion to the Territorial Government.

The Chairman of the Samoan Democratic Party, Mr. Fonoti, is a member of the Working Committee. He is also a member of the Executive Council. The views, then, which he has put forward on other occasions are firmly represented on the Working Committee.

It will be common knowledge, I suppose, to members of the Trusteeship Council that in Samoa there is also a strong feeling that universal suffrage may be in some way incompatible with their traditional customs. The Administering Authority, while it tries to encourage them along the road of more modern forms of democracy, has never, of course, tried to force the issue on universal suffrage. As this matter is still under discussion in the Working Committee and as it will be well and truly aired at the time of the convention, the Administering Authority has really no statement that it can make at this stage.

Mr. JAIPAL (India): I seem to have read somewhere that the members of the Samoan Democratic Party are matais or titled heads of families. I am wondering whether their views would not represent normally the views of the titled heads generally. Has any attempt been made by the Administration to find out the opinion of the non-titled people of Samoa on this rather important question?

Mr. EDMONDS (Special representative): This matter, of course, takes us deep into the labyrinth of Samoan custom. It has been discussed on several occasions in this Council, especially by Mr. Grattan when he was special representative. Perhaps if I give a thumbnail sketch of the political structure of traditional Samoan society, it may help members.

The matai in a Samoan family group is elected by members of that family group. They come together and select a man who they consider will be a good leader for that family group -- and, after that, they expect him to speak for them in most matters.

If any matter of vital importance to the family group arises, he naturally consults them; he is expected to speak for them; he is looked upon as their representative politically, socially and economically. The Samoans are very well accustomed to the idea of selection and representation. For that reason, it is not customary for untitled people directly to voice their opinions on most matters in public. They leave the expression of their opinion largely to their Matai, but it would be erroneous to think that the Matai can do anything he likes without taking into account the wishes of his people, because under Samoan custom the Matai may be removed in the same way as he was selected.

The Territorial Government has, however, advertised by notice published in local papers and in Government papers for anyone to come in and give their views on the Development Plan and the political future of Samoa to the Territorial Government. We have received one letter from an untitled person in response to that advertisement; we may receive more, of course. There have been letters from untitled and titled people in the local press. As far as I can judge from the present deliberations of the Working Committee, the Constitutional Convention itself will be completely open and public, and anyone will be given the chance to speak before it. Meanwhile, of course, we have the difficulty which you have under a system of Samoan custom really to find out what each individual and titled person is thinking. As far as we can judge, the untitled people are quite content at the moment to leave the public discussions and deliberations of the political future of their country to the people who customarily represent them.

Mr. JAIPAL (India): I am not suggesting that twentieth century ideas of democracy should be thrust down unwilling Samoan throats. It seems to me that Samoan conceptions of democracy are quite advanced, and I see that they elected their representatives after prolonged consultation and agreement. Besides that the secret ballot seems somewhat crude. I make these observations to remove any misapprehension in the mind of the special representative.

I come now to my next question which concerns the Executive Council. It is observed that in this body there are five Samoans and five Europeans. The reason for maintaining this balance is not very clear to my delegation as the Council is only an advisory body. Moreover, Samoan representation in various other bodies such as the Legislative Assembly, the four Standing Committees and the local Government Board is in the majority, and there therefore seems to be no special reason why there should not be a Samoan majority in the Executive Council also. One of the members of this Council had raised this question in an earlier session, and he was informed that this question was relatively unimportant, as the Executive Council was devoid of any conflicting forces and worked together smoothly as a single unit. That is perhaps true, but it is not a very satisfying reason. The Trusteeship Council is committed to promote the political advancement of the people and to see that they receive an increasing share in the administration.

Will the special representative kindly say whether there is any insuperable objection to increasing Samoan representation in the Executive Council and also whether there is any local demand for such increased Samoan participation in the deliberations of the Executive Council?

Mr. EDMONDS (Special representative): In reply to the questions of the representative of India, the Prime Minister's statement of last March lists several provisions which would have to be considered when the constitutional plan was finally drawn up. One of them is:

"Executive Government to be conducted by premier and cabinet ministers, all of whom will be members of and collectively responsible to the House of Representatives."

Such a cabinet will of course replace the present Executive Council, and the actual composition and method of election of this future cabinet is being discussed by the Working Committee and its suggestions will be placed before the Constitutional Convention in due course.

To come to the actual practice in today's Executive Council, this body was set up only a year ago, and every important policy matter is discussed in the Executive Council. There is no break between the Europeans and the Samoan members when it is discussed, and if in fact the advice of most of the Samoan members or all of the Samoan members was along a certain line, His Excellency the High Commissioner would naturally place due emphasis on the fact that that advice was given by Samoans. I think it is also an error to regard the official representatives as European representatives. They are officials and they act there in their capacity as heads of the central Government departments. They certainly do not represent European public opinion on the Executive Council. As I said, this matter is under consideration, and in due course it will be fully discussed by the Constitutional Convention.

Mr. JAIPAL (India): Perhaps this point at this stage is not of any vital importance since, as the special representative has pointed out, the reforms are now under consideration and once they are implemented the cabinet form of government will come into existence. We feel, however, that the time has now come for granting to Samoan representatives in the Executive Council some measure of executive responsibility -- perhaps in regard to departments such as local Government administration, health, communications, agriculture, etc. What we have in mind is that each Samoan member might be given limited responsibility for the affairs of some of these departments, but of course he would continue to advise the High Commissioner. We feel that this should prove to be a very necessary experience for self-government.

I should like to know from the special representative whether this cannot be done under the direction of the High Commissioner by means of executive instructions within the framework of the present Constitution. I notice from the document about the Development Plan that the Executive Council has recently been considering ways of taking the first steps towards cabinet government by associating unofficial members of the Executive Council more closely with the work of various departments. That is precisely what I have in mind when I pose this question about giving immediately some measure of limited responsibility for the affairs of certain departments of government.

Mr. EDMONDS (Special representative): The suggestion of the representative of India is not only a very sound one, but it is one which has been in the mind of the Administering Authority and the Territorial Government for some months, and various means whereby such a limited responsibility could be given to unofficial members of the Executive Council have been discussed in the Executive Council. Just before I left, they had come to a considered proposal on how best they could be associated with the work of various departments.

These proposals were duly submitted to the Administering Authority and they are at present, as far as I am aware, under consideration by the Cabinet in New Zealand. At this stage, of course, I cannot make any statement about the actual contents of these proposals, but I can assure the representative of India that this matter is receiving the full attention of both the Administering Authority and the Territorial Government.

Mr. JAIPAL (India): My delegation is very happy to note the statement made by the special representative in this connexion.

My next question relates to the citizenship for the inhabitants of Western Samoa. We observe that the laws of Western Samoa confer different domestic status on the resident Europeans of Samoa. The origin of this legal discrimination was the need to protect the Samoans and their properties from European exploitation of several decades ago. Conditions today are doubtless very different from those early days when it was necessary to give the European and the Samoan a different status.

I observe that the last Visiting Mission was of the opinion that this difference in status should be abolished. Is it not possible to amend the existing laws to remove this discrimination without abolishing at the same time the concessions now enjoyed by the Samoan people, for example, non-payment of death duties and so on?

Mr. EDMONDS (Special representative): This matter which has been raised by the representative of India is a very difficult one about which to make any firm statement. One of the matters which was referred to the Working Committee was this question of common status. In the Prime Minister's statement of March, there is mention made of a common citizenship for all inhabitants of Western Samoa. In the sense of a common international citizenship, there is perfect agreement among all parties that the European and part-European population of Samoa whose home is Samoa, should be citizens as well on equal terms with Samoans of any future Samoan State.

When it comes to the abolition of the differences in status, there is a certain feeling among some Samoans that such an abolition of all differences would be in some ways impracticable. They point out that the difference is not a racial one because many of the Europeans, of course, are not Europeans. Some are Chinese, some cannot speak a word of any European language, some know only Samoan and most are mainly Samoan by blood. But they point out that the cultural differences, the way of life, is so different between some of the Europeans and some of the Samoans that it might be impracticable to treat them on the same footing. However, the Working Committee, after long consideration of this matter, decided that it should be referred either to a select committee of the Legislative Assembly or to a sub-committee of the Working Committee so that it could go through one at a time the legal differences between those persons of European status and those of Samoan status.

When I left Samoa, the Working Committee was still considering this matter. It seemed to me that their suggestion would probably be that it should be referred to some smaller committee which could hear evidence and really concentrate on all the legal, administrative and cultural difficulties that may arise if the discriminations were abolished immediately.

Mr. JAIPAL (India): We are happy to note that this problem is engaging the serious and urgent attention of the Administering Authority.

I observe from the Development Plan that the Working Committee is considering various problems connected with this matter and has prepared for its use a full list of all those differences which exist in law at present between persons of European and Samoan status. I imagine that these differences will gradually disappear with the coming into existence of a common citizenship. Will the special representative kindly say whether any citizenship laws have yet been drafted.

Mr. EDMONDS (Special representative): The opinion of the Working Committee on this point of citizenship laws is that the matter should be left for the time being until after the Convention and the opinions of the people of Samoa are clearly known; and that citizenship laws of the future

State of Samoa should be left for consideration when it is known exactly what form the State of Samoa will adopt and what its relationship will be with other countries and with this international Organization. They feel that the matter is bristling with legal points which they feel incapable of facing themselves. They think it would be a pity to waste energy on these points at this stage when they see a more immediate practical objective in front of them.

Mr. JAIPAL (India): I hope the special representative will bear with me a little longer on this particular question. I am rather anxious to find out what the Samoans actually feel about this difference in status, particularly whether they regard it as discriminatory against them.

Mr. EDMONDS (Special representative): The list of differences existing in law between persons of European and Samoan status is quite formidable when one studies them. It even extends down to such peculiar details as a European must be buried six feet deep but a Samoan may be buried four feet deep. Nobody knows exactly the reason for this but it is probably because it is easier to enforce the deeper burial in the case of Europeans. Some of these things are trivial and of that sort and could obviously be abolished without any upset on either side. Some of them are not so easy of solution.

The Samoans generally accept the idea that Europeans can be good Samoan citizens. However, they look at the European way of suffrage, for instance, and they say, "Now, the Europeans like direct balloting and we prefer to do it in our traditional way". How can you reconcile the two? If you are going to have different forms of suffrage, how are you going to define who is to use which one of the different forms?

Similarly, there is a certain feeling that it may be difficult to define the common status as to exclude from interference in the Samoan traditional system those persons who may possibly have an injurious influence. These things are not very clearly crystallized in the minds of the Samoan people themselves. They have the feeling that it is a bit risky. They would like a longer time to think it over. They admit that it may be capable of solution but they feel generally rather diffident about committing themselves on this matter at the moment.

Mr. JAIPAL (India): I am much obliged to the special representative for his clarification of the position. It seems to me that this legal discrimination is not a live issue in Western Samoa.

My next question relates to Samoan representation in the administrative ranks of government service. We observe that there are very few Samoans in the senior posts in the Administration. For instance, the Assistant Public Service Commissioner and the Registrar of the Land and Titles Court are the only two pure Samoans, if I may use that term. There are four others, of course, who are part Samoan, and they occupy the positions of Registrar of the High Court, Collector of Customs, Postmaster and Assistant Secretary in a certain department. Thus, in all, there are only six Samoans occupying senior administration posts. The progress in this matter seems to have been rather slow and we should like to see more Samoans, particularly in the senior ranks of the Education and Health Departments, in which there are now only five Samoans against thirty-eight Europeans.

Some Samoans represented to the last Visiting Mission that the Administration should build up quickly a corps of trained civil servants by sending selected Samoans to New Zealand for training in administration and by also providing Samoan understudies for European officials. Will the special representative please indicate what steps have been taken by the Administration in this direction?

Mr. EDMONDS (Special representative): If I may I shall, in answering the representative of India, just point out that Europeans of part Samoan blood are considered by Samoans as being, as they say in their own terms, "sons of Samoa". They are not considered to be outsiders. They are part Samoan; they are of the same blood and bone -- as they say in Samoa by some strange mistranslation -- and it is, I think, possibly misleading to draw a sharp distinction between persons of part Samoan blood and Samoans. In this respect I think it will be found that the Scholarship Association which approached the Visiting Mission last year, and discussed this matter with it, consisted largely of persons of part Samoan extraction -- with some European blood.

As far as the other points are concerned, in my opening statement I mentioned several -- eight -- members of the Western Samoan Public Service who are at present in New Zealand gaining experience in New Zealand departments, mainly administrative and higher clerical experience. It has also, for some time, been the policy of the New Zealand Government and the Territorial Government to give scholarship pupils some time, if possible, in Government departments in New Zealand before they return to Samoa. This is a question, of course, which hinges largely on the technical and professional qualifications of Samoans, and it has been one of the really refreshing aspects of the discussion on the development plan that the Samoan political leaders have faced up to this problem and said, "We realize that for some time we still need overseas assistance in the senior positions in the civil service". For instance, most of these administrative officers are persons such as the Attorney-General, the Treasurer, the Director of Works or the Superintendent of Radio. They are technical or professional officers as well as being administrative heads, and the Samoans are well aware that for some time they will need persons of that kind from overseas. They are also well aware that, with the assistance of the Administering Authority, they will gradually be able to replace them with their own people.

Mr. JAIPAL (India): I am very much obliged to the special representative, but I should like to point out that I did not deliberately draw a line between the pure Samoans and the part Samoans. I was, rather, drawing a line between the pure and the part Samoans and the Europeans in the administrative machinery. As I said earlier, in the senior ranks of the Education and Health Departments I find that, according to the Administration's latest report, there are only five Samoans against thirty-eight Europeans. We attach considerable importance to these two departments of education and health, and we should like to see increasing Samoan representation in the senior ranks of this service.

I shall now proceed to my next question, which relates to local government bodies. It seems to me that the local administration in Western Samoa has so far been largely decentralized, and the central administration, therefore, proposed recently the provision of some sort of link between the local bodies and the central government. A local government board was, therefore, set up to define the powers, the functions and the duties of these various local government bodies and to broaden their basis and legalize their functions. We should like to know the number of village councils that have so far been brought under the local government board, and what progress the board is making generally and whether it is encountering any special difficulties. We mention this because a decentralized machinery would be somewhat reluctant to be brought under any kind of central control.

Mr. EDMONDS (Special representative): If I may, I should like first to comment on the observation of the representative of India. In the Health and Education Departments, of course, the professional education of the person has to be taken into consideration before he assumes administrative status, and it is definitely the policy of the Administering Authority to train its local people to fill those positions. We have three students in the Atago Medical University who, within the next few years, will be able to take over higher posts in the Health Department. We have also an increasing number of Samoan teachers who are trained in New Zealand. We have four at the moment and there are, I think, eight at present in training colleges in New Zealand. So that matter will definitely be solved within a reasonable time.

To go on to the local government board, this board was set up under an Ordinance passed last year and has so far held three meetings. It holds one meeting a month which usually lasts for about three days. It may help members of the Council if I read to them from the Ordinance the functions of the board:

"The functions of the board shall be:

"To inquire into proposals and prepare schemes for the recognition and organization of local authorities;

"To review from time to time the functions and districts of local authorities;

"To approve the final scheme of any local government scheme;

"To consider and approve for recommendation to the High Commissioner proposed regulations and by-laws to have effect in the district of a proposed local authority;

"To advise the Government of Western Samoa and the local authorities on matters pertaining to the conduct of financial business and the control of any local authority;

"To inquire into and publish information and advice on the management and operation of local authorities and the administration of law and order in districts and villages, and, in such manner and by such means as the High Commissioner from time to time approves, direct public interest to the national value of district and village government;

"To recommend the High Commissioner to make such regulations as may be necessary or expedient for giving effect to the provisions of this Ordinance and for the due administration thereof."

Thus, when one considers those functions, one will realize that the Board has before it a task of no mean proportions and, so far, they have been very busy trying to establish themselves on a firm footing. They have received delegations from various local authorities or would-be local authorities, and they have explained to them the purposes of the Ordinance and the functions which they expect local authorities to carry out. But there has been no local authority as yet set up under this Ordinance and, from the nature of this matter, I think that it may be several months before we have really established local authorities of any sort in Samoa. The first ones to be established, however, will probably be the water supply authorities, for they have a fairly clearly defined purpose.

Mr. JAIPAL (India): While on the subject of local governing bodies, I should like to point out that the last Visiting Mission enquired into the possibility of local government administration for the town of Apia. It was of the opinion that, whatever reasons there may have been in the past for not having local government administration were no longer valid and that the fears of the Samoan people who inhabited the area surrounding the town were no longer justified. Will the special representative say how soon the town of Apia will have a local administration? If the Samoan people in the area surrounding the town still object, will it not be possible to have a separate town administration for Apia and another administration for the Samoan villages surrounding it?

Mr. EDMONDS (Special representative): This question of a town authority for Apia, which the representative of India has mentioned, is obviously a very important one. There are, of course, historical reasons for the reluctance of Samoans to have such a municipality established. In Samoan history there was once a municipality for Apia. It was controlled by the three European powers who, at that time, had interests in Samoa, and Samoans were excluded from the area for all purposes of administration or politics. In fact, they used to call it ele sa, which means "the forbidden ground", and that unfortunate event in Samoan history was one of the reasons why, when the Commission for Local Government was set up in 1951, the Samoan members of the Legislative Assembly deleted from its terms of reference any investigation into establishing an Apian municipality. Unfortunately,

the translator had used the term ele sa, and immediately the Samoans remembered what it had been like once. But it is still a complicated problem today.

There are, in Apia, the big commercial houses with their particular interests; there is the large European population of Samoa; there are two sorts of Samoans; there are schools belonging to the villages in the area; there are several hundreds -- perhaps several thousands -- of Samoans who belong to villages in other parts of Samoa and are, therefore, not represented, as it were, in the local village councils. The position, as far as the Territorial Government is concerned, is that it would very much like to see some sort of municipality established for Apia, but it feels that, to a large extent, the interest in and the drive for a municipality must come from the people who are directly affected. It feels that if it tried too hard to establish a municipality, in the face of their indifference or opposition, it could not hope to have any municipality worth the name. It has, however, put forward the suggestion, which has been accepted by the Executive Council, that there should be established, as an interim measure, a town planning board for Apia.

This town planning board will consist mainly of senior departmental officers, such as the director of works, the chief of police, and the director of health, who are interested in such things as sanitation, housing, traffic and roads in the area. It will work in close liaison with representatives of the Chamber of Commerce and of the Samoan communities in the Apian area as they are affected by the activities of the Board. But at the moment the Territorial Government feels that it will probably not be able to make much more progress in the direction of an Apian municipality until, possibly through the actions of this town planning board, more public interest has been aroused among all the various sections in the Apian area.

The PRESIDENT (interpretation from Spanish): The Drafting Committee on the Territory of Scmililand will meet tomorrow at 10.30 a.m. in Conference Room 8.

Mr. MUNRO (New Zealand): What I would like by way of information, if I could get it, is how many representatives will be ready to continue with the questioning of the special representative tomorrow. I am assuming that tomorrow we shall proceed with the further examination of the special representative, but I should like to know because it has some bearing on my own movements.

The PRESIDENT (Interpretation from Spanish): Can any representatives tell me whether they will be prepared to proceed with their questioning of the special representative tomorrow? Belgium, Syria, United Kingdom, the Soviet Union, Australia, China, El Salvador -- it seems to me that nearly everybody is prepared.

The meeting rose at 6 p.m.