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VERBATIM RECORD OF THE NINE HUNDRED AND SEVENTIETH MEETING

Held at Headquarters, New York,
on Friday, 5 June 1959, at 2 p.m.

President

Mr. VITELLI (Vice-President)

(Italy)

Examination of conditions in the Trust Territory of Western Samoa [3g, 5]
(continued)

Note: The Official Record of this meeting, i.e. the summary record, will appear in provisional mimeographed form under the symbol T/SR.970 and will be subject to representatives' corrections. It will appear in final form in a printed volume.

59-14055

AGENDA ITEMS 3g and 5

EXAMINATION OF CONDITIONS IN THE TRUST TERRITORY OF WESTERN SAMOA (T/L.908)
(continued)

- (a) ANNUAL REPORT OF THE ADMINISTERING AUTHORITY FOR THE YEAR 1958 (T/1450 AND 1455)
- (b) REPORT OF THE UNITED NATIONS VISITING MISSION TO THE TRUST TERRITORY OF WESTERN SAMOA, 1959 (T/1449)

At the invitation of the President, Mr. Powles, special representative for the Trust Territory of Western Samoa under New Zealand administration, took a place at the Trusteeship Council table.

The PRESIDENT: When the Chairman of the Visiting Mission arrives, he will certainly be entitled to take a seat at the Council table.

Political and economic advancement (continued)

Mr. JEAN-LOUIS (Haiti) (interpretation from French): Yesterday I was compelled to ask the special representative to be kind enough to grant me the time to ask him some questions on political matters today. I wish to have his opinion on some matters.

Here is my first question. Paragraph 167 of the Visiting Mission's report states:

Public opinion in Samoa is not unanimous on the question of terminating Trusteeship in the near future ... Nevertheless, some hesitation and some outright opposition to immediate self-government was expressed."

My delegation would like to know what the position of the Administering Authority would be if, in the unlikely case, the majority of the votes in the forthcoming popular consultation would be against immediate self-government. Could the special representative tell us what the consequences of such an eventuality would be?

Mr. POWLES (Special representative): This is one of those hypothetical questions which are always difficult to answer because one feels that there might be some hidden meaning in it. However, just on the face of it, the only thing that one could say would be that the relations between New Zealand and Samoa would continue to be governed by the wishes of the Samoan people, as they have in the past.

Mr. JEAN-LOUIS (Haiti) (interpretation from French): I should like to assure the special representative that I have no hidden intention here as regards the question which I just asked. I drew this question from the report of the Visiting Mission. The Mission noted that a number of Samoans consider that the moment had not yet come for self-government, and I wanted to have a clearer idea of the position of the Administering Authority.

I now come to my next question. Quite obviously, the matai suffrage system will be maintained, and the Visiting Mission is of the opinion that we must not go against the wishes of the people in this matter. However, a secret ballot has been suggested in the matai electoral district. Would not the Administering Authority think that it ought to revise the matai system and the rules of procedure of that system, so as to make the necessary modifications in view of the fact that the Administering Authority itself admits on page 33 of its report that the qualifications required to be a voter in Samoa are governed by regulations rather than by statute?

Mr. POWLES (Special representative): The representative of Haiti is, I think, referring to the suggestion in the report of the Visiting Mission that the future electoral law should provide for a compulsory secret ballot in the matal constituencies and that the present provision whereby a majority nomination is accepted should be done away with. This is a matter upon which the Mission has expressed a very definite view to the Samoan representatives when they were in Samoa, and they received the assurance from Hon. Tamasese, who was the Chairman of the meeting, that the matter would be given very careful consideration. That is as far, I think, as we can take the matter at present. This is another of those issues where it seems to us to be very undesirable to force the Samoan electorate into some rules of procedure which do not seem to satisfy them.

Mr. JEAN-LOUIS (Haiti) (interpretation from French): It was rather the opinion of the special representative himself in this case that I wanted to hear. It may well be that the majority of the population in Western Samoa is attached to its ancient customs. Nevertheless, the Visiting Mission has expressed the opinion that at least in one specific case the custom should be modernized. I have been inspired, therefore, to ask whether in the present circumstances it would not be appropriate to undertake a general revision of the regulations pertaining to the electoral procedures, particularly since, as I said a moment ago, in the very report of the Mission we find a passage dealing with this case.

My third question is as follows. In paragraph 33 of the Visiting Mission's report there is a list of matters which come within the exclusive purview of the High Commissioner of the New Zealand Government. We are informed in a footnote that the reserved enactment pertains to the classification of land. Elsewhere the Visiting Mission tells us that many believe that after the lapse of the trusteeship system certain lands will be returned to individuals. Could the special representative tell us what the policy has been in respect of Crown lands and what the present position of the matter is?

Mr. POWLES (Special representative): I am not sure whether the representative of Haiti means Crown lands which belong to the Government of New Zealand or Crown lands which belong to the Government of Western Samoa. Could he perhaps help me by indicating the point of his question?

Mr. JEAN-LOUIS (Haiti) (interpretation from French): I am referring primarily to the Crown lands, because, as I have already said, it so happens that in a footnote we are informed that at this time the Crown lands consist only of the land occupied by the airfield and the observatory, and somewhere else in the Visiting Mission's report there is a reference to people occupying the lands of the Administration. That land, of course, is not Crown land. I would be grateful to the special representative if he would explain this to me.

Mr. POWLES (Special representative): I always feel apologetic when I approach this question of land in the Trusteeship Council because it is undoubtedly confusing. We use the expression "Crown land" in effect to mean public land, government land, land which belongs to the Government, the Crown in former times being notionally represented, being the Head of State. There are two kinds of Crown lands in Western Samoa: there is Crown land which is owned by the Government of New Zealand and there is Crown land owned by the Government of Western Samoa. Crown land owned by the Government of New Zealand consists only of the airport and the observatory, and the future of those two installations is still the subject of discussion in the Working Committee with the idea of ascertaining what the attitude of the Samoan people to them will be after independence. It is obvious that some form of negotiation and consultation and ultimate agreement on those two issues will be required between Samoa and New Zealand.

The rest of the Crown land, which consists of many thousands of acres, is land that belongs to the Government of Western Samoa, which it has acquired in various ways in the past, mainly by purchase from estates and by proclamation and so on. Most of that Samoan Government land is now held as a reserve in an uncultivated condition --it is undeveloped land -- as a potential reserve for the future. Some of it, certain blocks consisting of several hundred acres, have in the past few years been cut up for subdivision and offered for lease to various persons who might wish to apply, but the bulk of it is still held by the Samoan Government as production and development reserves for the future.

(Mr. Powles, Special representative)

I am not sure whether that answers correctly the question. I shall be glad to answer any specific point if the representative wishes to carry it any further.

Mr. JEAN-LOUIS (Haiti) (interpretation from French): I am satisfied with the explanation given by the special representative. The question in my mind was, firstly, what property belonged to the Crown and, secondly, I wanted to know the reason which led certain persons in the Territory to fear that they would be deprived of the use of land. But it seems that the explanation given by the special representative has shed sufficient light on this matter, and I thank him.

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Mr. KOCIANCICH (Italy): I should like to ask the special representative if he would be kind enough to reply to one or two questions which I still have in the political field. My first question deals with the statement that is contained in page 5 of the special representative's opening statement, to the effect that the Executive Council of Western Samoa has proposed that the constitutional convention should be held before and not after the general elections in 1960. While we appreciate from the statement of the special representative that the Administering Authority favours the retention of the existing timetable, we should like to know some of the reasons which lie behind this suggestion of the Executive Council.

Mr. POWLES (Special representative): The reasons which, as far as I know, were in the mind of the Executive Council, were given by me, I believe, in answer to a question yesterday. Is that the point which the representative of Italy would like to bring out?

Mr. KOCIANCICH (Italy): Yes, that is the point. I am sorry that I had not gone through the record of yesterday's meeting.

My next question concerns paragraph 47 of the Visiting Mission's report. In that paragraph the Mission expresses confidence that suitable working arrangements will be agreed upon which will apply should an occasion arise in which two joint heads of State might be in disagreement. My delegation fully shares this view, and we should like to know from the special representative whether there is any definite realization of the need for such an arrangement among the Samoan leaders themselves.

Mr. POWLES (Special representative): At the present time there is very little feeling that there is a need for an arrangement of this kind under existing circumstances. It will be noted that the Mission what as far as to record its impression of the excellent relations and general community of views of the two Fautua. Therefore, the present situation being what it is, the need for such an arrangement in the future, with consequent changes in personnel, etc., is not felt. Obviously, however, something will need to be worked out.

Mr. KOCIANCICH (Italy): The Visiting Mission has made, in its report, some interesting suggestions, two of them regarding the elimination of racial distinction in the electoral system of Western Samoa. According to page 27 of its report, it appears that, while these suggestions did not meet with an immediate favourable response, the Mission still hoped that Samoan leaders would be prepared to study them. What I should like to know is, does the special representative know of any new development in Samoan thinking on this matter since the Visiting Mission left the Territory?

Mr. POWLES (Special representative): As far as I am aware, there has been no development in this matter since the Visiting Mission left the Territory.

Mr. KOCIANCICH (Italy): In paragraph 106 of the Visiting Mission's report, reference is made to nine local bodies which were created upon the recommendation of the Village and District Government Board but which, owing to lack of funds and of qualified personnel, have remained inactive. I should like to know something more about the functions of these bodies and their present activity.

Mr. POWLES (Special representative): These bodies were created under the provisions of the present Village and District Government Board ordinance, which was passed by the Assembly some years ago, and they are expected to be, in effect, valid and properly functioning local government authorities for the particular areas which they cover. But, because of a number of difficulties -- some of which have already been referred to in the general discussion of local government -- they have not really functioned effectively. One difficulty which has not been mentioned is that the great majority of these authorities are confined to an area comprising only one, or possibly two, villages, which is a rather small area, actually, to be governed by a valid local authority, and it has always been the feeling in the Central Government and in the Village and District Government Board that a larger area and larger population are required in order to enable local government to function effectively.

Of course, in all these discussions on local government, one must never lose sight of the fact that, for all practical purposes, the Samoan traditional method of local government is perfectly satisfactory and has worked extremely well in the past and works well right up to the present day. The only thing it does not do is to provide a very satisfactory basis for a forthright economic development. It is the old Polynesian style of self-government in the districts and villages, a static system designed and developed, in effect, to resist change. The reason why many people feel that there should be a new system is that they believe the country will not advance very far without it.


Mr. KOCIANCICH (Italy): Do I understand that the Administration proposes not to create more of these bodies, but rather to channel local initiative towards the improvement of standards, as suggested by the Visiting Mission? The Mission suggests in paragraph 108 of its report that measures should be designed to stimulate local effort towards educational matters, etc.

Mr. POWLES (Special representative): I think that the line of development will be, roughly, what I indicated yesterday. I think there is hope along that line. The reasons why the present proposed system, which we tried to introduce over and above the Samoan traditional system, were really the three which have been mentioned; that is to say, the small size and the two points mentioned in the Mission's report, namely, the lack of finances and of trained and adequate personnel to run their affairs.

Mr. KELLY (Australia): At this point the Australian delegation simply wishes to express its appreciation of the lucid and comprehensive statements made by the representative of New Zealand and the special representative for Western Samoa, and also of the copious documentation placed before the Council by the Administering Authority and -- in their report -- by the members of the United Nations Visiting Mission. The ample data placed before the Council makes it unnecessary for the Australian delegation to put any questions on political development.

The PRESIDENT: The statement just made by the representative of Australia terminates the political debate on Western Samoa. We can now go over to the economic debate.

Economic Advancement

 Mr. KCCIANCICH (Italy): My first question in the economic field relates to a statement made by the Visiting Mission in paragraph 112 of its report. It has been dealt with partly by previous speakers yesterday, but there are two points which I should like to have clarified further. The Visiting Mission, we understand, was assured that the New Zealand Government intended to continue to accept shipments of bananas from Samoa, after Samoa had attained self-government, subject to the ability of the New Zealand market to absorb them and to the claims of Fiji and Tonga to their share in that market. Now, my questions are these: first, Is this a mere intention of the New Zealand Government or is it something more, let us say, a formal pledge, made with a view to assisting the financial situation of Western Samoa, after the attainment of self-government?

Mr. McINTOSH (New Zealand): I think that would have to be regarded as an intention, not as a special pledge.

Mr. KOCIANCICH (Italy): My second question is this, Does the special representative believe that larger quantities of bananas from Western Samoa might find access to the New Zealand market if their price were lower than the price of the similar Fiji and Tonga produce?

Mr. FOWLES (Special representative): Of course, I suppose from a theoretical point of view bananas at a lower price would always sell more readily than bananas at a higher price. But the difficulty of Samoa is that the Samoan Islands are considerably farther away from New Zealand than either Tonga or Fiji, with the result that the shipping costs are higher. So that Samoan bananas enter the New Zealand market with an initial handicap in that their costs are higher. Consequently, the marketing scheme which is arranged in New Zealand under the operation of a special company for the purpose, sells all bananas at a standard price; the prices and costs are levelled out at a standard price, whether they are from Samoa, Fiji or Tonga.

Mr. KOCIANCICH (Italy): Again, from the Visiting Mission's report, we understand that copra production in Western Samoa has been neglected in recent years for two causes, one, as the Mission says, the severe price fluctuations, and the other is the rhinoceros beetle. Now, as far as the first reason is concerned, I find on page 48 of the annual report a statement to the effect that so far no funds from the Copra Stabilization Board have been used up to this year. I would like to have some enlightenment from the special representative, because if, as the Visiting Mission says, the price fluctuations were very severe so as to have an adverse effect on the growing of copra, they should have been to a certain amount counterbalanced by drawings on the Copra Stabilization Fund; whereas it appears from the annual report that the Copra Stabilization Fund was never called for assistance up to this date. I do now know whether I made myself clear enough.

Mr. POWLES (Special representative): Yes, the question, of course, is very clear and it is a perfectly valid one. One reason for not drawing on the Copra Stabilization Fund has been that there has not been any really markedly continued period of depressed prices. Undoubtedly the prices were difficult and unsatisfactory at the end of 1957 and early 1958, and the Copra Board was preparing to make decisions which would have increased the local price as against the price that it was receiving overseas, when fortuitously and very happily the overseas price did rise. As a matter of fact, in the first part of last year, the effect of the price decisions made by the Copra Board was to draw on the Fund. But it so happened, with the flow of shipments and so on, and the increase in price, that in actual fact it was never necessary to touch the fund.

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Mr. KOCIANCICH (Italy): My second question refers to the rhinoceros beetle which I happened to get acquainted with emphatically during my stay in the Trust Territory of the Pacific Islands during my visit with the Mission to that Territory. I would like to ask him what measures are currently being applied in Western Samoa to combat the beetle, and if there has recently been some improvement in the situation?

Mr. FOWLES (Special representative): It has been found that the best practical method of reducing the effects of the damage done by the beetle and reducing the incidence of the beetle itself is by carrying out intensive measures of plantation hygiene, clearing up all areas of dead wood and undergrowth, and treating the young trees, and various methods of plantation treatment, on a sort of ad hoc basis. There is a good deal of that being done in the Territory, notably in and around the area of Apia where very considerable success has been achieved. The other angle of attack is, of course, the scientific angle, to ascertain whether there are any biological enemies of the beetle, any possible parasite or diseases, any method of trapping them or anything you can do in that way; and there is intensive research being carried out under the auspices of the South Pacific Commission. This has been done, as I am sure the representative of Italy knows, for some years, but so far without any real result at all.

Mr. KOCIANCICH (Italy): I now come to our last question. In Annex II of the report of the Visiting Mission, page 7 of the English text, we learn that the authors of the Financial and Banking Survey of 1957 pointed, among other things, to the possibility of development in the field of tourism in Western Samoa. I would like to know the views of the Administering Authority in this respect.

Mr. POWLES (Special representative): I am not really in a position to give the views of the Administering Authority because I really do not think the Administering Authority considers that it is a matter for itself. It really is a matter for the Samoan Government as to what ought to be done in connexion with that subject -- the wishes of the Samoan people and so on. There is no doubt about it that the present attitude in Samoa is not in favour of developing tourism as an industry.

Mr. KOCIANCICH (Italy): I thank the special representative for his replies. I have no more questions.

dependence inheritance

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): My first question will be very brief. Judging by the statement of the representative of New Zealand here, it is contemplated that independence will be granted to the Trust Territory in 1961. In this connexion, the question arises: What inheritance, so to speak, in the economic and financial fields will the independent Samoan Government receive?

Mr. POWLES (Special representative): One very important inheritance that the Samoan Government or the Samoan people will receive has already been given to them in the transfer of this large body of estates which used to be called the New Zealand Reparation Estates. As members of the Council know, it is now the Western Samoa Trust Estates Corporation, a public corporation which belongs to the Samoan people. This is a very, very substantial inheritance. Its value is variously estimated, but it cannot be very far short of £1,000,000.

The question of further relationships, further assistance and all those matters are still under discussion. The financial position of the Samoan Government considered from any point of view is extremely sound. There is a substantial surplus and there is no debt.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): When I spoke of an inheritance I did not have in mind something like a dowry. I was not thinking of some material wealth that would be transferred by the Administering Authority. What will be the financial and economic situation which the new Government will be faced with, in the expectation of the Administering Authority? Will the economic and financial position be good? Will it be the best possible? Or how will it be? The Administering Authority has been there for decades, and we should like to know its appraisal. How does it evaluate the effects of its own administration? We have already heard about the political aspects. Now we should like to know the opinion of the Administering Authority about the financial and economic position. Does it feel that it has fulfilled its duties vis-à-vis the people of Western Samoa in these fields? Or is it planned to make some further efforts during the remaining two and one-half years or so? These are the questions I wish to ask.

Mr. POWLES (Special representative): I do not think it is possible really to distinguish between some sort of inheritance and a dowry and the present financial situation. I think they all need to be lumped and considered together. The profits of the New Zealand Reparation Estates were handed back to the Territory for use for very many years and, of course, are partly responsible for many of the developments which have been undertaken.

As to the question as to whether the financial situation of the Samoan Government will be good or very good or bad or indifferent or the best possible, I think one can say that it will be good. No one would be optimistic enough to say that it will be the best possible. It will be good enough considering the circumstances of the Territory, its situation and its particular condition. After all, I am sure all members of the Trusteeship Council are well aware of the circumstances that surround any under-developed Territory, and Western Samoa is one of the under-developed Territories of the world, of which there are very many. I feel sure that the New Zealand Government would not for one moment think that Samoa was fully developed. It cannot be so under the circumstances of the case, and under those circumstances we are also very well aware that many under-developed Territories continue to require assistance from outside in some form or another. Methods of assistance have been suggested in the report by the Visiting Mission. Other methods have been suggested in the opening statement which was made by Mr. McIntosh, the representative of New Zealand. All these methods will continue to be taken into consideration, I am sure, by the Administering Authority in the same spirit towards Samoa as has been evinced in the past.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): My next question pertains to the establishment of the Bank of Western Samoa. This is to take place in 1959. I should like to know from the special representative of the Administering Authority whether it is contemplated to maintain the establishment of the Bank -- that is, to carry it over -- in the coming period? Or will there be a new act concerning the Bank, which will become a bank of the independent State?

Mr. POWLES (Special representative): The Bank has been established by an Act of the Legislature in Western Samoa as a completely Samoan-controlled institution in the sense that its organic law is a product of the Samoan legislature and can be altered or changed at any time. There is no reserved legislation in connexion with banking in relation to Western Samoa apart from those minor sections which will be changed in a month or two in order to conform with the legislation passed in Western Samoa. That means that the Bank of Western Samoa Ordinance providing the constitution for the Bank will last as long as the Samoans wish it to last. If they want to change it, they are perfectly free to do so.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): This clarification of the special representative compels us, I think, to reflect. When it is said that Western Samoa will receive independence and then there is an enactment or an ordinance concerning the Bank which will remain in force, we are permitted to have our misgivings concerning the kind of independence there will be. If we look at page 16 of the Ordinance, we see that it provides for a directorate of the Bank consisting of five directors, two of the category A appointed by the Government of Western Samoa and three of the so-called category B appointed by the Bank of New Zealand. Thus we see that a majority in this governing board will be of New Zealand nationality. Moreover, it is said that decisions will be by a majority vote. It is also provided that if there is a division of votes then a director of category B and not a director of category A will have the decisive vote.

(Mr. Oberenko, USSR)

But in order fully to buttress the controlling position of the directors appointed by New Zealand, it is provided that it is not necessary to call a formal meeting. A resolution may be adopted which will be signed by three directors and any decision may be taken or altered in that way. Therefore, after reading these provisions, one gains the impression that there will be no independence for that Bank of Western Samoa. The controlling shares and the decisive positions will be in the hands of New Zealand. Now can we then say that the finances of the Territory will be the finances of an independent State?

Mr. POWLES (Special representative): This Bank is established on the basis of a partnership arrangement between the Government of Western Samoa and the Bank of New Zealand as a result of negotiations which had been carried out between the Government of Western Samoa and the Bank of New Zealand over a number of years. It is perfectly true that the Bank of New Zealand has the controlling share in the Bank. It holds 55 per cent of the capital and the Samoan Government holds 45 per cent of the capital. That is not necessarily a permanent arrangement. As anyone knows, a partnership can be determined or varied at any time and its continuance depends entirely on the will of both parties.

This particular arrangement was freely accepted by the Samoan Government and the Legislature adopted this particular enactment unanimously, realizing that at the present stage, in order to secure the maximum benefit from the operations of a bank, it was desirable to have some close tie, some partnership, with some banking institution outside a small territory. The banking institution, operating all by itself in Western Samoa, would find itself under considerable difficulty in connexion with the handling of foreign trade, the question of exchange, balance of payments, and all those difficult problems. The services of the Bank of New Zealand are now available to the Bank of Western Samoa throughout the world as a result of this arrangement. I could not say whether the Samoan legislature will wish to change it after achieving independence, but they would be perfectly free in this matter to do just what they wanted.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): I should like to continue with the same question. The special representative referred to the fact that this ordinance was freely accepted by the Legislative Assembly of Western Samoa. But the Administering Authority, after all, could have taken the initiative of proposing to the Samoans that they should have an independent bank which would have some working agreement with the New Zealand Bank. They would be receiving assistance from that Bank and would be availing itself of its services, but the Bank itself would be controlled by the Samoans. I think that if the Administering Authority had raised the question in this way, the Samoans would not have rejected this proposal.

Of course, Western Samoa will be in need of some assistance and some services. But if they were to be genuine services on the basis of some working agreement, that would be one thing. If it means the dependency of the Bank on New Zealand, that is a different matter. Could not the Administering Authority contemplate the possibility of establishing a truly independent genuine Samoan Bank?

Mr. POWLES (Special representative): That possibility was very freely discussed during the process of these lengthy negotiations. I am sure that members of the Council will recollect that this question of a Bank of Western Samoa has been under consideration now for something like six or seven years and that there have been various reports made on the subject by experts. They have been considered by select committees of the legislature in Western Samoa. This is the arrangement which was evolved after very mature consideration. It is quite clear, of course, that from theoretical points of view, one must admit that it would be a very nice thing to say: You had a completely independent Bank in Western Samoa. It had no ties with anything at all.

But from a practical point of view, we were all convinced in the end that this was the best way to do it at this particular time. As I say, what will happen in the future we cannot say.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): I would not like the special representative to gain the impression that the Soviet delegation is of the view that an entirely isolated independent bank should be established which would have no connexion with anything, and so on. In practice and in theory such a bank is impossible, not only in Western Samoa but even in New Zealand. A bank is created in order to maintain connexions and to develop them. But the question is an entirely different one. It is assumed -- and of course this is not excluded -- that all traditional ties between New Zealand and Western Samoa will be maintained, and therefore the banks must be connected with each other. There will be a close working relationship. Moreover, ~~since New Zealand is more developed than Western Samoa, New Zealand could, and in any case is in a position, to render assistance to Western Samoa in the fields of banking and finance.~~

But these relationships could be of a different character. They could be based on co-operation and assistance or ~~there~~ can be control. A controlling position can be established and then one could say: we have a tie with the Samoan Bank and we are helping the Samoans. This is the distinction I wish to make in connexion with this question. I am not pressing for a further discussion of the question now, but I am most anxious for the special representative to see quite clearly what the purpose of my questions was.

I shall now pass to the next question. In the documents submitted by the Administering Authority to members of the Trusteeship Council, there is a statement concerning the budget of the Government of Western Samoa for the fiscal year ending 31 December 1959. In the main chapters of the budget which indicate the revenue, there is a column entitled "Grants by the New Zealand Government". In 1958 the estimate was £81,600. The actual sum amounted to £61,060. In other words, there was a difference between the estimated amount and the actual amount received.

(Mr. Oberemko, USSR)

For 1959, the estimate is £53,950 -- that is, less than the previous year. What is the explanation for this decrease in financial assistance by the New Zealand Government? Perhaps this table does not reflect the actual position.

Mr. POWLES (Special representative): The Soviet Union representative is quite right in assuming that the table does not reflect the actual position. We have the difficulty that the financial year of the Samoan Government is the calendar year, from January to December, whereas the financial year of the New Zealand Government runs from April of one year to March of the next. The result is that a certain figure has to be carried over in connexion with these grants, and the actual amount is rather difficult to ascertain.

There is, however, a more detailed statement in this respect on page 12 of this document on the estimates. On that page, the details of the grants from the New Zealand Government and the estimated actual expenditure for 1958 are set out. I think that from this statement the Soviet Union representative will conclude that the major respect in which there has been a reduction in the grant from New Zealand has been in the figure of £20,000 for Agricultural, Lands and Survey Development. The position was this: The New Zealand Government offered the Samoan Government £20,000 for this particular purpose for the year 1958. This figure appears in the column, "1958 Estimates". Only £14,200 was spent during the nine months of 1958 which were applicable to the New Zealand fiscal year. The balance of the sum would have been spent during the first three months of this year.

It will be noticed that no sum is given for Agricultural, Lands and Survey Development for 1959. The sum of £20,000 was again offered by New Zealand as a grant for this purpose for 1959, but the Samoan Government decided that its own finances were in such a state that it did not wish to take this grant for its agricultural expenditure in 1959. The £20,000 have been provided from the Samoan Government's own resources. The New Zealand Government decided to give these grants at the end of 1957, when the Samoan Government's finances were not in a very happy state. The New Zealand Government decided that there was one thing it wanted to keep going, and that was agricultural development. It therefore decided to make the grant of £20,000. In 1959, however, the Samoan Government did not need that sum.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): I believe that the special representative will agree with me that if an appropriation is not spent during the year when it has been appropriated and is transferred to the next year and included in the total sum, as was the case with this £20,000, then in the next year there is actually a reduction in the total sum. Thus, the true position is actually even worse. If the New Zealand Government offered grants in 1958 totalling £80,000 and the figure of expenditure in the next year is shown as £53,950, including the unexpended sum from the previous year, then the actual sum paid out by the New Zealand Government is much less.

Furthermore, I wish to make the following observation concerning the last reply given by the special representative. My previous question related to page 2 of the statement on the budget of the Western Samoan Government. In the special representative's reply, he referred to page 12. It must be noted, however, that page 12 contains the same figures as page 2. The only difference is in the breakdown into separate chapters. If one examines the figures, one will see that the total sums are identical to those on page 2. The sum of £81,600 is contained both on page 2 and on page 12.

If for some reason the special representative finds it difficult to explain the decrease in grants by using the budgetary figures for Western Samoa, perhaps he could explain this decrease by using the New Zealand budgetary system. How is this handled in the New Zealand budget? That budget no doubt indicates the grants for Western Samoa. What is the position? Is an increase or a decrease indicated?

Mr. POWLES (Special representative): I do hope that the Soviet Union representative is not going to go too deeply into these difficult figures, because, if he does, I am afraid that we shall get bogged down. It is a very difficult problem to reconcile the New Zealand Government figures with the Samoan Government figures. The problem arises every year. I am not the Treasurer of the Samoan Government. He is the person who must explain this budget.

(Mr. Powles,
Special representative)

On the general issue, however, I should like to say that the decrease in the figure for the New Zealand grant for this year is due to two factors. In the first place, as I have said, there is no grant of £20,000 for agriculture. In the second place, there has been a reduction in the scholarship expenditure, which is dealt with in a different way. It will be noted on page 12 of the budgetary statement that in 1958, £33,210 was spent on scholarships. That was for two years. There was no grant by New Zealand for scholarships in 1957. For 1959, the figure of £11,000 is given, because the arrangements for paying scholarships have changed. A certain proportion is borne directly by the New Zealand Government; it does not come through the Samoan budget at all.

Mr. OBEREMKO (Union of Soviet Socialist Republics)(interpretation from Russian): In the Visiting Mission's report, we read that:

"Towards the end of 1958, the Legislative Assembly, after considerable debate, adopted a short-range development plan covering a period of three years and calling for a total expenditure of £300,000. The plan envisages (1) the subdivision and development of five areas of vacant government land (totalling about 18,000 acres) for settlement by selected Samoan leaseholders...". (T/1449, para. 118)

I should like to know what will be the arrangements in this respect. Who will receive this land, and what will be the ownership position? Will the system applied be different from the traditional system?

Mr. POWLES (Special representative): Before I answer that question, might I mention that the figure in my copy of the report is, I think, an error. It says on this page that there are five areas of vacant Government land totalling about 18,000 acres. That figure represents approximately the total area of government land which could be available for settlement, but it does not mean that the five areas total 18,000 acres. The five areas that are contemplated for development are very much smaller than that.

In answer to the question of the representative of the Soviet Union, the general plan for the settlement of these areas is set out in the Development Plan passed by the Legislative Assembly of which the Secretariat has a copy. The principle is that, except in special cases, the areas would be subdivided into sections which are regarded as being sufficient for a single family to occupy, to cultivate and to grow the necessary crop supply. The size will differ in connexion with the nature of the soil, the nature of the locality, the nature of the crop and so on. There will be an advertisement offering these sections for lease by tender; there may be a number of applications. In the case of the Vaivase Land Settlement, which is close to Apia, which has been arranged over the last two years, there were a very large number of applications; it was necessary for the Land Use Committee to establish a Selection Sub-Committee to determine which of the applicants should be successful and should receive leases.

The tenure system will in general be on the basis of a twenty-year lease with the right of renewal for another twenty years. The rental for the second twenty-year period is to be adjusted in accordance with the valuation at that time. The rental is only a rental for the land, not for the improvements. The improvements will be the property of the In other words, the intention is that it should be an individual system of tenure in most cases. But there will be cases where it will be desirable to establish either whole villages or sections of a village, and in those cases consideration will be given to a modification of the traditional Samoan system of land tenure, which will fit into the problem of establishing a village.

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Mr. RASGOTRA (India): I have a few questions of detail to ask in the economic field. Before I come to those questions, I should like to ask a question of general relevance and importance to our consideration of the conditions in this Territory of Western Samoa. In Article 76 of the Charter, one of the objectives laid down is to promote the economic advancement of Trust Territories, and this objective is intended to prepare Trust Territories for the achievement of independence or self-government.

My delegation would like to know the opinion of the Administering Authority as to whether they regard the economic situation of this Territory as one which could be considered as viable. We have been informed that the population in this Territory is rising steeply and steadily and that the economy is based on the export of copra, bananas and one or two other commodities, which tend to fluctuate in price.

In view of these factors, we should like to have a reaffirmation of the view that the economy of the Territory in the foreseeable future is likely to be reliable and likely to be viable. Of course, a long term view cannot be taken of the situation, but we should like to know whether the Administering Authority considers that the economy at the present time and in the foreseeable future is likely to be such as will meet the demands and liabilities of a democratic, progressive and developing State.

Mr. POWLES (Special representative): This is a question which has been giving some concern to the Administering Authority for a long time. I would be one of the first to say that the situation was not absolutely the very best; of course, it is not. We perhaps have not done some of the things that under certain circumstances we might have been able to do. But taking everything into account, I think we have tried to do as much as the circumstances permit and we have done it.

The Administering Authority sent a special mission to Western Samoa in 1957, and that mission produced the Financial Survey and Banking Report, copies of which were given to the Trusteeship Council last year. This report sets out in considerable detail and gives evidence of the situation, and it makes it fairly clear that the situation in Samoa is quite reasonably safe for the future

(Mr. Powles, Special representative)

provided that certain measures of development are undertaken. The question whether those measures of development will be undertaken to the full scale which objectively would be desirable is basically a question for the Samoan people themselves to decide. It has not been easy to persuade the Samoans to be as bold and imaginative in the economic field as they have been in the political field. I am convinced that until they can take, as it were, a new look at their economic development they will not be in a very easy position.

The Visiting Mission says that it feels, and I think quite rightly so, that the situation in Samoa will be quite all right for another thirty years or so. I think this was the expression used in the report. But even the Mission realizes that even under those circumstances the Samoan Government is not likely to be able to develop, for example, its education services, to the full extent that anyone would like to see them developed, out of its own resources. In other words, it is going to be a Territory which will be in need of outside assistance, and it is also a Territory which needs considerable stimulation within of its own attitude towards its own development.

Mr. RASGOTRA (India): I should now like to draw the attention of the special representative to paragraph 110 of the Visiting Mission's report in which the Mission points out that the two besetting elements in this Territory are, first, that it is dependent, that its predominately agricultural economy is subject to severe price fluctuations and, secondly, the steep rise of population, which I mentioned. The Mission goes on to suggest that there is a need to expand and "wherever possible, to diversify the economy".

We have had the benefit of seeing the first plan prepared by the Territory, the Development Plan, and I am afraid that in that plan we do not see any evidence of measures to diversify the economy of the Territory. The emphasis, rightly, I think, to some extent, is on land development. Could the special representative tell us what measures towards the diversification of the economy are contemplated by the Samoans or by the Administering Authority itself, which is, no doubt assisting the Territory in its economic development?

Mr. POWLES (Special representative): There are two main ways of diversifying the economy. One is to increase the number of primary products which are exported. In this respect, the economy of Samoa now has three main pillars to rest on instead of the two that it rested on for very very many years -- and before that it rested on only one.

(Mr. Powles, Special representative)

Over the last fifty years the growth in this respect has been quite marked. Fifty years ago Samoa rested mainly on copra and nothing else. Then, entirely by the efforts of the Administering Authority, the banana industry was founded and established and was initially brought up out of its experimental stage at considerable cost to the Administering Authority, which is something one is rather liable to forget. The banana industry of today is entirely due to the efforts of the Administering Authority, plus, of course, what happens now when the Samoans grow the bananas. The initiation and development of it was entirely due to the Administering Authority.

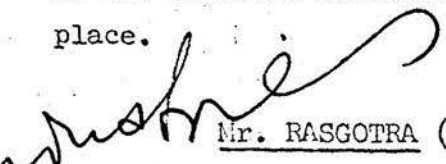
Then there was the advent of cocoa. Cocoa has been grown in Samoa for a very long time. It was grown in the old German days, but not nearly to the proportion in the economy that is growing today. That is due to the efforts of the Agriculture Department, with the assistance of the Administering Authority. So you have Samoa resting today on bananas, cocoa and copra. Now coffee is being actively extended as far as possible. It takes time to get these crops into production. Then there are other small items of tropical goods which are being considered and developed in the experimental station of the Agriculture Department. I can mention pepper as one of them. That is one field in which one can diversify. The other field is, of course, in the development of some form of secondary industry.

There is not very much secondary industry in this little Territory of Western Samoa, and I do not really think there is ever likely to be, because it is small, it is a long way from markets, and it does not of itself provide a sufficient volume in production to make secondary industries economic.

We have been giving very careful consideration to a coconut oil processing plant which will process coconut-oil from the copra. A number of studies have been made. The General Manager of the Trust Estates Corporation paid a special visit to the United States in the early part of this year to consider and examine some new forms of processing. But the general difficulty in connexion with copra is that the total production of Samoa is only about, or perhaps could be got up to a little more than, 15,000 tons per annum. Any modern coconut-processing plant operating economically will handle very much more than that in a year, so that to put in a small plant would be uneconomic, and you could not sell your products in the world.

(Mr. Powles, Special representative)

The same applies to cocoa. We might sell 5,000 tons of cocoa this year, but one of the big cocoa processing plants -- for example, Cadbury's in England, a very well known firm -- purchases 1,000 tons of cocoa a week. That indicates one of the economic difficulties against establishing industrial processes in a small place.

 Mr. RASGOTRA (India): My delegation has appreciated the difficulties that the special representative has mentioned, but the Visiting Mission, I think, in one part of its report has emphasized the need to develop secondary industry, and I find that in the plan itself there is a chapter devoted to the development of secondary industry. Whereas one cannot but agree that the installation of heavy machinery or heavy plants may not be economic or productive or may be above the capacity of the Territory, still there are fields in which secondary industry could be developed. For example, looking at one of the charts circulated to members of the Council concerning the production and export of bananas, we find that out of a total of £1.2.3, which is probably the cost or sale price of one case of bananas, the payment to growers amounts to 10 shillings, and the cost of the case and nails which are necessary for the shipment of the bananas amounts to 7 shillings. Could the special representative tell us whether there is hope in the Territory for the manufacture of cases which are needed in the export of bananas, and whether by the installation of an industry of that kind, a very primary kind of industry, a still considerable expenditure could be saved, and whether the price of the bananas could also be lowered that way? Would this be a good field to make a start with?

Mr. POWLES (Special representative): We have given considerable thought to this problem. A certain number of Samoan grown and made banana cases are used, but here again there are difficulties. I do not want to be in the position of always saying how many difficulties there are, but I think they are true. The wood in Samoa is rather indifferent. The available timber is indifferent for the purpose of making banana cases. It does not make a very good banana case. It makes a serviceable enough case, but it does not look nice. The tropical wood goes black very easily, and people do not buy bananas in black cases, whereas the timber we get from New Zealand is clean and white and makes a very good case, with the result that it is quite a selling point on the New Zealand market.

(Mr. Powles, Special representative)

As a matter of fact, banana cases throughout New Zealand are used in all sorts of ways in commerce and even in domestic life. One of the reasons why Samoan bananas are preferred by the New Zealand public to Fijian or Tongan bananas is that we have such a nice case. So these things all have wheels within wheels. The quantity involved here is tremendous. We would not have a hope of providing enough timber to make 800,000 cases a year. But I can assure the representative of India that we do hope to make a few.

Mr. RASGOTRA (India): The colour of the case in which the bananas are shipped is not the criterion which the purchasers have in view. May I ramble into the field of forests and forestry development and ask whether any experiments have been made with the kind of tree which could be planted, which would grow well in the Territory and which would furnish to Western Samoa the quantity of timber it needs for the manufacture of cases for the shipment of bananas -- whether there is a future in that direction?

Mr. POWLES (Special representative): Yes, I think there is a future in that direction, as certain types of trees have been tried out and planted. That is a long-term project, but it is one of the very good things for the future which will, I have no doubt, help the Territory considerably in the years to come.

Mr. RASGOTRA (India): I should like to follow up a question which was asked by the representative of the Soviet Union concerning the Bank of Western Samoa. In article 40 of the ordinance which constitutes the Bank of Western Samoa it is stated that the Bank of New Zealand shall have the right or option at any time in its sole discretion to serve notice for the sale of its shares in the Bank of Western Samoa to the Government of Western Samoa, and certain procedures are prescribed. This discretion is vested in the Bank of New Zealand. We should like to know whether at any time in the future -- say, after two years from now, or two years after independence -- it will be possible for the Government of Western Samoa to make a proposal concerning the purchase of the shares now owned by the Bank of New Zealand. We realize that this field of banking is a difficult field, and the Territory needs some experience in this particular field,

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(Mr. Rasgotra, India)

but the time may arise when the Government of Western Samoa feels that it is competent now to run its own banking business. Will it be possible for that Government at that stage to purchase at a fair value from the Bank of New Zealand the shares it owns or the bulk of those shares?

Mr. POWLES (Special representative): Yes, I am sure that will be possible.

Mr. RASGOTRA (India): That is a very brief, and I would say an excellent answer. Now, may I refer the special representative to page 44 of the annual report. Under this sub-heading of "Capital Goods" it is stated that no requests were made for financial or technical assistance from international agencies. Now, it is difficult to understand the statement or the reasons why no requests were made for financial or technical assistance from international agencies because the report -- I think if one turns over the pages -- indicates that development in certain fields had to be suspended, especially in the field of health, in the field of education, and in other fields. Now, is there any reason why assistance should not have been sought from international agencies such as FAO, UNESCO, the World Health Organization for the supply of technical assistance, technical personnel, or for assistance from the United Nations Special Fund, or other resources that are available to the United Nations? Is there any special reason for this?

Mr. POWLES (Special representative): No, there is no special reason at all. Of course, the assistance which is offered and is given under international sources, such as those mentioned by the representative of India, is not actually, as a rule, of the type in respect of which the Samoan Government felt the need some twelve months ago. What we wanted at that time was a little bit of cold, hard cash and not technical assistance or special funds or surveys or experts or anything. But the whole question of technical assistance is under very careful study just at the present moment.

Mr. RASGOTRA (India): I now move on to this section on co-operatives. It is heartening to note that in this field some considerable progress has been achieved, and the Visiting Mission has also referred to that. But, unfortunately, in the Territory there was only one co-operatives' officer, and we are now told that he has also left the service of the Territorial Government and has joined the organization of the Pacific Commission. First of all, I would like to know

(Mr. Rasgotra, India)

whether in the Territory there is a person who is qualified, after some brief training, to take over this post; and if that is not the case, what are the plans of the Administering Authority to appoint a co-operatives' officer in the vacancy that now exists? This is an important field of development, and I am afraid, it is our fear, that if this post is left unfilled for a long time, the progress that has been achieved may itself suffer.

Mr. POWLES (Special representative): The fear of the representative of India is certainly shared by the Samoan Government. We do feel that the situation is unfortunate, and there is a danger of losing the benefit of the progress that we have made. It is just one of those things -- how difficult it is to get people. We had no idea at all that our co-operatives' officer was suddenly going to leave the service and join this other organization. We had a very well-qualified Samoan trained to take his position, but that Samoan decided he would go into politics, and he was elected to the Legislative Assembly, and is now the Deputy Speaker thereof; and so we lost him. The number three man in the organization is carrying on as best as he can, but I have hopes that we will be able to get someone else before long.

Mr. RASGOTRA (India): My next question relates to the question of land reform. It has come up for consideration at almost every session of the Council when conditions in this Trust Territory have been examined. Generally speaking, two points have been raised, one is that land holdings are too small, and on the other hand it has also been stated by members of the Council that the difficulty really lies not in the fact that land holdings are small, but that the tillers, the cultivators have no rights on the pieces of land that they cultivate. One wonders where the difficulty really lies, and what is the solution? But it occurs to us that the system of land tenure that obtains in Western Samoa is hardly the one which should lend itself easily and effectively to co-operative farming on a large scale. If our impression is correct, is the problem likely to be helped through the mechanization of agriculture in the Territory? And if that is so, is any thought being given in the Territory in that direction?

Mr. POWLES (Special representative): Mechanization has certain limited advantages in Samoa, and is being developed quite fast. The advantages are not likely to be major because of the nature of the country. It is very rocky, very stony, and very hilly, and it does not lend itself to mechanization on a large scale. But over recent years there has been a substantial growth in the use of small types of mechanized equipment.

Mr. RASGOTRA (India): I have no more questions in the economic field. I wish to thank the special representative for the answers he has furnished in reply to my questions.

Mr. MONTERO de VARGAS (Paraguay) (interpretation from Spanish): My delegation at this stage in the procedure does not have very many questions to put, but we would like to have certain clarifications from the special representative, and I would ask his indulgence and co-operation. In answer to a question put by Burma concerning measures to be taken by the Administering Authority so as to encourage or increase production, the special representative replied and mentioned the road construction programme so as to facilitate transportation, so as to give an incentive to the farmer to increase his production. Now, this is understandable and satisfactory. My question, which I would submit to the special representative, relates to this statement which he made yesterday, and is as follows: "My delegation understands that this is only a question of increasing production but will not actually provide assistance to the individual producers." Does such a programme exist to give them financial assistance so that they can increase their production in that way?

Mr. POWLES (Special representative): The representative of Paraguay is quite right, of course. There is at the moment no programme under which actual financial assistance can be given to farmers or planters, especially those -- and the vast majority are in this category -- who work upon Samoan customary land. No satisfactory system has yet been devised whereby some form of security can be given for the loan in a manner which will satisfy a commercial organization, but it is hoped that we may be able to develop in Samoa some system which might perhaps be peculiarly Samoan, but which would permit loans under certain circumstances to be made by a development branch of the new bank. The founding of that development branch is not likely to take place this year. It will be a difficult thing to work out.

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Mr. MONTERO de VARGAS (Paraguay) (interpretation from Spanish): My second question is also in the nature of a clarification. The special representative indicated yesterday in reply to a question put by the representative of Burma that an attempt would be made to increase livestock raising. Could the special representative expand upon this? If it is true that the land is not appropriate for a great increase in livestock raising, does there nevertheless exist some programme which would keep this livestock increase from affecting negatively the general over-all economy of Samoa?

Mr. POWLES (Special representative): The Department of Agriculture has livestock development down as one of its important activities. I have no doubt that it will be pursued in the future, having regard to the difficulties of the Territory and the terrain, which are well known. There is undoubtedly room for development in the general field of livestock, not only cattle but particularly pigs. There has been really very little done in the direction of improving the quality of the many, many thousands of pigs which the Samoans raise quite well.

Mr. MONTERO de VARGAS (Paraguay)(interpretation from Spanish): I am very grateful to the special representative for the reply he has given to me. In reality, I wanted to put the following question with regard to the same matter: Is there a programme to improve the breed of cattle and livestock? Can cattle from Samoa be exported? Is it good enough, or is it just for local consumption?

Mr. POWLES (Special representative): The cattle raised in Samoa are not of sufficient quality to be exported as beef cattle. But at the present time the local demand for meat is such that the cattle population could increase quite substantially without any difficulty. There would still be considerable demand locally for the beef. There are always possibilities of being able to establish export markets in other things such as hides, which are becoming quite a useful item of export.

Mr. MONTERO de VARGAS (Paraguay)(interpretation from Spanish): The special representative said that efforts had been made to locate certain farmers from Apia and transport them to Savai'i, but that certain difficulties were encountered with regard to the so-called municipal lands. I wonder if this situation of land tenure, municipal holdings and so forth could not evolve in the future after action by the Administration so that this land might be in a situation which would be more in accord with rational land development.

Mr. POWLES (Special representative): The general question of land tenure is under active consideration. The Land Use Committee, which is a very representative Samoan committee, has been considering it now for some little time. As I think I indicated the other day, there actually was a usehold system of land tenure in preparation on paper. It has been worked out. The idea is to see whether it can be applied in some suitable districts that are ready to apply it.

As to the other question which I gathered from the remarks of the representative referred to the difficulty of inducing Samoans to move away from one area to another, that is a question which just must be allowed to be solved

(Mr. Powles,
Special representative)

by a lapse of time. The Samoan farmer and his family are very, very attached to the soil on which they have lived for hundreds of generations, and they just simply do not want to leave it in spite of the fact that in some cases it has become inadequate for their needs.

Mr. MONTERO de VARGAS (Paraguay)(interpretation from Spanish): I am very grateful for the explanation which has been given, but I would like to go a bit further and mention the situation of the land mentioned by India. It may be true that the Samoan has great love for his own land and is not too anxious to move elsewhere where he might have more land available to him. This is a problem which the Administration recognizes. Could you not really work out a new land distribution system which would redound to the benefit of the Samoan land holder?

Mr. POWLES (Special representative): I think certain improvements could be made, but, as I indicated before, when one attempts to change Samoan custom from without, one comes up against something which is very, very difficult to alter.

With your permission, Mr. President, I should like to give answers to two questions which were asked of me yesterday by the representative of Burma in the economic field and in the political field.

(Mr. Powles,
Special representative)

The representative of Burma asked me yesterday about the number of Samoans who were employed in senior positions in the Samoan Government. The figure mentioned in the report is ten for this year and seven for last year. It is very difficult to classify these positions and to ascertain what these differences of the service are which are referred to in the report. But for the information of the representative of Burma, if it would help him, I would just give him, from my own recollection of the situation, a list of the posts which are held by Samoans and locally-born officers at the present time.

These are: the Post Office, the Radio Department, the Customs Department, the Registrar of the High Court, the Police Department, the Chief Inspector of Schools, the District Affairs Office, the Registrar of the Lands and Titles Court, the Fire Services Department, the Administrative Officer in Savai'i, the Speaker of the House, the Director of the Marketing Division in the Agricultural Department, the Director of the Produce Inspection Division in the Agricultural Department, and the Superintendent of the Apia Hospital.

The second question asked by the representative of Burma related to timber imports. The figure in which I think he was interested was the value of the banana case timber imported from New Zealand. In 1957 that was £66,000 and in 1958 it was £140,000.

The meeting was suspended at 3.55 p.m. and resumed at 4.15 p.m.

Social and educational advancement

U TIN MAUNG (Burma): My delegation is grateful to the special representative for the additional information he has given; it will be of very great assistance to us in our appraisal of conditions in the Territory.

Turning to the social and educational fields, I should like to begin with a few observations on the medical and health services. In the Visiting Mission's report (T/1449) it is stated that for reasons of lack of time the Mission was unable to give detailed attention to health problems. Before proceeding to questions of detail, however, I think I should be justified in referring to the annual report. Much of the information contained in the annual report has also been commented upon by WHO in their observations, document T/1455. My delegation is not very happy to note that the already very inadequate number of health personnel in the Territory had to be cut down because of lack of funds. If we are talking about the effects of financial retrenchment, there is a danger that the effects might be double-edged. In the first place, the skill of medical personnel had to remain unutilized and was therefore wasted, and some people might have had to contend with jobs for which they were not trained or suited, and in the second place -- and worse still -- the Territory's already-deficient health services suffered a great setback. My delegation would be grateful if the special representative would comment on the consequences of the budget action which had to be taken and on the steps taken to remedy the consequences.

Mr. POWLES (Special representative): It is of course true that there was a certain amount of retrenchment in the health services because of budgetary difficulties, but I think it is very important that the effects of that retrenchment should not be exaggerated. The number of personnel was slightly reduced -- not greatly reduced -- and in fact the services carried out by the Health Department were, with one exception, maintained at their full vigour and indeed, as far as one can see, were increased. I think it is necessary to make this comment because the representative of Burma has referred to the observations

(Mr. Powles,
Special representative)

of WHO, which had been circulated to the Council, and although there is a great deal of helpful material in that document, for which we are grateful, from my point of view and from the way one looks at it in the Territory it does really exaggerate the effects of the financial retrenchment. I notice that the document refers on the front page to the reduced number of tuberculosis patients under care and to lower numbers of confinements in the district hospitals. Actually those figures are almost the only two figures which have shown a reduction in the very comprehensive table reproduced on pages 146 and 147 of the annual report. In every case except those two there have been quite noticeable and steady increases in the amount of treatment and work done.

It is probably desirable, therefore, to point out that out, otherwise one might get the impression that the activities of the Health Department were really fading away in a serious manner. That is not the case at all. There has been, as was noted in the Mission's report, a steady maintenance of the health services. The only reduction of any moment in the services previously offered to the Territory has been in the field of public health, and in that respect it is quite true that during 1958 it was not possible to carry on much activity outside the neighbourhood of Apia itself. I do believe however that it will be possible to remedy the situation within quite a short time.

Now as to the future of the Health Department, since the representative of Burma has referred to the observations of WHO, I also would like to refer to them. It is stated there that the situation is serious and will become even more serious in 1959 since fully qualified Samoan medical officers are not yet available to take the places of those who leave. Of course the intention is that the fully qualified medical staff will continue to be maintained through the services of qualified doctors from overseas until such time as fully qualified Samoan doctors are available. In regard to the present and the future, it is my belief that the observations of WHO do not pay sufficient attention to the tremendous value and importance to the Department of the forty-three Samoan medical practitioners who are graduates of the Suva Medical School. They are a most valuable addition to the qualified staff, so that to say that there are only four doctors in the Territory does not present a completely correct picture. There are four fully qualified doctors and forty-three graduates of the Suva School who are very nearly qualified in very many respects.

(Mr. Powles, Special representative)

Towards the end of the World Health Organization's document, a number of important observations are made with reference to the training of Samoan medical personnel -- not only doctors, but also nurses, dentists and auxiliary staff such as health inspectors, laboratory technicians, and so forth. The statement is made that the Organization would be happy to receive requests from the Administration for fellowships for training in this respect. That is a subject which we should be very happy to pursue with the World Health Organization, because that Organization would be able to provide tremendous assistance to Samoa's health development, if it wished to do so.

The Samoan Government and the Administering Authority welcome the World Health Organization's observations, because we have the most friendly relations with the Organization. The World Health Organization has done a great deal for Western Samoa and will continue to do so. Hence, when, as it were, certain blows are delivered to us in these observations by the World Health Organization, we regard them as blows delivered in good faith by a friend.

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U TIN MAUNG (Burma): In its observations, the World Health Organization lays the greatest stress on the Territory's need for an overall development plan. My delegation would like to know whether it is envisaged to launch any such plan during the current year.

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Mr. POWLES (Special representative): No plan of that nature is envisaged for the current year.

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U TIN MAUNG (Burma): My next questions relate to educational advancement. Of course, education is very important for Western Samoa. I believe that the special representative even used the phrase, "the vast question of education". I do not know whether I am qualified really to comment on "the vast question of education". I think, however, that we should be able to make very useful observations on the basis of a scrutiny of the figures contained in the Visiting Mission's report.

(U Tin Maung, Burma)

We note from the Visiting Mission's report that:

"At the beginning of 1958, six schools were amalgamated, ... and three were closed. The number of pupils fell off to 12,969 (15,990 in 1957 and 16,348 in 1956)" (T/1449, para. 129).

In other words, in 1958 there was a reduction in the number of pupils of 3,021 as compared with 1957. My delegation would like to know whether the teachers in these schools were provided with other jobs or whether their services were merely terminated. How many teachers were thrown out of work? Did they have to go into new professions? How many students had to discontinue their studies as a result of the amalgamation or closing of the schools?

Mr. POWLES (Special representative): About 100 teachers lost their jobs. Some of these teachers were re-engaged later in the year. Efforts were made to determine whether any of the teachers suffered any particular hardship, but no such cases could be found. All of them had family lands, and most of them return to their family lands to cultivate these lands.

I do not think that any children had to discontinue their studies because of the closing of schools. The reduction appears rather marked, but it really resulted from an attempt to enforce the school entry age of six years instead of five years. A situation had arisen where a very large number of very young children were flocking into the schools, even four- and five-year-old children. These very young children have been excluded. That has accounted for the major part of the reduction.

U TIN MAUNG (Burma): We understand that tuition is free at the village primary schools and that, even at the government residential schools and the main government schools and colleges, where the students are charged certain fees, the fees are negligible compared to the tuition fees at mission schools. My delegation, however, has noted in the Visiting Mission's report that:

"More than one-third of the primary pupils and two-thirds of the post-primary pupils attend mission schools". (T/1449, para. 145)

My delegation would be grateful to the special representative for an explanation of this peculiar situation. To what would he ascribe that situation? Is it due to differences in standards maintained or to something else?

fees in school

Mr. POWLES (Special Representative): I think that the real reason for this situation is historical in that the major church organizations in Western Samoa have always taken a strong interest in the education of children and that they have always had schools. In recent years, with the substantial improvement in the economic situation of the Territory and the standard of living of the ordinary persons in the villages, the churches have felt moved to increased their efforts in the field of education. They have, in the main, been inspired to do this by the great improvement which was made in the Government's own education system beginning about the year 1948-49, when the Government standards were raised substantially. As a result, the missions felt the competition and had to do likewise. They then embarked on a substantial programme of building schools and also a programme of securing, in quite a number of cases, qualified teachers from overseas. This development has now paid off in that they have proportionately more students going to their schools than they did in previous years.

Dr. Beeby's report
Mr. U TIN MAUNG (Burma): There is another question I should like to ask in connexion with the work of Dr. Beeby. Of course, we know that Dr. Beeby's report had to be shelved -- I do not know for what reason. However, it was submitted in 1954. According to the Visiting Mission's report in paragraph 135, many people in Western Samoa are of the opinion that had it been implemented, the situation would have been very much improved. Could the special representative comment on the observation made by the Visiting Mission?

Mr. POWLES (Special representative): I think the observations of the Visiting Mission are substantially true. However, it is very important to note that Dr. Beeby's report, made in 1954, was a report made without reference to any questions of finance, and it says so in the report. He said that he was not asked to take into account financial considerations. He was merely asked to make a report on what ought to be done in order to develop the education system and, broadly speaking, considerations of finance have inhibited the full development of the recommendations that he put in his report.

U TIN MAUNG (Burma): We have noted that many fully qualified expatriate personnel in the medical and health service of the Territory are due to leave the service before long. My delegation would like to know the number of expatriate health personnel presently employed in the health service of the Territory. I wonder whether there is any special plan envisaged to meet this impending contingency, either by replacement with Samoan-trained personnel or by new recruits from abroad.

Mr. FOWLES (Special representative): I should like to answer the second part of the question first and say that there are active steps in contemplation for stepping up the programme of training health personnel in all the various fields. As I mentioned, we do confidently hope that we will receive substantial assistance from the World Health Organization in the provision of fellowships for this purpose.

As far as the fully-qualified personnel is concerned, it is intended to maintain the fully-qualified personnel at the necessary strength by the use of the system of contract engagements which has been accepted as a proper system for use by the Samoan Government after it reaches independence. If the representative of Burma would be good enough to refer to page 145 of the annual report, he will see a list there which shows those who are expatriate personnel. The expatriate personnel are distinguished by the letter "E" opposite the list.

U TIN MAUNG (Burma): Let us go on to the highest educational institution in the Territory; I refer to Samoa College. In the Visiting Mission's report in paragraph 140, it is stated that the Visiting Mission did visit Samoa College,

"and was impressed by the high standards of organization and discipline in both the Primary and Secondary Departments, as well as by the dedication with which the staff were performing their duties".

But the Visiting Mission urges the Administering Authority to construct dormitories for the students so that they might be able to attend Samoa College. ~~If I remember correctly,~~ this construction was to have started in 1956 or 1957. Could the special representative tell us the real reasons for the delay in the construction of these dormitories?

Mr. POWLES (Special representative): The main reasons are and were financial.

U Tin Maung
U TIN MAUNG (Burma): I should like to refer to paragraph 140 of the Visiting Mission's report. There the Visiting Mission suggested four concrete steps to the New Zealand Government which it might finance at least for the next few years. These four suggestions and concrete steps are enumerated. I want to ask the special representative if he has any observations to make on these concrete steps.

Mr. McINTOSH (New Zealand): As I mentioned in the statement I made on Tuesday, the Administering Authority is getting a report on the necessary steps outlined by the Mission, together with possible other steps and detailed estimates of costs, and relevant recommendations from the Director of Education, the New Zealand Director of Education, Dr. Beeby, and the Samoan Director of Education who were due to leave New Zealand for Samoa, I think, on the 9th of this month.

I am very sorry that I am not in a position to give any further information. It will take a little while for the report that Dr. Beeby will bring back, to have it considered by the Government, but the Trusteeship Council may be assured that New Zealand is very anxious to give whatever assistance it can in this transitional period and that it will do whatever it can to assist Samoans in hastening the process of education.

(Mr. McIntosh, New Zealand)

The main difficulty, I think, lies in the period much further back. In the 1930s it was not anticipated that this movement towards self-government would be so rapid, and the educational foundations which we are seeking to strengthen now were not even thought of. It is only in the period since 1948-49 that primary education has been brought to such a stage that we could think more of the secondary schools. It is unfortunate that the financial stringency of a couple of years ago has given it a further setback, but I think that as a result of this report the New Zealand Government will be in a better position to state exactly what it can do to help.

U TIN MAUNG (Burma): My delegation is grateful to the representative of New Zealand and also to the special representative for the answers and explanations which have been furnished to us. I think they will be of great assistance to us in our study of the conditions in Western Samoa.

Mr. GERIG (United States of America): Several of the questions that I had on my list have just been answered as a result of the questions by the representative of Burma, but I did have one additional question, which may also have been answered, although I do not recall that it was specifically. In paragraph 126 of the Visiting Mission's report are given the figures of the number of primary pupils in Government and Mission schools in the last four years. It is rather striking that there were more primary students in schools in 1956 than in 1957, 1958 or 1959. We were rather wondering why that situation has existed.

Mr. POWLES (Special representative): That was an indication of the difficulties experienced in trying to lay this adequate foundation of primary education. Schools were built, teachers were supplied, and it was found that students of all ages came to school. Endeavours were made to cope with the situation, but it was not very satisfactory. There were children from the ages of four up to eighteen, nineteen and twenty, and in some cases even married men sitting in the primer classes. It proved such an unsatisfactory arrangement

(Mr. Powles, Special representativ

in that the net product coming from schools like that was not really a well enough educated child to proceed further to any higher education above standard four or grade six level of most of the village schools, so that attempts were deliberately made in 1956 onwards to reduce, first of all, the number of over-age children; and then later, when it came to 1958, a reduction was made deliberately in the number of under-age children. We are trying to get the primary school population down to the recognized age limits of, say, between six and fourteen.

huc Mr. GERIG (United States of America): We were also quite interested in the suggestion in paragraph 147 of the Visiting Mission's report, which expresses the view that an ~~Advisory Committee on Education~~ should be established to advise the Western Samoan Government on all matters connected with education, and some suggestions were made as to the composition of such an Advisory Committee on Education. It struck us as being a very valuable suggestion. We do not see any reason why it should not be carried out. We were wondering, however, whether any thought had been given to this already and what the views of the special representative might be with respect to setting up such an advisory committee.

Mr. FOWLES (Special representative): The matter has been given very close attention. There was a meeting called of representatives of mission and Government schools early this year to discuss this question. Certain preliminary arrangements were made, and then a further meeting was held, only about three weeks ago, and at that meeting recommendations were taken from this gathering as to the actual nature of the composition of the advisory committee. The advisory committee will undoubtedly be formed in some way or other. What it will be called is not yet quite settled, but it certainly will be instituted.

Mr. RASGOTRA (India): The report of the Visiting Mission, in our view, covers very fully the educational aspects of the Territory's development. I would, however, like to ask a few questions -- not very many -- to obtain some

(Mr. Rasgotra, India)

information on minor points of detail, and I would like to assure the special representative and the representative of New Zealand that the Indian delegation is fully conscious of the financial and other difficulties that are in the way of the greater spread of education in the Territory.

First of all, in 1954 Dr. Beeby -- and he is going to undertake another survey of educational conditions in the Territory -- recommended the introduction within a ten-year period of compulsory education between the ages of seven and thirteen in the Territory. We are aware of the reasons why it has not been possible to implement this recommendation so far, and I should like to know whether the Government of Western Samoa or the Administering Authority intends a statement of policy in which this aim of introducing compulsory education in the Territory will be given expression to, whether such a provision will be made in the basic law which is now being drafted by the Attorney General or in the Constitution which is contemplated for the Territory. Following up on that, I should like to know what financial provision has been made or is intended in the three-year plan which has been approved for the development of the Territory.

Mr. POWLES (Special representative): The declaration mentioned by the representative of India was made some years ago by the Government. As a matter of fact, a resolution was passed by the Legislative Assembly accepting Dr. Beeby's report in that respect, and the object of educational policy has been to work towards the eventual establishment of compulsory education throughout the Territory. The means for doing this have been worked out on a basis of districts. The law would provide that compulsory education may be enforced in particular districts as and when the school facilities become sufficient to cope with the child population. The three-year development plan mentioned, deliberately makes no reference to educational health. I think it says in the beginning that the plan does not touch those fields which are to be under consideration at a later date.

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Mr. RASGOTRA (India): Pursuing that question, may I ask the special representative whether conditions obtain in any particular district or in any particular area of the Territory at the moment where by a little effort, possibly free and compulsory ~~universal primary~~ education could be introduced say in the next year or two on an experimental basis, and from there, the experiment could be spread in the years to come? Is there any possibility that that can be viewed with any optimism in any part of the Territory, in this direction, say over the next two years?

Mr. POWLES (Special representative): Yes, I think there are some districts in which the school facilities do approach very nearly what is required, and I am quite hopeful that if the direction of the educational policy proceeds in the way it is now going that it will not be very long before compulsory primary education will be enforced in at least some districts within the course of the next few years.

Mr. RASGOTRA (India): The Visiting Mission has drawn attention to the fact that the mission schools, of which there are many in the Territory, are not subject to any Governmental controls or direction. One of the recommendations of the Visiting Mission is that mission schools should be brought under Government control. I would like to seek reaffirmation from the special representative of the Administering Authority whether they intend to carry out this recommendation, and if so, what are the measures that they propose to adopt in that regard?

Mr. POWLES (Special representative): I am sure that that particular matter will be given very early consideration. Again, it is a question of finance, it is a question of staff. We have always known that it was desirable to inspect the mission schools, but for that purpose a staff of qualified inspectors is needed, and hitherto we have not had sufficient money to be able to do that. It is interesting to note that the mission schools themselves would welcome such an arrangement. At the conferences that we have had with them recently the Minister of Education and I were very much interested to note their answer to the question which we put to them, which was, Considering that you perform such a valuable function in the educational system of the Territory, and supposing that the Samoan Government were able to give you some definite assistance, what sort of assistance would you like? How could we best assist you? It was interesting to note that the first thing they all said was, Give us adequate inspection by qualified professional teachers. There were many other things that we could do for them -- and some of them we will no doubt do. But I think this question of inspection is going to be solved.

Mr. RASGOTRA (India): My next question relates to the field of secondary education. Looking at some of the figures given in the appendices to the report we find that out of a total population of children between the ages of 6 and 14 numbering 26,749, that 22,280 children were on the rolls of schools of one kind or another in the Territory. This means that the percentage of enrolment of school-going children in the Territory is about 80 per cent, which is, I should say very good, and it furnishes an excellent basis for the development of secondary education in the Territory. The Mission has noted in paragraph 129 of its report

(Mr. Rasgotra, India)

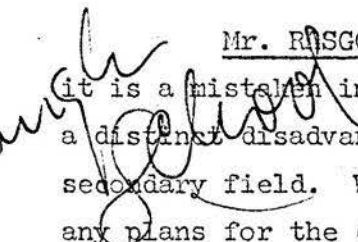
a wide-spread interest in education and a keen desire for schools among the population. In the light of these facts and these observations, it is rather difficult to understand why the Legislative Assembly should have been unwilling or should have felt unhappy about appropriation in respect of the Samoan Government's share for the maintenance of the agricultural college at Avele. After all, the economy of this Territory is predominantly agricultural, and agricultural education should result in great benefits to the inhabitants of the Territory. We would like to know whether there are any special reasons which result in this apathy to this agricultural college in the Territory, whether there is anything in the curriculum in this college, in the courses of study, which is of a nature that does not arouse the interest or the enthusiasm of the people who are supposed to benefit from it?

Mr. POWLES (Special representative): I think that it is true to say that agricultural education as such does not arouse tremendous enthusiasm in the breast of any Samoan. I do not think the situation is unusual. I think it is one which will greatly improve in the course of time. I can remember very well when I was a boy in New Zealand that agricultural education was one of the last things we thought of. We have made very many strides since then. But we must remember that a very old traditional community, which has for hundreds and hundreds of years lived on the land, and lived quite well on the land, believes that by and large it does not need to be taught anything about how to live on the land. But the attitude will change, I am sure they will. But there still is in Samoa the attitude, which one gets in quite a number of countries, that education is for the purpose of getting a white-collar job; that attitude still exists, and consequently the parents are not at all keen for their children to go to an agricultural college. And the boys themselves, they probably do not want to go either. But we are getting some very good boys now, and I think the situation is going to improve steadily.

Mr. RASGOTRA (India): My next question relates to Samoa College, which is the principal, perhaps the only institution of secondary education in the Territory. We are told that the standard of education, or the courses in this college, are such that after a boy passes out from that college, he needs another year or two of study in the schools in New Zealand preparatory to his entrance to the university. The Mission has suggested, in paragraph 141, that this college should be raised to present university standards. We would like to know whether the Administering Authority or the Samoan authorities envisages any plans in that direction, and a rough estimate of time as to when they propose to implement those plans?

Mr. POWLES (Special representative): I think it is essential to do that, to raise Samoa College to an appropriate pre-university standard. The great difficulty is language. We will not be able to produce Samoan children who are fluent and confident users of the English language until we have an adequate boarding establishment there where they can live amongst their fellows and be exercised in the use of the English language practically the whole of their stay at school. The language difficulty is one of the major bars to the future advancement of any young Samoan because the Samoan language is a very minor language and it is not to be found written except in important texts such as the Bible and so on. If they wish to achieve any advancement in education in any professional or technical field at all, English is their only avenue. I am quite confident that if it were not for this language difficulty the situation in Samoa would be many hundreds of per cent better than it is today because it is so very, very difficult for a child living at home, talking Samoan at home, going to school, learning English, coming back, speaking Samoan and also living under conditions where it is not easy to study at night. It is not easy to do all those intensive sorts of things that good high school students should do. It does not matter so much in the primary level, but it is the high school level where the pinch really comes.

The boarding establishment at Samoa College is an absolute essential. When that is established, then we can move to the stage of deliberately bringing it up to a pre-university school, but not until then.

 Mr. RUSGOTRA (India): We have formed the impression -- I hope it is a mistaken impression -- that the children of the island of Savai'i are at a distinct disadvantage in this matter of education in the high primary or secondary field. We would like to know whether the Administering Authority has any plans for the establishment in the very near future of a high school in that part of the Territory.

Mr. POWLES (Special representative): I am sure that a high school will be established in Savai'i before very long. The difficulty is to a certain extent more apparent than real. Without a doubt there is need for a high school in

(Mr. Powles, Special representative)

Savai'i. But most of those children from Savai'i who are fit to go to high school do go to Apia and get their high school education either in mission schools or in the government schools. The real difficulty is the flow of children that come up who are suitable to enter the high school has only just reached a number sufficient to warrant the building of these schools. We wanted to establish a high school in Savai'i at this place called Vaipouli this year. The appropriation was there to turn this school into a high school. We then had a report from the Education Department that the total number of students who would attend that school if we opened it would be thirteen, of whom ten were girls and three were boys. We decided that it was not worth while spending £4,000 or £5,000, I think it was, to open the school just for this number, so it was put off. However, I think it will be done next year.

Mr. RASGOTRA (India): That answer is a very encouraging one. I come to my last question in the field of education.

We recognize that in a small Territory like Western Samoa it is not going to be possible for many, many years to develop higher education in all the multiple fields. The development of education in Territories of this size and these resources has naturally to be planned on a regional basis. For example, in Fiji there is the medical college. In other Territories around Samoa there are higher educational facilities in other fields. We were wondering whether it would be possible to develop in this particular Territory an institute of higher secondary education, especially because the base for it exists in this Samoa college; and whether any consultations have taken place on a regional or inter-territorial basis with regard to such development. I hope I have made myself clear. Otherwise I will repeat my question.

Mr. POWLES (Special representative): The question is perfectly clear and, of course, it is an extremely important one. I am glad to be able to give a certain part of the answer to this because it is a matter that is very close to my heart.

(Mr. Powles, Special representative)

I really believe that the development of Avele Agricultural College will before very many years be in that very direction. It will become first of all a sort of junior college, again devoted particularly to agriculture. I believe that in Western Samoa they have the opportunity of producing an institution which can do in agriculture for the Pacific Islands what the Suva Medical School has done for them in medicine. We have already been in negotiation with the Governments of the Territories such as American Samoa, Tonga and the Cook Islands, and of course the New Zealand Government acted on behalf of the Cook Islands, Niue and the Tokelau Islands. The Avele Agricultural College as it is established at present is actually a regional school. At that school, about one-third of the various classes are boys from the other island Territories and about two-thirds come from Samoa. New Zealand pays half of the cost of maintaining it and Samoa pays the other half. New Zealand is providing the funds for all the capital development, so that is a very substantial contribution by the Administering Authority. I believe that we will be able to prove the worth of this institution and to obtain worth-while contributions from the other island Territories that I have mentioned, particularly Tonga and American Samoa. We have American Samoan boys there now and we have Tongan boys promised for next year.

As far as the general question of Samoa College is concerned, I think that it must first of all be allowed to take its major first step, which is to bring itself up to be a really good secondary school, up to the pre-university standard.

Fellowship
Mr. RASGOTRA (India): I have only one more question, which is in the field of development of health facilities. In the paper prepared by the World Health Organization (T/1455) which has been circulated, it is stated that the Organization is prepared to offer a certain number of fellowships for Samoan candidates for training in various health fields. We would like to know whether, in the High Commissioner's view, the Territory is in a position to avail itself of this offer. Are the candidates available? In which specific fields could this offer be made use of?

Mr. POWLES (Special representative): The Administering Authority and the Samoan Government hope that something can come of this offer from the World Health Organization. I have specific instructions from the New Zealand Government, while I am in New York, to approach the Organization and discuss the whole matter to ascertain what fields can be covered by these proposed fellowships.

Mr. CLAEYS BOUUAERT (Belgium)(interpretation from French): I have several questions which I should like to ask with reference to the social organization. The special representative has already replied to other questions in so far as educational progress is concerned. In the Working Paper (T/L.908) prepared by the Secretariat, paragraph 62, an interesting possibility is pointed out concerning a slight modification in the present social system which might affect individuals. I am referring to the possibility of individuals who are not satisfied with their lot choosing another branch of their family in some other part of the country. Could the special representative tell us if this involves a passage to another aiga or to another group which would depend upon a completely different authority?

Mr. POWLES (Special representative): It is not possible to give a categorical answer to that question. In some cases these movements do involve the changing from one aiga group to another, but in most cases they do not. In most cases it would just be moving, as it were, from one branch to another.

Mr. CLAEYS BOUUAERT (Belgium)(interpretation from French): We read in the annual report that the family groups, the aigas, can multiply, and as a matter of fact they multiply by division when they become too numerous. Are there possibilities of having new land for these groups which are thus set up?

Mr. POWLES (Special representative): I think that generally speaking I would say "yes" in the sense that a particular matai title might have authority over a certain area of land, which area of land would not by any means be fully used. If that matai title were split or reproduced itself by division, as the representative of Belgium said, then there would be two groups there, as it were, and they would be able to make use of some of the undeveloped land in the existing area. But they would not move away to another area.

Family Special Spokes

Mr. CLAEYS BOUUAERT (Belgium)(interpretation from French): Could the special representative tell me if there are cases where an older family group which owns surplus land would accept certain arrangements which could be assimilated to a sort of adoption? Could they accept the incorporation of new elements not coming from branches of their own family?

Mr. POWLES (Special representative): Yes, that could be and is done. The principles of adoption are well known in Samoan society and are quite frequently availed of.

Mr. CLAEYS BOUUAERT (Belgium)(interpretation from French): I thank the special representative for this information which sheds light on the very flexible system that describes the family discipline in Samoa. I have no other questions.

also

Mr. OBEREMKO (Union of Soviet Socialist Republics)(interpretation from Russian): I have a number of questions. My first question pertains to page 100 of the report of the Administering Authority in which we are told that a labour law is being studied at this time and that this draft law is to be debated in the Legislative Assembly. This debate, I understand, was to take place this year. I should like to know whether this draft law has been debated and what its main provisions are.

Mr. POWLES (Special representative): The law has not yet been debated in the Assembly -- I think it may come up this year -- but certain principles which will be embodied in the draft law have been considered by the Legislative Assembly, which set up a Select Committee a little while ago and they have been considered again in the Executive Council. The report of the Select Committee seems to envisage a bill which gives effect to five basic recommendations: the appointment of a labour and statistics officer; the setting up of machinery for conciliation and arbitration in wages and labour disputes; the introduction of a universal forty-four-hour week, and the payment of overtime to all employees working more than a normal working day; the introduction of a forty-hour week for drivers and minimum age and wage provisions. The complete drafting of that law has not yet been effected.

Mr. OIEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): With respect to the adoption of the law, I should like to know what the position is as regards labour, welfare services and social security. Are any measures contemplated which would promote the creation of trade unions in the Territory among the Samoans who are now employed as wage workers? Are there at least any beginnings of such a venture?

Mr. POWLES (Special representative): This bill will probably provide the beginnings of such an arrangement because it will set up better machinery than we have now for conciliation and arbitration in wage and labour disputes. As members of the Council will recall, this question of trade unions in the Territory has come up before in previous sessions of the Council and it has been noted that the Samoan Legislature has been very reluctant to pass any legislation of this nature. Under those circumstances, it was conceived better to approach the matter in this way and see what happens. There is no inhibition against the formation of labour unions. Indeed, in a certain unofficial and sort of practical way some sort of associations of that kind are operating in the Territory already. The most important of them all is the Association of Public Servants which is quite a powerful and useful organization.

hospital
Mr. OBBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): My next question pertains to public health. Could the special representative tell us whether there are any plans to build new hospitals or to extend existing hospital facilities within the next two years?

Mr. POWLES (Special representative): No major expansion of hospital buildings either in Apia or in the out districts is contemplated as far as I know during the next two years. There has been a substantial building programme, which has now been almost completed, in the out-station hospitals, and practically all those hospitals are now modern buildings with quite reasonable equipment. The big difficulty in regard to hospital buildings, however, is the Apia hospital itself, which consists of a collection of buildings of various ages designed on the cottage hospital principle with wards and various facilities all in separate buildings. It is quite clear that sooner or later some major programme will have to be undertaken in connexion with this hospital. It was considered ten years ago and estimates of costs and so on were drawn up, but the costs were so fantastically high for the erection of a modern single building comprising all hospital services that the idea was dropped. It is a problem which will have to be faced very soon.

medical staff
Mr. OBBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): My next question relates to one which has already been put by the representative of Burma. From the data given on pages 81 and 145 of the Administering Authority's report it can be seen that the number of medical—
personnel in training has declined, as has also the number of medical personnel
now employed in the public health services. Some of the reasons for this have already been mentioned by the special representative, one of the main reasons being the difficult financial situation of the Trust Territory. We should like to know what has been done in order to restore to employment the medical staff
whose employment has been terminated in the recent past. Have these people been re-employed or have their services been definitively lost?

Mr. POWLES (Special representative): The important categories of medical personnel in which the numbers employed this year are less than they were last year are these. First of all, the fully qualified medical staff: last year there were five, and the present report shows that there are now four. That merely means that one expatriate doctor has left the Territory on the expiration of his term of employment and a contract has not yet been arranged for the employment of another person, another expatriate doctor, so there is no problem there. Going down the list, we see that there is now one radiographer whereas there were two. There again that was the termination of the services of an expatriate radiographer who left the Territory. I looked at the list quite carefully after the matter was raised by the representative of Burma and it seems to me that the only major respect in which there has been a reduction in the number of persons is in connexion with the sanitary inspectors, who have been reduced from six to four, and the laboratory assistants who have been reduced from eight to six. That accounts for four persons who have sought other employment. They were not persons of any marked training or technical skill. In some other respects the total shows that there have been increases in personnel; for instance there are now eight trained sisters instead of six. Nurses in training have undoubtedly been reduced, but that situation is being remedied this year.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): In connexion with this reply, I have to note only one thing: in 1957 259 people were employed in the medical services and only 206 in 1958. Taking into account the fact that medical personnel is somewhat less than numerous, such a reduction, amounting to almost a quarter, is significant. If the explanation is simply that contracts have lapsed and that therefore the Trust Territory has lost the services of European physicians, that does not seem to me to be satisfactory. It shows that the Administering Authority has not made provision for this situation. It was known to the public health service that some contracts would be lapsing, and some steps should have been taken to recruit other people or to train Samoans for the contingency.

(Mr. Oberemko, USSR)

I do not think that the number of staff is sufficiently large to absorb a loss of almost a quarter without repercussions upon the health situation in the Territory, and I wonder whether there is any planning in the public health services. Is provision made for the replacement of medical staff who have ceased to function, and is a sufficiently large number of persons being trained from among the indigenous population?

Mr. POWLES (Special representative): The situation is planned from time to time, and with great respect to the representative of the Soviet Union, I think it is erroneous to compare the total figure for 1957 with the total for 1958, because if you look at the categories in which the reductions occur, you will see that one of the biggest categories is that of nurses in training, who have been reduced from 140 to 120 -- which is a reduction of trainees, not a reduction of active personnel. Nurses' aides, also a comparatively unskilled class, have been reduced from twenty-five to sixteen, and there has been a reduction of locally trained nurses from ninety-five to sixty-eight. These three categories together make up almost the whole of the reduction in staff.

(Mr. Powles,
Special representative)

As regards the highly trained people at the top, there was a reduction of only one post -- that of the expatriate doctor whose term was not renewed, by decision of the Samoan Executive Council. The same was true of the radiographer; there was already a Samoan radiographer.

On page 145 of the annual report, the position of pharmacist is shown as being vacant, but that position has now been filled.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): My next question relates to public education. It has already been noted that, because of financial difficulties, the number of students has decreased, the number of teachers in some schools has been reduced and some schools have been closed or amalgamated with others. All this has taken place because the local authorities have been unable to maintain the schools and pay the teachers.

In this connexion, the following question arises: Why has the Administering Authority not given emergency aid to meet this emergency situation in the Trust Territory caused by financial difficulties? The financial situation has now somewhat improved and, if the Administering Authority had given some emergency aid, there would not have been this retrogression in public education in the Territory.

Mr. POWLES (Special representative): The Administering Authority did in fact give emergency aid in 1958. For the first time in recent years, it made a series of direct grants to the Territory for various purposes. The Administering Authority took the view that it was proper to make those grants mainly for development purposes, allowing the Samoan Government freedom to spend its own money, as it were, on its own educational services.

The difficulty, of course, was that this situation arose rather quickly, and it was necessary to take certain action. In any event, as I mentioned in my opening statement, it did seem that the education expenditure required very careful scrutiny. The Administering Authority also shouldered the entire burden of the scholarship expenditure for 1957 and 1958. It was considered, when the various factors were added up, that that was sufficient to meet the situation.

*old letter
school*

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): On page 151 of the annual report, information is given on the number of school-age children and the number of children in primary schools in Western Samoa. The Administering Authority has informed us that the school age is from six to fourteen years, but that in the figures for children attending school the reference is to children of five to fifteen years of age and over. The special representative has already pointed out that the school entry age has been raised somewhat, and that the number of pupils beyond the school age has decreased. I should, however, like more official data on the number of school age children so that I may have definite figures on the number of children who at present have no opportunity to go to school and so that I may know whether all children at least attend primary school.

Mr. POWLES (Special representative): I am sorry, but I am afraid that those figures are very difficult to obtain and are not readily available. It is fairly clear from examining the 1956 census, making the necessary adjustments, considering the roles of the various schools, and so forth, that there must be some children in Samoa who do not go to school at all. Various estimates have been made of that figure, but it is very difficult to find out the exact age groups involved. The mission schools do not keep very accurate age records of their own children. In any case, in Samoa it is difficult to determine the exact age of any child. When we get down to the question of age groups, it is difficult to get any accurate information at all.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): Generally speaking, could it be said that one-fourth or one-third of the school-age children in the Territory -- in other words, children from six to eighteen years of age -- do not, for one reason or another, have an opportunity to attend school?

Mr. POWLES (Special representative): I do not think that the proportion would be as high as one-fourth or one-third. The very large numbers in this respect are to be found in the lower age groups. I do not have before me any figures enabling me to estimate the total number of the six-eighteen age group, but I do not think that the proportion of children in that age group who do not go to school would be as high as one-fourth or one-third.

Furthermore, I do not think that this is a very sound basis of comparison. I think that one would have to try to ascertain -- as we in Samoa are trying to ascertain -- exactly how many children there are in the six-fourteen age group and then ascertain how many children of six-fourteen years of age are in school. That would be a real figure which would be of some use.

Mr. OBEREMKO (Union of Soviet Socialist Republics)(interpretation from Russian): Of course, if we are thinking only of the most elementary form of education, we must consider the six-fourteen age group. But I think that the time has come when we must think not only of elementary education, but also of secondary and higher education. That is why in my question I had in mind the age group which requires secondary education.

(Mr. Oberemko, USSR)

I should like to ask a question about fellowships and scholarships. How are the fellowships used which are given by Member States of the United Nations in keeping with General Assembly resolution 557 (VI)? Are there students who have benefited from these fellowships?

Mr. POWLES (Special representative): Yes, we have been fortunate to have had fellowships offered to the inhabitants of Western Samoa by the Governments of the United States and India. We have been very glad to take advantage of those offers. We have had students in the United States and we hope we will have more.

As far as the fellowships offered by the Government of India are concerned, it was necessary to discuss certain of the possible courses which were offered. That was done because we had the advantage of the presence in the Visiting Mission of Mr. Lall. We discussed it with him and we made certain recommendations to the Government of India regarding changes in some minor respects in the nature of the courses offered. I have every ground to believe that we will be able to take advantage of the amended offer.

Fellowships
Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): I should like to ask my last question, and I should like to state in advance that it may be difficult to reply to it immediately because the reply depends on specific statistical data which would have to be checked before replying. Regardless of this, I would be grateful to the special representative if he would be good enough to give us information concerning the number of fellowships which have been offered by the Administering Authority to Samoans since the beginning of the Trusteeship System until the present time, approximate data as to how these fellowships have been used, what specialists have been trained in what fields, what are their skills, abilities, and competence. I realize that this question will take some time. If the special representative wishes to reply at a later meeting, I will be very glad to wait.

Mr. POWLES (Special representative): I can give a partial reply to that question, but I am not sure whether it is exactly what is required. When we talk of fellowships offered by the Administering Authority, actually in practice we have

(Mr. Powles, Special representative)

used the word scholarships because we include in the scholarship scheme the type of persons to whom you would offer fellowships. Paragraph 133 of the Visiting Mission's report sets out a table which shows the distribution of scholars and ex-scholars from the beginning of the scheme right up to 1959. That table sets them out under their various occupations, and it shows those who have completed the courses, those who are in training and the total. While I am discussing that table, I should like to make two minor amendments in the figures. Under Law the number who are in training is 3 and not 2; under Agriculture the number in training is 4 and not 3, with the result that the total number now in training is 70 and the total number completed is 51.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): Could the special representative get more detailed additional information concerning scholarships? For example, certain specialists have been trained. What are they doing at present, what role do they play in governmental organs in this Trust Territory? What preparation is made of specialists and cadre and leading personnel to ensure the future organs of the Samoan Government the necessary leaders? How have they been instructed and how are they being used?

Mr. POWLES (Special representative): I have with me here a complete list of all these scholars, their names and all those who are now in training, all those who have been trained and what they are doing now. I would be very glad to show this to the representative of the Soviet Union if he should like to see it, but it might perhaps weary the Council if I were to attempt to deal with it in any other way.

Mr. OBEREMKO (Union of Soviet Socialist Republics) (interpretation from Russian): I would be fully satisfied if I were given an opportunity to look at this list after the meeting.

The PRESIDENT: As there are no other representatives who wish to ask questions I think that we can consider our questioning period as concluded. At our next meeting, which will be convened Monday at 2:30 p.m., we should be able to proceed with the general debate.

The meeting rose at 5:50 p.m.

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Trusteeship Council
24th Session, 4th Meeting (PM)

Press Release TR/1436
5 June 1959

TRUSTEESHIP COUNCIL -- TAKE 1

The Trusteeship Council this afternoon continued the questioning of G.R. Powles, the New Zealand special representative for Western Samoa, on political, economic and other conditions in the territory.

ERNEST JEAN-LOUIS (Haiti) drew attention to the information in the report of the UN visiting mission to Western Samoa to the effect that the people were not unanimous on the question of immediate self-government. He asked what would happen if the people voted against it in the proposed plebiscite.

Mr. POWLES said this was a "hypothetical" question which was difficult to answer. However, in such an eventuality, he would say that the relations between New Zealand and Western Samoa would continue to be governed as at present.

SERGIO KOCIANCICH (Italy), referring to the visiting mission's recommendations on the elimination of racial distinctions in the electoral system, asked whether there had been any new developments since the mission left the territory. The special representative replied that there had not been.

In reply to other queries by the Italian representative, Mr. POWLES said that, "for all practical purposes," the Western Samoan system of local government was "extremely satisfactory" and worked very well. However, he said, the system did not provide "an adequate basis for economic development" and this was one reason for the attempts to superimpose certain new procedures on the traditional "static" system of local government.

Next, the Council questioned the special representative on economic matters in the territory.

VALENTIN I. OBEREMKO (USSR) wanted to know whether the administering authority was satisfied with Western Samoa's economic prospects after independence.

The special representative said that Western Samoa was one of very many underdeveloped territories. Considering its size and resources, economic conditions were "good" although not the best possible.

(END OF TAKE 1)

UNITED NATIONS

Press Services
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United Nations, N.Y.

(For use of information media -- not an official record)

Trusteeship Council
24th Session, 4th Meeting (PM)

Press Release TR/1486
5 June 1959

TRUSTEESHIP COUNCIL -- TAKE 2

Mr. POWLES, New Zealand's special representative for Western Samoa, went on to say that outside financial assistance would be required by Western Samoa after its independence.

He explained details of the administering authority's report relating to the budget, banking arrangements, and land tenure.

M. RASGOTRA (India) asked whether the administering authority regarded the economic situation of the territory as "viable."

The special representative said that the situation was "not absolutely the very best but, taking everything into account, we have been trying to do what we could." The economic situation of Western Samoa was "relatively safe" for the future, provided that plans for economic development got under way.

He noted that, unfortunately, the Samoans were not as bold and imaginative with regard to economic projects as they were with regard to political matters. In addition to outside assistance, a more stimulating attitude was required within the territory, he commented.

In his view, it was unlikely that secondary industry would ever become important or economically justified in Western Samoa.

PACIFICO MONTERO DE VARGAS (Paraguay) asked whether there was any program for giving financial assistance to farmers for agricultural production. The special representative said no such plans existed. However, it was hoped that some system could be worked out, perhaps by means of a branch of the Bank of Western Samoa.

Mr. MONTERO DE VARGAS asked whether it was possible to introduce some new land distribution system which would redound to the benefit of the owners.

Mr. POWLES said it was possible to introduce certain changes, but it became a difficult matter to introduce, from without, any changes in the Samoan traditional system.

The Council, then passed to questioning on social and educational conditions in Western Samoa.

(END OF TAKE 2)

UNITED NATIONS

Press Services
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United Nations, N.Y.

(For use of information media -- not an official record)

Trusteeship Council
24th Session, 4th Meeting (PM)

Press Release TR/1486
5 June 1959

TRUSTEESHIP COUNCIL -- TAKE 3

U TIN MAUNG (Burma) asked New Zealand's special representative to comment on the observations (Doc. T/1455) of the World Health Organization to the effect that the results of financial retrenchment, caused by the territory's economic difficulties in 1957 and 1958, had been particularly noticeable in the medical and health services.

Mr. FOWLES, the special representative, said that the retrenchment resulting from the financial difficulties should not be exaggerated. As the visiting mission noted in its report, the services of the Health Department had been maintained. The WHO, he said, had rendered useful service to the territory and no doubt would continue to do so in the future. Its comments, he felt, were made in a friendly spirit.

Turning to education, the representative of Burma referred to a survey of the educational system made by Dr. Beeby, New Zealand's Director of Education. According to the report of the visiting mission, he noted, all who had discussed the subject agreed that, if the report submitted by Dr. Beeby had been implemented, the educational situation in Western Samoa would have been greatly improved.

Mr. FOWLES said the report by Dr. Beeby was submitted in 1954. As the report noted, Dr. Beeby was asked to submit recommendations for developing Samoa's educational system. His recommendations were made without reference to questions of finance; in fact, he was not asked to do so. However, finances alone prevented the full implementation of Dr. Beeby's recommendations, the special representative said.

To another question, A.D. McINTOSH (New Zealand) recalled his earlier statement in the Council to the effect that New Zealand had given a great deal of direct and indirect assistance to Samoan education and that it was prepared to give further assistance during the period of transition and in the early years after self-government was attained. A further report by Dr. Beeby was expected, he added.

BENJAMIN GERIG (United States) said it was rather striking that there appeared to have been more students in primary schools in 1956 than in 1957 or 1958. He wondered why that was so.

(more)

Mr. POWLES explained that this was due to the fact that in 1956 adults were also enrolled in primary schools. This had proved to be an unsatisfactory arrangement and "over-age" pupils had been excluded in the last two years.

Mr. RASGOTRA (India) asked whether it was planned to include a provision for compulsory primary education in the new legislation to be drafted.

The special representative recalled that a declaration of intention to establish compulsory education had been made three years ago. He believed that within the next few years, at least in some districts, compulsory primary education would be enforced.

He also explained that the language difficulty was one of the major bars to education in Samoa. Children spoke Samoan at home and it was very difficult, without sufficient boarding institutes, for them to learn English properly.

Mr. OBEREMKO (USSR) asked whether there were plans for building new hospitals or expanding existing hospitals in the next two years.

Mr. POWLES said that there were no plans for a major expansion of hospital building in Apia or outlying areas within the next two years. There had been a substantial hospital building program in the outlying districts. In the future, extensive rebuilding of the Apia hospitals appeared necessary.

Another question by the Soviet representative concerned education. As a result of the difficult financial situation in 1957 and 1958, he said, the number of students had declined, and the number of teachers had been reduced. Also, some classes had been merged. He asked why the administering authority did not launch an emergency aid program to meet the financial difficulties.

Mr. POWLES said the administering authority did provide emergency aid. For the first time, it gave direct aid for various projects. It also shouldered the whole burden of the scholarship program for 1957 and 1958, he stated.

Mr. OBEREMKO asked for figures on the total number of scholarships offered by the administering authority for Samoans since the start of the trusteeship.

There being no further questions, the Acting President, GIROLAMO VITELLI (Italy), said the questioning phase was concluded.

The Council, he said, would begin the general debate on Western Samoa at 2:30 p.m. Monday, 8 June.

(END OF TAKE 3 AND OF PRESS RELEASE TR/1486)