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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, India, New Zealand, Syria, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

The representatives of the following specialized agencies: International Labour Organisation, United Nations Educational, Scientific and Cultural Organization; World Health Organization.

Examination of conditions in the Trust Territory of New Guinea: (a) annual report of the Administering Authority (T/1114 and Add.1, T/1122, T/1124); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (*continued*)

[Agenda items 4 (c) and 5]

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

GENERAL DEBATE

1. Mr. SEARS (United States of America) said that the controlling fact in New Guinea was that the million Melanesian inhabitants of an area the size of the United Kingdom were for the most part in the early stages of contact with the outside world. His delegation admired the bravery of the Australian-led patrols and their humane methods of carrying out the pacific penetration of New Guinea.

2. The establishment of peace and order after generations of tribal warfare was a great contribution to the development of civilization in the Territory. It was equally significant that the attitude of individual villagers towards one another had changed. According to sociologists, a psychological revolution had taken place in the past thirty years: as peace and stability had been established, suspicion and a disposition to quarrel had been replaced by friendliness and group co-operation.

3. In the view of his delegation, the Australian Government was laying a successful foundation on which the people of New Guinea could build for the future. That foundation could be strengthened by the development of long-range plans for economic and educational advancement. His delegation was convinced that, in the process, the Administration would continue to bear in mind the importance of safeguarding the patrimony of the Melanesian peoples; he was encouraged by the extent to which they were being protected in their own countries so that one day they might be able to determine their future free from the fear of being engulfed from without. As they progressed towards their final goal of self-government, he was confident that they would not fall prey to a new, communist-inspired form of colonialism which was more oppressive than any imperial system of the past. He was sure that, as time went on, the people of New Guinea would adapt themselves to the wider horizons of the modern world more rapidly than many might think.

4. Mr. S. S. LIU (China) expressed his delegation's interest in the additional areas brought under Administration control or partial influence during the year. It regretted that four lives had been lost in the process, and hoped that those responsible would soon be punished. He had noted that only two new village councils had been established during the year, that the Legislative Council of 29 included only three indigenous members, two of whom were from the Trust Territory, and that the district and town advisory councils had no indigenous members. He did not feel that, in view of the matters with which those councils dealt, the indigenous inhabitants would be adequately represented by the departmental officials concerned.

5. Judicial functions appeared still to be exercised, with few exceptions, by Administration officials. As the participation of indigenous inhabitants in the Administration was not shown separately for the Trust Territory, the Council was unable to assess the rate at which that participation had increased; in future the Administering Authority should state how many indigenous officials had been appointed to the Trust Territory, and the exact nature of their posts. He had been glad, however, to learn of the establishment of a new auxiliary division of the Public Service, offering qualified officials a permanent career; of plans to open other divisions to indigenous officials; and of the Public Service Institute to train indigenous persons for official posts. He hoped to learn more of those developments from future annual reports.

6. Since far more copra was produced in New Guinea than in Papua it seemed unfair that local producers in either Territory should be equally represented by one member on the Papua and New Guinea Copra Marketing Board, which, he noticed, had no indigenous members. He asked the Administering Authority to inform the Council at its next session of the decision taken with regard to the apparent conflict between Article 76 d of the Charter and the requirement that British subjects must hold two-thirds of the shares in certain types of companies. He also hoped to learn from

the next annual report more details of the conclusions in the matter of the gold royalty reached by the panel appointed to investigate the gold mining industry.

7. Turning to the question of corporal punishment, Mr. Liu said that although the bodily pain inflicted by a light cane was not great, such punishment was inconsistent with the protection of human rights, and must be replaced by a more humane penalty. That could be done without necessarily losing any of the deterrent effect of corporal punishment.

8. The substantial decrease in expenditure on education and the fall in the proportion of the educational to other budget allocations had evidently retarded educational advancement, particularly among the indigenous population. Expenditure on equipping schools was not an item that recurred each year; hence the funds spent for that purpose one year could be spent the following year on new school buildings. Savings on imported food for students, derived from the increase in local food production, could be usefully spent on other parts of the educational programme. Mr. Liu hoped that the Administration would make every effort to advance its teacher-training programme and to increase the number of scholarships for study abroad.

9. Sir Alan BURNS (United Kingdom) said that, in assessing the constructive progress made by the Administering Authority, the Council would keep in mind the formidable topography, ethnic diversity and primitive social structure of the Territory. The Administering Authority had appreciably consolidated its control of the Territory, leaving only 10 per cent of the whole area of the Territory still restricted. The tragic murder of two patrol officers and two members of the Native constabulary was a needless reminder of the risks inherent in administering New Guinea. It was pleasing to note the humanitarian spirit in which the Administering Authority pursued its penetration policy.

10. Road construction was an essential factor in civilizing and developing the economy of, backward countries. The physical difficulties in New Guinea were immense, and the cost would be very great; but Australian resourcefulness was famous, and it was gratifying to note that the indispensable roads were steadily being built.

11. The Administering Authority's views on political advancement were realistic and its policy of establishing village councils sound. Each council embraced a fair number of villages, and the addition of two to the previous four was a real achievement. Spectacular results could not be expected, but the Administering Authority would encourage the inhabitants to assume responsibilities for their own affairs as they learned to do so. From his own experience, he considered the existing system of nomination to the Legislative Council following free consultation among the groups concerned to be flexible and democratic. A desire to see that Council constituted on a broader basis was understandable, however, and he knew that the elective principle would be introduced at the appropriate time.

12. The pragmatic attitude towards economic planning was the right one. His delegation had been glad to note the inception of co-operative enterprises, particularly for cocoa and rice, and the response to the training courses run by the Department of Agriculture. The marked increase in co-operative activity was in accordance with the suggestions previously made in the Council. The diversification of production and the agricultural research in hand were commendable and would prove fruitful.

13. His delegation welcomed the expansion of the health and medical services, especially with regard to hospitals in outlying areas, and the creation, on the recommendation of the Education Advisory Board, of the scholarship scheme for attendance at Australian secondary schools. The Board appeared to be working constructively and sensibly, and worthwhile results could be expected of it.

14. The Administering Authority's activities were a cause for congratulation. They would reward Australia little, but would greatly benefit the people of New Guinea.

15. Mr. SERRANO GARCIA (El Salvador) said that his delegation appreciated the difficulties faced by the Administering Authority owing to the diversity of tribes composing the population of New Guinea, their varied customs and languages and the primitive structure of indigenous society. The fact that not all the Territory had yet been explored and pacified meant a constant menace to the person and property of its inhabitants, and impeded the development of its resources. The Administering Authority's campaign for pacification by patrols was highly meritorious and it was to be hoped that, despite the sad losses which that method had already entailed, penetration of the remaining 8,500 square miles of restricted territory would be completed as soon as possible.

16. At the present stage of the Territory's political development the village councils formed the best method of disseminating civilization and should be multiplied as far as possible. The examples from Baluan and New Britain were encouraging signs of the indigenous population's aspirations towards self-government and self-determination, which it was the Administering Authority's duty to encourage by providing specialist officers to train the people to make full use of the village councils.

17. To overcome the isolation of individual sections of the Territory's population, it would be useful to develop a regional consciousness from which, later on, a national consciousness might grow.

18. Heavy investment would be needed to make full use of the Territory's vast natural wealth, and he heartily supported the efforts which the Administration was making to secure the necessary funds. Taxes should be used to supply income for the improvement of existing, and the institution of additional services. As had been pointed out at the Council's tenth session (A/2150, p. 278), it would also be well to increase the scope of gold mining.

19. So long as corporal punishment and restrictions on movement remained the policy of the Administration, the Trusteeship Council would continue to recommend their abolition. He nevertheless appreciated to the full the Administering Authority's efforts in the economic and social fields, and hoped that they would yield even greater results in the future.

20. It would be desirable to increase the facilities for secondary education, to grant more scholarships for study overseas and to add to the existing, very small number of official and mission schools. While congratulating the Administering Authority on its efforts for education in the Territory, he looked forward to finding in its next annual report more information about educational advancement.

21. Mr. SCOTT (New Zealand) observed that New Guinea had been among the last countries with which civilization had made contact. In 10 per cent of its area,

which was still unreached, the people lived in Stone-Age conditions. In its topography, the Territory was among the most diversified of all the Trust Territories. The United Nations Visiting Mission to Trust Territories in the Pacific, 1953, had been deeply impressed by the difficulties of controlling those vast natural forces, even at the present stage of economic development.

22. In a Territory where tribal warfare had only recently disappeared, where extremely varied ethnic and linguistic groups had lived for so long in virtual isolation, the Administering Authority was to be highly commended for its patient and hazardous labour of peaceful penetration. It had properly placed emphasis on extending local government to areas where the people were capable of assuming some responsibility for the management of their own affairs, by increasing the number of village councils and by training indigenous persons for higher posts in the Public Service. It would be unrealistic, at that stage, to attempt to transform the tribal structure of New Guinea by introducing modern political machinery; instead, the Administering Authority should be urged to concentrate its efforts on economic and educational advancement.

23. Economic development might be given greater impetus by drawing up a series of regional plans based on a thorough investigation of the Territory's potentialities. The expansion of indigenous industry and the investment of local and foreign capital should be co-ordinated, if they were to result in raising the living standards of the population. The Administering Authority should ensure that foreign companies, especially those engaged in extractive industries, participated fully in achieving that objective; and capital investment should be maintained at a steady rate.

24. The Administration was to be commended also on its efforts to expand and diversify agricultural activities, particularly on the success of its rice-growing projects, one of a series of measures to reduce the Territory's dependence on imported foodstuffs. The upward trend in the production of major exports, which had resulted in a favourable trade balance for New Guinea for the first time since the war, was also heartening. In that connexion, he pointed out that the activities of the Land Development Board in promoting the most economic utilization of the land could be expected to increase crop output and protect indigenous land interests. The progress in road construction was likewise most encouraging.

25. The Administration was tackling public health problems vigorously but should give more attention to the training of indigenous staff, particularly women, and to education generally, by increasing its assistance to mission schools, as had been suggested by the Belgian representative at the 541st meeting as well as in the observations of UNESCO (T/1124). There was a distinct need to expand teacher-training institutions far beyond the two existing Administration training centres. The problem of the language of instruction in a multi-lingual Territory like New Guinea required special attention, and the Education Advisory Board's recognition of the importance of English at an early stage of instruction was a step in the right direction. New Zealand also welcomed the introduction of the scholarship scheme.

26. Mr. RYCKMANS (Belgium) said that, on the whole, the year under review had been a year of progress. The progress had not been spectacular but it must be borne in mind that New Guinea was the most difficult and backward Trust Territory. The rate

of progress would undoubtedly increase progressively as time went on. The Administering Authority was to be congratulated on its policy of peaceful penetration, to which it remained faithful despite the fact that sometimes, as in the past year, representatives of the Administration lost their lives in carrying out their difficult task. For many years, Australia had been contributing two thirds of the total public expenditure of the Territory. The disinterested way in which it was discharging its responsibility in New Guinea was most praiseworthy.

27. The Chinese representative had commented on the small number of indigenous representatives on the Legislative Council. It should be remembered that in all Trust and Non-Self-Governing Territories the official representatives on such councils in fact represented and protected the interests of the indigenous inhabitants. It would be a serious mistake to consider them as representing the interests of the European population.

28. He fully agreed with the French representative's statement at the 538th meeting to the effect that the organization of indigenous local government was one of the main functions of the district commissioners. Rather than specialists being appointed to assist them to set up village councils and other similar bodies, the district commissioners themselves should be specialists in such work and have assistants to do the other administrative tasks for which less special knowledge was required.

29. The medical services still existed in embryo only. Budgetary provision had been made for far more medical personnel than were actually employed, which indicated the efforts the Administration was making. It was to be hoped that everything possible would be done to bring the medical staff up to strength.

30. Educational advancement was of primary importance. The missions were already doing much to help and would be prepared to do much more. The missionaries had some training in teaching; they were not concerned with retiring on a pension as soon as possible; they had a much better knowledge of the local languages than most officials. It was their policy to penetrate into all areas, even the most rugged. Forty per cent of the population was now Christian, and people who trusted the missionaries enough to be baptized would obviously trust them enough to attend their schools. That was particularly true where the education of girls — which was of vital importance to the country's future — was concerned. Women teachers were essential and, apart from the missionaries, it was very difficult to find European women who were prepared to go and teach in the New Guinea bush. He quoted figures to show that there were far more girls at the mission schools of all grades than at the schools run by the Administration.

31. The budget estimates for education were obviously inadequate, as the Australian Government itself admitted. There was no point, however, in making additional funds available while there was no increase in the number of teachers. The missions, on the other hand, were obviously handicapped by their meagre resources. The solution was to increase the subsidies to the mission schools, which were now subsidized to the extent of approximately 25 per cent of their expenditure. Many of the mission schools were admittedly very primitive, but they could be improved and the possibility of obtaining additional subsidies, provided that an adequate educational standard was met, would undoubtedly act as an incentive to improve-

ment. The subsidies should be available not only for the payment of teachers but also for the construction of proper school buildings. School attendance would probably increase if the schools were housed in new buildings of a European type, rather than in straw huts, as at present. To sum up, in a backward country like New Guinea, the best way of promoting educational advancement was to make the greatest possible use of the co-operation and devotion of the missionaries.

Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territory of New Guinea, withdrew.

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority (T/1119, T/1122, T/1126)

[Agenda item 4 (b)]

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

OPENING STATEMENT

32. Mr. MUNRO (New Zealand) introduced the special representative.

33. Mr. EDMONDS (Special representative for Western Samoa) said that the Legislative Assembly of Western Samoa had met for ten days in March 1954. As was usual in the March session, it had passed no major legislation but had discussed the estimates for the year at length. It had also considered several reports, such as the annual report on the Development Plan, the various departmental reports and reports from the select committees on currency, on a private petition and on arbitration.

34. Elections for a new Legislative Assembly had been held on 13 April 1954. Three of the sitting Samoan members had been returned, two of them unopposed and one after a vote by secret ballot in the Fono of Faipule. Three other Samoans had been nominated unopposed by their districts and their nomination had been duly confirmed by the Fono of Faipule. Two or more nominations had been received from six constituencies. In four cases the Fono of Faipule had voted in accordance with the procedure outlined in the annual report.¹ In the other two cases a single nomination had been accepted by all the parties in pre-election discussions. Eleven of the Samoan members represented the eleven traditional political districts. The twelfth had received a last-minute nomination from the district of Atua and had polled evenly in the Fono of Faipule with the sitting member who had been renominated by that district. The Fono had decided that the sitting member should remain as the representative of Atua while the other nominee, Mr. Fonoti, the Chairman of the Samoan Democratic Party, should become the twelfth man. The election was the best organized and most satisfactory so far.

35. The five European members of the Legislative Assembly had also been elected on 13 April 1954. Ten candidates had stood for the five places. Although the great majority of the persons on the European electoral roll were part-Samoan, three of the European members

electd were not. The election campaign had been very brief and had consisted mainly of personal manifestos and broadcast speeches. One group had indulged in some house-to-house canvassing.

36. The new unofficial members of the Executive Council had been nominated by the Samoan members and the European members of the Legislative Assembly respectively and had been sworn in on 13 May 1954 at a special session of the Assembly.

37. During the special session the Assembly had set up its standing committees. It had decided to retain the Standing Committees for Health and Public Works but to amalgamate those for Education and Broadcasting and to set up a new Standing Committee for Agriculture and Co-operatives. Those changes indicated that the members of the Assembly were aware of the increasing importance of agriculture and co-operatives and believed that broadcasting would probably become more and more a medium of adult education.

38. The first annual report on the development plan had been debated by the Legislative Assembly in March and the debate had been broadcast, as were all the Assembly's proceedings. The debate had not been long or exhaustive, but it had given useful publicity to the contents of the plan and the progress made so far. The three Samoan members who had spoken had emphasized the need to respect Samoan custom and the probably unfavourable results of any attempt to change too quickly the traditional economic or political structure of Samoan society. Two European members had emphasized the need for balanced progress and the desirability of giving due emphasis to the economic side of the plan before hoping to reach the final political objective. The remaining European speaker had appeared to favour the opinions of the previous Samoan speakers. The annual report had been translated into Samoan and widely circulated throughout the Territory. Certain aspects of the plan had also been discussed by the Fono of Faipule.

39. The Working Committee on the Development Plan had held 22 meetings since September 1953 and two new members, the new European member of the Executive Council and the new Chairman of the Fono of Faipule, had been appointed. The Committee had made tentative recommendations on most of the major political issues indicated in the statement of 19 March 1953 made by the Prime Minister of New Zealand (T/1079, annex I), but they had not yet been discussed with the High Commissioner. The people in general appeared to welcome the development plan, although they were apparently willing to leave the public discussion of it to their political representatives, at least at the present stage. The fact that the people were aware of the plan was indicated by direct references to some aspects of it in the calypso songs sung during the recent visit of the Governor-General of New Zealand. The Working Committee's recommendations would be widely publicized once they had been drafted in final form and everything would be done to evoke comments and counter-suggestions from the people before the constitutional convention met at the end of 1954.

40. An effort was being made to associate the unofficial members of the Executive Council more closely with the work of the executive branch of the Government and with government departments at a policy level. Various suggestions had been discussed in the Executive Council and its recommendations were being considered by the Administering Authority.

¹ See *Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the Calendar Year 1953*, Department of Island Territories, Wellington, 1954.

41. The Local Government Board had been set up in April and had held three meetings on matters connected with local government, water supply authorities and the organization of district courts. It had received inquiries and delegations from many villages, including Matautu, from which a petition had been received in 1953 relating, among other things, to local government. The Executive Council had recommended the setting up of an Apia town planning committee composed of officers from the various interested departments who would work in close liaison with business interests and village authorities to advise the Government on matters such as roads, traffic, building and recreation facilities in the Apia area.

42. The first stage of the economic survey had been completed. The final report should be available to the Administration within the next few months. A preliminary and incomplete draft suggested that it should be most valuable. At its March session the Assembly had voted a further £11,600 towards the cost of the aerial survey. A hangar had been built and aerial photography begun. If the recent exceptionally clear weather held, it might be possible to complete the aerial photography in 1954.

43. In March, an experienced Australian officer from New Guinea had been appointed as Registrar of Co-operatives. He had drawn up regulations on co-operative societies which would be promulgated in the near future. Some 20 groups were eager to be registered as trading co-operatives. Some of them had already begun trading operations but, unfortunately, in most cases, they did not appear to be sufficiently solvent to be registered immediately. They were being given every encouragement and assistance, including courses in business methods, the use of approved co-operative forms, account books and so on.

44. At the end of March a new Director of Agriculture had taken up his post and had already increased his staff by the appointment of four Samoan agricultural trainees. The South Pacific Commission was undertaking extensive and intensive research into the habits and control of the rhinoceros beetle, and an entomologist supplied by the Commission would spend three years working on the problem in Samoa.

45. A departmental committee had been appointed towards the end of 1953 to investigate the taxation system in the Territory. It had already reported on tariffs and death duties and was investigating store tax, export tax and income tax.

46. It had been tentatively agreed that in the interim period before the control of the New Zealand Reparation Estates was vested in a Samoan corporation or board, a local advisory committee should assist the general manager on matters of general policy. The Executive Council had made certain detailed recommendations along those lines which were under consideration by the Administering Authority.

47. The price-control system had been fully reviewed early in 1954 and, after discussion in the Executive Council, price controls had been completely relaxed except in the case of approximately two dozen essential items.

48. A very full report on education had been placed before the Assembly in March but it had not yet been fully debated or considered by the Education Committee or the Government.

49. The position with regard to staff shortages had improved in the last few months. A chief sanitary

inspector, file officer and taxation officer had been appointed, a number of new teachers had arrived and applications had been invited for the posts of senior engineer and expert road construction overseer. More trained agricultural, educational, public works and health personnel would be required, however, if development was to be continued with the utmost speed and efficiency.

50. It was obvious that the current high prices for export products had created almost unprecedented prosperity in Samoa, for the time being at least. Unfortunately that prosperity was not solidly based on increased and increasing *per capita* production. Samoa's annual rate of natural population increase over the period 1946-1951 had apparently been the highest in the world and the *per capita* volume of exports was lagging, or at least not rising. In 1951 almost 50 per cent of the population had been under 16 years of age; in other words they had not been fully productive members of society. Furthermore, the ability to raise sufficient traditional food crops for normal domestic consumption and the very high prices paid for export crops tended to conceal the true picture of individual production and to prevent the mass of the people from fully appreciating the urgency of the problem.

51. The current prosperity was reflected in the 1954 budget estimates. The unprecedented sum of £1,133,900 was to be raised from taxation or reserves and 24 per cent of that sum would be spent on capital development. That did not include the various grants and payments to be made by the New Zealand Government, which totalled about £80,000.

52. Total exports in 1953 had amounted to £1,954,689 and had set a record. The favourable balance of visible trade had been over £600,000. The export of cocoa and bananas had broken all local records in both volume and monetary value. Unfortunately, the wet weather at the end of 1953 and the beginning of 1954 had adversely affected cocoa production for the time being, but the November crop might rectify the position. Exports of copra in 1953 had dropped by almost 6,000 tons compared with 1952. That was probably due, first, to a very big shipment which had left Apia at the very end of December 1952 boosting the export figures for 1952 at the expense of those for 1953; secondly, to the generally lower production in many parts of the South Pacific area in 1953 following the two previous very dry years; and thirdly, to the increased domestic consumption of the rapidly rising population. It was to be hoped that copra exports would be higher in 1954; copra production appeared to be higher than usual and the British Ministry of Food contract price for copra had been raised to £70 5s. 3d. a ton (local price) as compared with £65 4s. 10d. in 1953.

53. The export of rubber and desiccated coconut remained at a standstill, as the world market prices for those commodities were so low that it was uneconomic to produce them.

54. Despite the increase in export trade, the Territory's total trade had fallen in 1953 owing to the drop in the value of imports. Many firms had apparently been clearing stocks purchased in 1952, but they now seemed to be importing again to build up their reserve supplies.

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

55. Turning to the question of the economic development of the Territory, Mr. EDMONDS (Special representative for Western Samoa) emphasized the marked

progress in road and bridge construction, particularly on Savai'i. Within another two years, it would be possible to circle the island by motor vehicle. Ferro-concrete structures were rapidly replacing the old wooden bridges. The power and water resources of the Territory would also be increased substantially by the completion of a new 1000 kW. hydroelectric plant at Avele and the improvement and extension of the Fagamalo water supply.

56. Private enterprise in Western Samoa had become more active. The recently organized soap and tyre-retreading factories were working at an accelerated speed. The Government had exempted from customs duty the raw materials which still had to be imported for the manufacture of soap. A further sign of private economic activity was the laying of the foundation stone for the new Bank of New Zealand building.

57. Agricultural production, however, was the crucial factor in the Territory's economy, and the Government had taken important steps to promote it. The New Zealand Reparation Estates, working in close co-operation with the Department of Agriculture, had accomplished much by its experiments in planting and cattle-breeding. It had supplied the Department with selected seed coconuts and seed pods, which had been distributed free of charge and planted under the supervision of Department inspectors, who continued to enforce the regulations for maintaining the high quality of export crops. In addition to continued management of several planting projects, including a banana scheme and test plots of pasture legumes, the Department had begun a survey of land in Savai'i recently acquired from the Reparation Estates. The Estates had continued its experiments in coconut and cocoa cultivation, increased the coffee-planting area to more than 100 acres, and had produced about 15 per cent of the copra and 11 per cent of the cocoa exported from the Territory in the year ending 31 March 1953, as well as timber, beef and rubber. Its importance to the economy of Western Samoa would be seen from the fact that it had paid £39,400 in taxation to the Territorial Government, and that all profits from its agricultural activities were spent on approved projects of the Territorial Government.

58. Of the net expenditure of the Territorial Government, 14 per cent was devoted to education and 18 per cent to health and sanitation. A yaws-control campaign was to be carried out by the Territorial Government in 1955, with the advice and practical assistance of the World Health Organization and the United Nations Children's Fund. The following year, WHO would provide a semester in environmental sanitation for the benefit of medical practitioners in Western Samoa, but open to medical personnel from other Pacific islands. A Samoan medical practitioner would be sent on a WHO scholarship to study under a specialist in the treatment of mental diseases.

59. Several of the more important health advances in the Territory centred around Apia Hospital. Lepers had been successfully treated with new drugs there; a new maternity ward was being constructed; and an infant clinic, unique in the Pacific, was rapidly restoring to good health many Samoan children suffering from malnutrition. Owing largely to the work of the infant clinic, the village women's committees and the Samoan-trained nurses in the various districts, there had been an amazing drop in the infant mortality rate. For its part, the New Zealand Government had approved a grant of £7,000 for the purchase by the Health Depart-

ment of new X-ray equipment, and the Territorial Government had allocated funds for the construction of a new X-ray room. Finally, the general health of the Samoans was good, a fact substantiated by the consistent growth in the population.

60. The educational services of Western Samoa had been improved and extended. At Poutasi, the fourth district school in Samoa had been completed, with the help of a government subsidy; new school buildings had been constructed; and the curriculum of Samoa College had been broadened by the addition of courses in manual training, domestic science and homecrafts. Certain village schools had been amalgamated and their pupils given ample opportunity to obtain education above the Standard IV level.

61. The New Zealand Government had granted 12 scholarships to Samoan pupils in December 1953, eight to pupils from government schools and four to pupils from mission schools, in addition to the 23 students already receiving specialized training in New Zealand on scholarship grants. Since the beginning of 1954, an Advisory Committee on Scholarships had been set up to advise the Government on matters of policy connected with the granting of scholarships, bursaries, fellowships and kindred matters. The Administration was also considering a plan to extend the Teachers Training College and train more infant teachers, as a matter of urgency arising from an increase of 1,600 pupils on the rolls of government schools in 1954. The table classifying pupils in government schools by age, sex and class had been deliberately omitted from the annual report because the unavoidable margin of error arising from the difficulty in obtaining trustworthy birth certificates would make the statistics very misleading.

62. With reference to a recommendation adopted by the Council at its twelfth session (A/2427, p. 66) and to a suggestion from the 1953 Visiting Mission (T/1079, para. 41), eight Samoan civil servants were being trained in the New Zealand Civil Service, which had offered to send its chief expert on staff training to Western Samoa to advise the Territorial Government on the organization of a more comprehensive system of training Samoans for administrative and professional posts in the Public Service. A Trades Training Committee had recently been established to advise the Government on the institution of a more adequate system of trades training. The Public Service Appeal Board was functioning effectively in Western Samoa, and had recently ruled in favour of the appeal rights of officers of the Samoan service against the appointment of persons from the New Zealand Civil Service.

63. With regard to labour legislation, a bill was to be debated in the Legislative Assembly based on a draft ordinance contained in the report on labour conditions in Western Samoa prepared by Mr. Duncan, an official of the New Zealand Department of Labour and Employment.

64. The work of the South Pacific Commission and its Research Council continued to be of great assistance to the Territory.

65. Finally, on the occasion of the Governor-General's visit, the local population had expressed warm approval of the Administering Authority's policies as laid down in the Prime Minister's statement of March 1953, and had stressed the importance of minimum disturbance in Samoan customs in the common effort to prepare the Territory for self-government.

66. In reply to questions by Mr. JAIPAL (India), Mr. EDMONDS (Special representative for Western Samoa) said that there had been no delay in holding the constitutional convention. The New Zealand Prime Minister, in his statement, had envisaged a lengthy period of preparation for the convention and had thought that, at the earliest, it could not be held before the end of 1954; as it happened, it now seemed that it was probably to be convened in October or November. The primary purpose of the convention was to enable the Administering Authority to consult the people of Western Samoa in accordance with its obligations under the Trusteeship Agreement and the United Nations Charter; it would therefore be premature, and even unwise, to attempt to say what the people were thinking before they had spoken for themselves.

67. Further information on the proposals for constitutional development were to be found in the Working Committee's annual report on the development plan, which had been placed before the Legislative Assembly in March 1954.

68. Mr. JAIPAL (India) asked whether the apparent reluctance of the Samoan people to adopt a system of universal adult suffrage was likely to delay the granting of self-government to Western Samoa, and whether the Administration and the Working Committee had considered introducing the system gradually in areas where there was no objection. The Samoan Democratic Party had considered that procedure possible, but it was perhaps not representative of Samoan opinion generally.

69. Mr. EDMONDS (Special representative for Western Samoa) said that there was strong feeling in Samoa that universal adult suffrage was incompatible with traditional Samoan custom. The Administering Authority was eager to lead the Samoan people towards more modern forms of democratic government, but did not wish to force universal suffrage upon them. In fact they were very well accustomed to the idea of selection and representation. The *matais*, or heads of family groups, were elected to the title by the members of those groups. The *matai* was chosen for his qualities as a representative leader of the family group and after his election was expected to speak for that group collectively on all matters political, social and economic. Nevertheless, if he acted in any way contrary to his people's wishes, he could be removed by common consent in the same way as he had been elected. It was not true to suggest that the views of untitled people were necessarily represented by the *matais* who formed the Samoan Democratic Party. The whole question was, however, under consideration by the Working Committee, and in any case it was intended that the constitutional convention itself should be entirely public and that any person who wished should be given an opportunity to speak before it.

70. Mr. JAIPAL (India) admitted that Samoan custom revealed an advanced concept of democracy.

71. He noted that the Territory's Executive Council was composed of five Samoans and five Europeans, and wondered whether it would not serve to promote the political advancement of the Samoan people to increase their representation on that Council or at any rate to grant the Samoan members of it some measure of executive responsibility in such departments as those of local government administration, health, communications and agriculture.

72. Mr. EDMONDS (Special representative for Western Samoa) wished to point out, first of all, that three of the so-called European members of the Executive Council did not represent European public opinion; they were officials acting in their capacity as heads of the central government departments. The Council was an advisory body and the views of its unofficial members were especially considered by the High Commissioner on any subject discussed by it. It was also to be remembered that the Executive Council was an interim body only and would give place in due course to a cabinet responsible to the House of Representatives. The composition and method of election of the future cabinet were being discussed by the Working Committee, whose suggestions would come before the constitutional convention. Meanwhile, measures were being actively considered by the Administering Authority for the closer association of the unofficial members of the Executive Council with the work of the various departments.

73. With regard to the question of common citizenship for all inhabitants of Western Samoa, although it was generally agreed that European and part-European members of the population of Western Samoa should be citizens on equal terms with Samoans in any future Samoan State, many people feared that numerous legal, administrative and cultural difficulties would arise if a common status were introduced forthwith. The Samoan people did not in general feel that the differences existing in law between persons of European and persons of Samoan status discriminated against themselves. In general they accepted the idea that Europeans could be good Samoan citizens, and indeed many of those of European status were not strictly European in any respect. The difference was primarily a matter of habits and ways of life, and the Samoans themselves were anxious to preserve their culture from the possibly harmful influence of persons of another background. They therefore had some hesitations with regard to advocating a common status. The general feeling in the Working Committee was that the whole matter should be left in abeyance for a while, until the difficulties had been investigated by a sub-committee of the Working Committee or perhaps by a select committee of the Assembly.

74. Mr. JAIPAL (India) concluded that the question of legal discrimination was not a live issue in Western Samoa.

75. He then drew attention to the paucity of Samoans among the higher ranks of the administrative service. There were only two pure Samoans and four part Samoans occupying senior posts in the Administration; in the Education and Health Departments, in which his delegation had a particular interest, there were only five Samoans as against 38 Europeans occupying senior positions. He asked what steps the Administration had taken to create a corps of trained civil servants within the shortest possible time.

76. Mr. EDMONDS (Special representative for Western Samoa) noted in passing that Europeans of part Samoan blood were considered by Samoans to be "sons of Samoa"; there was therefore no distinction to be drawn in that respect between "pure" and "part" Samoans.

77. With regard to the training of Western Samoans for public service, there were at present eight Samoans undergoing training in government departments in New Zealand. In addition, it was the policy of the New Zealand Government to give all Samoan scholar-

ship pupils in the country some experience of work in government departments before they returned to Samoa. Samoan political leaders recognized that for some time to come it would be necessary to employ persons from overseas in the senior posts of the civil service until Samoans acquired the necessary technical and professional qualifications. There were at present three Samoan students attending Otago Medical University and eight others attending teacher-training colleges in New Zealand. After the completion of their studies they would return to occupy posts in the Education and Health Departments. Most of the senior overseas administrative officers were also qualified professional or technical officers.

78. Mr. JAIPAL (India) asked what progress the recently established Local Government Board had made in improving local administration and co-ordinating the activities of local authorities.

79. Mr. EDMONDS (Special representative for Western Samoa) read a section of the relevant ordinance, and said that the Board had so far been engaged mainly in receiving inquiries and in disseminating information about itself and its purposes among existing embryonic local authorities. No local

authorities had yet been set up under the ordinance which had created the Board, and several months were likely to elapse before the first, which would probably be those responsible for water supply, could be established.

80. Mr. JAIPAL (India) recalled that the 1953 Visiting Mission had inquired into the possibility of a local government administration for the town of Apia. He asked how soon that town would have a local administration and whether, if the Samoan people in the neighbouring areas objected, a separate town administration could be set up, distinct from the local administration for the area as a whole.

81. Mr. EDMONDS (Special representative for Western Samoa) explained the historical reasons for the reluctance of Samoans to see a municipality established for Apia. A legacy of hostility remained and even today the question was far from simple, in view of differing interests in the area. The Territorial Government favoured the setting up of a municipality but believed that the initiative must come from the various people directly concerned. The activities of the new Town Planning Committee for the area might evoke the desired result.

The meeting rose at 6 p.m.