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President: Mr. Girolamo VITELLI (Italy).

Present:

The representatives of the following States: Australia, Belgium, Bolivia, Burma, China, France, India, Italy, New Zealand, Paraguay, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United States of America.

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

Examination of conditions in the Trust Territory of the Pacific Islands (continued):

- (i) Annual report of the Administering Authority for the year ended 30 June 1959 (T/1513, T/1521, T/L.964) (continued);
- (ii) Examination of petitions (T/1511, T/PET.10/30 and Add.1) (continued)

[Agenda items 3 (f) and 4]

At the invitation of the President, Mr. Nucker, special representative of the Administering Authority for the Trust Territory of the Pacific Islands, took a place at the Council table.

GENERAL DEBATE (continued)

1. Mr. MILLER (NEW ZEALAND) paid a tribute to the Administering Authority for what it had accomplished during 1959. The Territory's geographical characteristics accounted for the problems which it faced, notably problems of communication and economic resources, and explained why four-fifths of the expenditure on development was financed directly by the Administering Authority. They also explained why the Administering Authority was confronted with special difficulties in pursuing the political objectives of the Trusteeship Agreement. Progress towards those objectives was necessarily slow and must spring from

the will and the aspirations of the inhabitants. The annual report of the Administering Authority^{1/} recalled that the inhabitants had had only a brief experience of political freedom; the first steps had been taken and the pace was quickening but the emergence of a Territorial consciousness permitting the adoption of even the loosest form of federation appeared to be a very distant and even uncertain prospect. Furthermore, political development which did not bring with it economic benefits for all would be doomed to failure.

2. His delegation had no doubt that the policy followed by the Administering Authority was the one best suited to the physical and human requirements of the Territory. The immediate stress was on political education and practical experience. That process was beginning where it should, at the municipal and district levels, and amongst other things it provided an opportunity for all the Micronesian leaders to hold consultations at central headquarters. The local authorities were encouraged to show as much initiative as possible. There had been no attempt to force the pace of adaptation or capricious substitution of Western institutions for traditional island practices, yet the measures adopted had combined to bring about a genuine political evolution.

3. His delegation was glad that the Administering Authority, in chartering an additional twenty municipalities, had been able to exceed the target set for 1959. The Micronesian municipalities were now spontaneously requesting charters, and as chartering progressed it would doubtless become possible to introduce greater uniformity into their electoral procedures. At the district level a new step forward had been taken with the establishment of three more unicameral congresses composed of elected members. The district congresses were expanding their activities and assuming broader local responsibilities and the Administration was making every effort to help them develop their legislative and executive abilities.

4. The Administering Authority had reaffirmed its hope that the experience gained by the Micronesians in the management of local affairs would eventually make it possible for them to establish a Territorial legislature. The timing of that move was less important than the need to ensure that the Micronesians were adequately prepared for such a development. The Inter-District Advisory Committee to the High Commissioner had met for the fourth time and it was encouraging to note the range of its discussions and the action taken by the Administration on its recommendations. Inter-district co-operation would receive additional impetus from the work of the Hold-Over

^{1/} 12th Annual Report to the United Nations on the Administration of the Trust Territory of the Pacific Islands, July 1, 1958 to June 30, 1959. Transmitted by the United States of America to the United Nations Pursuant to Article 88 of the Charter of the United Nations, Department of State Publication 6945 (Washington D.C., U.S. Government Printing Office, 1960). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1513).

Sub-Committee on Social Affairs, and the already strong local interest in Territory-wide consultations would be further strengthened when the members of the Advisory Committee were chosen, as was intended, by popular election.

5. The question of the Administration's central headquarters had been raised but there did not appear to be a movement of opinion in the Territory in favour of an early change. It was understandable that the Administration did not want to anticipate the desires of the Micronesians. The transfer of headquarters would not be a simple operation and it would be unfortunate if it were carried out at the cost of lowered efficiency.

6. He noted the progress made in the replacement of United States administrative staff by qualified Micronesians and observed that it was particularly noteworthy that two Micronesians were to be trained to become assistant district administrators.

7. As far as the economy was concerned, it appeared that the Territory would not be self-sufficient for a long time to come and that subsidies by the Administering Authority would continue to be required. The Council would doubtless wish to congratulate the Administering Authority on its programmes for the diversification of agriculture, the development of fisheries and the expansion of transport facilities as also on its efforts to stimulate the population's interest in economic development. His delegation had been struck by the work done to rehabilitate the coconut groves and the interest shown by the population in credit unions; it also welcomed the extension of banking facilities. With regard to the proposed comprehensive economic survey of the Territory his delegation thought that a fairly definite estimate of both the Territory's economic potential and the probable demands on it within ten or twenty years should be made in the near future. The long-term problem was that of achieving self-sufficiency in a Territory whose resources were very limited but whose population had come to enjoy an improved level of living. It could be expected that the population might double within the next twenty or thirty years. The population increase, which, amongst other things, bore witness to the success of the Administration's public health policies, would make it more difficult for the Territory to reach the goal of self-sufficiency.

8. Social advancement was continuing at a satisfactory pace. The Administration had reached one of the public health targets it had set for itself when it had made Micronesian personnel responsible for health services in all districts except Saipan. The training of health personnel was proceeding satisfactorily; new hospitals were being constructed and the public was showing a vigorous interest in the control of communicable diseases and in sanitation.

9. The difficulties encountered in the sphere of education were similar to those in the sphere of public health. They too were the result of the Territory's geography. Elementary school textbooks had to be published in nine different languages in addition to English. The Administration was making persistent efforts to achieve uniformity of standards and methods, to improve the training of teaching personnel and to standardize salaries. The Council would note with satisfaction the opening of the Pacific Islands Central School at its new quarters with an improved curriculum and a larger student body. As half the Micronesian

population was composed of people under twenty, the age group most receptive to new influences, the role of education and training was an essential one. The Administering Authority was fully aware of that fact.

10. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that at a time when a large number of Territories were becoming independent and subject peoples were seeking to free themselves from all forms of foreign domination it was the duty of the Trusteeship Council and the Administering Authorities to do everything in their power to help the Trust Territories, including the Trust Territory of the Pacific Islands, to accede to independence, so as to ensure the implementation of the principles and objectives of the Charter and the Trusteeship Agreements.

11. At the current session the petitioners from the Marshall Islands had made serious complaints against the Administering Authority, noting in particular that they had not been compensated for the land taken from them and that they had been made the victims of atomic explosions. The Council had learned from the petitioners that the Micronesians were deeply disappointed in the district congresses and other bodies which the Administering Authority and the United Nations visiting missions tried to represent as signs of real progress. Those bodies did not exercise any real powers and most of their resolutions were rejected by the High Commissioner; the final decision concerning their agendas lay with the district administrators, who were all Americans. The petitioners had said at the 1061st meeting that their people could govern themselves as the new countries of Asia and Africa were doing, and, on behalf of the indigenous inhabitants, had requested that the district congress should be granted real powers to deal with matters of local interest. That request coincided with the proposals made by the USSR delegation concerning the establishment of representative executive, legislative and judicial organs having broad powers, proposals which the majority of the Council's members had rejected. The Council should recommend that the Administering Authority should make serious efforts to fulfil as rapidly as possible the obligations incumbent upon it in that connexion under the provisions of the Charter.

12. The present situation did not warrant any revision of the general conclusions his delegation had drawn at the Council's twenty-fourth session. Everything went to show that the policy of the Administering Authority was still inspired by strategic considerations. The administration of the Territory was divided between the Naval Forces and the Department of the Interior. The administrative headquarters was situated outside of the Trust Territory, on the Island of Guam, and the Administering Authority stubbornly refused to comply with the Council's recommendations that the headquarters should be transferred to a site within the Territory. Another evidence of that policy was the application to the Trust Territory of such purely military agreements as the aggressive agreements between the United States and the Chiang Kai-shek authorities and between the United States and the authorities of southern Korea, the military agreements of the United States with Japan and with the Philippines, and the 1951 pact between the United States, Australia and New Zealand. Moreover, the Administering Authority, in violation of the Charter and the Trusteeship Agreement, had transformed certain parts of the Territory into military proving-grounds and, in the past,

had conducted nuclear tests there. True, the Council would be pleased to note that no explosion had taken place during the year under review. But the harmful effects of previous explosions were still being felt. The population of the Bikini and Eniwetok Atolls had been displaced and the inhabitants of Rongelap and Utrik Islands were still suffering from the effects of the radioactive fall-out of 1954. The inhabitants had been unable to recover from the physical and spiritual damage done to them, and even United States medical and scientific experts believed it was probable that radiation would have long-term effects on the health of the inhabitants and genetic consequences as well. There was every reason to believe that some deaths could be attributed to radiation. For those reasons his delegation had some difficulty in accepting the reassuring statements made by the special representative or contained in the annual report. It believed that the Administering Authority should supply the inhabitants of the Territory who had suffered from radiation with the necessary assistance, such as medical aid, free nursing and special diet. But it was especially important that the Territory should no longer be used as a proving-ground; the Administering Authority must undertake, in accordance with the provisions of the Charter, to hold no more tests of atomic weapons in the Territory until a general agreement had been reached.

13. He hoped that the Council would, at its present session, recommend that the Administering Authority should take the requisite measures forthwith to expedite the Territory's attainment of self-government or independence, and in particular that it should set up representative executive, legislative and judicial organs endowed with broad powers, that it should place indigenous inhabitants in responsible posts and consult regularly with the indigenous population on the measures necessary for the speediest possible attainment of self-government or independence.

14. The Territory's economic position had not improved; the basis of the economy continued to be subsistence agriculture and fishing. The documents furnished by the Administering Authority showed that progress in those two fields was far from satisfactory. The only large source of cash income continued to be the production and sale of copra. However, less copra was being produced than in the pre-war years, and the decrease could not be accounted for by the typhoons alone since copra was also grown in areas that had not been affected. It should be noted that no Micronesian took part in the sale of copra and that only one Micronesian was a member of the Copra Stabilization Board. Farming methods for other foodstuffs were as primitive as ever. Despite the shortage of land, the Administering Authority continued to hold nearly 60 per cent of it and had done nothing to carry out the Council's recommendation urging that it should take a prompt and definitive decision on land and war damage claims.

15. The petitioners had complained that the resolution of the Marshall Islands Congress relating to land claims had been rejected by the High Commissioner. His delegation felt that the Council should take the necessary steps to satisfy the legitimate claims of the petitioners and that the Administering Authority should pay a fair annual rent for the lands it had taken from the inhabitants or else return the lands to them.

16. The Territory's huge fishery resources were practically unexploited. As a result of the very modest

measures taken in the Palau District the proceeds from the sale of fish during the year covered by the report had trebled. It was therefore surprising that the Administering Authority was so slow in setting up the first fish cannery. In that connexion, it should be noted that no important industry had been established in the Territory since the United States had taken over its administration. There were large bauxite deposits in the islands, but up to the present the Administering Authority had done no more than authorize one individual to survey them.

17. In view of the precarious economic conditions, the population's level of living could only worsen. As the annual reports demonstrated, the price of certain foodstuffs had increased while the Territory's per capita public expenditures had decreased. The explanation of the Territory's economic backwardness must be sought not in the lack of resources but in the prolonged foreign domination and in the fact that the colonial Powers had had little concern for the interests of the Micronesians.

18. Apart from the modest steps that had been taken to develop fishing in the Palau District and to increase the production of cacao, the Administering Authority had not carried out the recommendations made by the Council at its twenty-fourth session, and the Council should again draw the Administering Authority's attention to the urgent need for the preparation and execution of integrated economic development programmes, and particularly to the need for repairing the damage caused by the typhoons, improving farming methods, introducing new crops, developing fishing, improving transport, establishing processing industries, prospecting, exploiting the country's mineral resources, improving the financial situation and raising the population's level of living. To put such a programme into operation, the Administering Authority ought to consider at once appropriating the necessary additional amounts from its own resources, thereby fulfilling the recommendations made by the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959, and approved by the Trusteeship Council.

19. The year under review had not seen the slightest progress in the social or educational field. There still was no social security system in the Territory, and the clans and families had to bear the costs of social welfare. The Administering Authority continued to make the population pay for medical care, and, as the petitioners' statements made clear, health services were not satisfactory. The vast majority of the schools were in deplorable condition. There was only one secondary school, with 119 pupils; and 145 young Micronesians had had to go to Guam to study. In view of that state of affairs, the Administering Authority should provide considerable additional funds to organize social security, build schools and hospitals, and improve the health and instruction of the population.

20. Mr. BAL (Belgium) said that all the Council members appreciated the special character of the Trust Territory of the Pacific Islands and the exceptional problems which its geographical characteristics presented to the Administering Authority. It could not be denied that the Administering Authority was making a great effort to solve those problems and to attain the objectives set forth in Chapter XII of the Charter. The Administration had shown imagination, boldness and perseverance in dealing with the technical prob-

lem of communications and the political problems raised when the social consciousness of the people was roused so that they might enjoy the progress and well-being which was their due. The annual report and the information supplied by the High Commissioner clearly brought out the scope and success of the measures that had been taken.

21. His delegation had followed with interest the discussion concerning the land claims of the inhabitants of Kwajalein Atoll. The presence of the petitioners had made it possible to gather valuable information on the nature of the claims asserted, the positions of the Administration and the petitioners, and the course that should be followed to reach a satisfactory solution. The Standing Committee on Petitions was seized of the matter, and its conclusions should be awaited. However, his delegation was pleased that neither of the two parties seemed to oppose the idea of seeking a solution by bilateral negotiations which would take into account the views expressed during the discussions. Under the Trusteeship Agreement, it seemed normal for an Administering Authority, within the limits of its general competence, to seek first to solve any dispute coming within the country's domestic jurisdiction by negotiation. It was also plain that, if the negotiations were not successful, the interested parties should resort to other domestic procedures and means of recourse provided by Territorial laws. His delegation would be happy if the decision taken concerning the Kwajalein land was in line with the opinion it had just expressed, thus contributing to the implementation of the fundamental principles of the Charter.

22. Mr. KIANG (China) said that the fact that the islands comprising the Trust Territory were scattered over an area as large as that of the United States of America, coupled with the cultural and linguistic diversity of the Micronesians, constituted a serious obstacle to the rapid transformation of all the islands into one political and economic unit. With that in mind, his delegation had been extremely interested to learn that the Territory would have its own elected legislative body within five years. The establishment of the Hold-Over Sub-Committee on Social Affairs was a further step forward in that the Micronesian leaders, in their travels from one district to another, would acquire a better understanding of their common social problems, which would help to arouse a Territorial consciousness. His delegation had been glad to learn that sub-committees on economic and political affairs would probably be set up. He agreed with the New Zealand representative that political viability would be meaningless without economic viability.

23. The Administration should be commended for having pressed forward with the implementation of a programme for the gradual replacement of American personnel by Micronesian personnel. To ensure the success of that programme it would perhaps be advisable to lay greater emphasis on the technical training of Micronesians but the steps which were now being taken to enable them to acquire basic and specialized training were noteworthy.

24. The disastrous typhoons of 1957 and 1958 had led the Administration to undertake a programme for the restoration of the coconut plantations which would place the economy of the Territory on a more solid foundation. It was encouraging to note also that the fisheries project in Palau District had yielded excellent

results. It was to be hoped that similar projects would be started in other districts, such as Ponape and Truk, and that the fisheries industry would be developed throughout the Territory.

25. He was glad to note that the agricultural extension programme had been expanded, with particular emphasis on the training of Micronesian experts, and that courses in cacao development, copra processing and animal husbandry were planned. He hoped that an agricultural training centre would be established shortly, since the new building of the Pacific Islands Central School was in the immediate vicinity of a large agricultural station. He noted with satisfaction that the comprehensive survey of the economic potentialities of the Territory recommended by the 1959 Visiting Mission was to be carried out. A better knowledge of its potentialities, together with sound planning, would enable the Territory to make real progress in the economic field.

26. He noted, with reference to Executive Order No. 71 concerning land in the lagoons lying below the high-water mark, which had been the subject of a complaint by the hereditary House of Iroij, that the 1959 Visiting Mission had drawn the attention of the High Commissioner to the question and that the Administering Authority had promulgated a new Executive Order, No. 81, which provided adequate recognition and guarantees of traditional rights and met the views of delegations from six of the districts in the Territory. He hoped that the petitioner Mr. Kabua would help the people to understand that they must modify their attitude towards their traditional rights and privileges for the benefit of the community as a whole.

27. His delegation was glad to note that the Administration's general objectives in the educational field had been achieved. Henceforth increasing attention would have to be paid to secondary education, and it was to be hoped that an increasing number of students would be able to take advantage of the scholarships generously offered by the Administration for study abroad.

28. The Council had listened with close attention to the statements of the petitioners on the subject of the land claims; it was now proper for the Council to await the recommendation of the Standing Committee on Petitions on the question. He had been somewhat perturbed by the discourteous remarks the petitioners had made about the Administering Authority, which in his delegation's view was carrying out its responsibilities with selflessness and the best of intentions.

29. Mr. RIFAI (United Arab Republic) observed that the Territory's progress in the political field was undoubtedly slow. The task of leading such a Territory to statehood, either as a self-governing or as an independent State, was indeed formidable, but the United Nations and the Administering Authority had accepted that task. The efforts which were being made, however, were not commensurate at the present time with the exigencies of the modern world, for the dependent peoples were no longer prepared to accept the long and painful evolution through which others had had to pass before achieving self-government or independence.

30. After fifteen years of trusteeship, it would not be premature to entrust legislative responsibilities to the district councils. He did not agree with the High Commissioner that the people could not draw up laws so long as others had to bear the expense their decisions

entailed. The Territory would continue to need financial assistance for many years and if it had to wait until it was in a position to assume full responsibility for its finances it would not be granted legislative responsibilities for a long time.

31. His delegation was glad to see the progress which had been made in the chartering of municipalities and the efforts made to create a Territory-wide political consciousness through the Inter-District Advisory Committee. It was to be hoped that within five years the Territory would have a Territorial council elected by the population. Territorial elections would help to strengthen political unity.

32. He felt, too, that the transfer of the administrative headquarters to a site within the Territory would further strengthen the bonds uniting the Micronesians. He hoped that the Administering Authority would take the necessary steps to that end without delay.

33. It was also important that the Administering Authority should bring the division of the Mariana Islands to an end, in accordance with the views of the 1959 Visiting Mission, and reunite the Island of Rota with the Saipan District, as the people desired.

34. He commended the Administering Authority for training more and more Micronesians for the civil service and placing qualified members of the indigenous population in responsible positions.

35. In the economic field, the position did not appear to be very encouraging. The economic life of the Territory was still based primarily on subsistence agriculture and fishing, with cash income coming almost entirely from the sale of copra and trochus and from government employment, and the situation had not varied much in the last ten years. In his delegation's view that state of affairs was due to a lack of capital. As the subsidies were used almost entirely for the maintenance of the communications network and the salaries of civil servants, only an insignificant fraction remained for economic development. The Administration's avowed policy was to enable the Territory to attain the maximum possible degree of self-sufficiency. As the financial assistance granted to the Territory did not appear to be adequate for the attainment of that goal, his delegation urged the Administering Authority to increase the subsidies, so that larger sums could be allocated to economic development. He was glad to learn that the broad outlines of the proposed economic survey had been decided. He hoped that the Administering Authority would make use of the results of the study for the formulation of a long-term and a short-term development programme. The Administration should also take steps to make the transport system more adequate for the needs of the population.

36. In the social field, his delegation wished to associate itself with the observations of WHO regarding public health in the Territory (T/1521). While he did not underestimate the progress achieved, he felt that much remained to be done in that field, particularly in the construction and equipment of hospitals.

37. The Administering Authority's efforts in the field of education were also deserving of praise, although there, too, much remained to be done and the task was of particular importance inasmuch as educational advancement was the key to political advancement.

38. With regard to the war damage claims, he regretted that a settlement had not yet been arrived at

with the Japanese Government on the matter. The Administering Authority should undertake negotiations with a view to reaching a just settlement.

39. As far as the question of compensation for expropriated land was concerned, he hoped that a more sustained effort would produce results. Three conditions, however, would have to be fulfilled: first of all, the Administering Authority must recognize unequivocally that land in the Marshall Islands possessed a special value deriving from traditional concepts which transcended material considerations; secondly, in addition to determining a just price for the land, the feasibility of yearly rentals should be examined if the land at present held by the Administration was capable of being brought under cultivation again eventually; thirdly, the petitioners and the population in general must realize that the amount of compensation would be determined in accordance with certain principles which, while taking account of their special circumstances, would not be based solely on what the inhabitants regarded as equitable.

40. Mr. RASGOTRA (India) noted with satisfaction the progress achieved in primary education in the Trust Territory, where, although not compulsory, it appeared to be more or less universal and, on the whole, free. On the other hand, the number of secondary schools was still very small and he would like to suggest once again that the Administering Authority should endeavour to increase secondary school enrolment to at least 10 per cent of primary school enrolment in the next two or three years. While he was glad to note the improved curriculum at the Pacific Islands Central School, which now offered vocational and agricultural training, he felt that handicrafts training, too, should be introduced in all secondary schools in the Territory. He reiterated the suggestion his delegation had made at the Council's twenty-second session (902nd meeting) for the establishment of an educational commission consisting of an equal number of representatives of the Administration and of the people—the latter preferably to be chosen from among the elected members of the district congresses or of the Inter-District Advisory Committee—which would make recommendations for the development of intermediate, secondary, technical and vocational education. Such a commission could also recommend positive steps to develop the cultural life of the Micronesians.

41. With regard to the economic development of the Territory, while there was little possibility of establishing heavy industry, there was nothing to prevent the introduction of other industries, such as those based on copra. The establishment of a fishing industry represented a beginning which should be encouraged, so that the Territory would no longer have to import canned fish. A fish-processing and fish-canning industry should be founded, not only for local consumption but possibly for export purposes as well. It was essential that available fishing reserves should be explored and the inhabitants trained in the use of modern techniques and equipment for deep-sea fishing. Consideration should also be given to the building of canning factories with a view to the export of fruit, such as pineapple.

42. Although copra production had made a recovery and coconut trees had been replanted after the 1958 typhoon, the Territory, situated as it was in the path of typhoons, was in danger of suffering more such economic disasters; hence the importance of diversifying agricultural production. The inflationary trend

and the rising cost of living were disquieting. He recommended that a copra marketing board should be set up to take over the marketing of copra for the entire Territory.

43. In view of the great importance of inter-island transport, he welcomed the entry into operation of several ships which were especially adapted to local needs. The establishment of a communications commission consisting of an equal number of representatives of the Administration and of the people would be helpful in assessing the Territory's long-term needs in that regard and in endeavouring to meet them.

44. His delegation hoped that the proposed survey of the Territory's resources and needs for the purpose of formulating a comprehensive plan of economic development would be carried out shortly and that the Administering Authority would ascertain the wishes of the Inter-District Advisory Committee with regard to economic planning and would associate the Committee's members with its activities in planning and development.

45. With regard to the acquisition of land by the Administering Authority for naval installations or for other purposes, he pointed out that, in the Territory's tiny islands and atolls, every plot of cultivable land was of immeasurable value. Hence, if the islanders, for whom the possession of land had a spiritual significance, had to be deprived of their land for reasons of public policy, it should be done with their consent and they should be given appropriate compensation and alternative employment.

46. His delegation agreed with the Bolivian representative that the legal basis of expropriation should be carefully examined; it hoped that the Administering Authority would furnish relevant information in that connexion in its next annual report. The Marshall Islanders were dissatisfied with the compensation offered them by the Administering Authority; no section of the population should be given reason to feel that the Administering Authority was disregarding its obligation, assumed under article 6 of the Trusteeship Agreement, to protect the inhabitants against the loss of their lands and resources. His delegation hoped that a settlement could soon be reached through negotiations between the parties concerned. Unlike the United Kingdom representative, who had expressed the view that the inhabitants could take their claims to court and that the matter was not one for the Trusteeship Council, he felt that the Council should seek to remove the people's grievances by making suitable recommendations to the Administering Authority. Since the concept of trusteeship was based above all on concern for the interests of the inhabitants, the Administering Authority should see that its actions did not impair the former's confidence in it.

47. With regard to political progress in the Territory, which according to the petitioners had been slow, his delegation commended to the attention of the High Commissioner and the United States delegation the seven steps which the petitioners had suggested (1062nd and 1063rd meetings) for the purpose of expediting the attainment of self-government or independence by the Territory: namely, the conferment of legislative powers on district congresses in respect of local questions; the appointment of qualified legislative advisers to assist and advise the district congresses in technical and procedural matters and on political development; the rapid development of the transport and communi-

cations system; the transfer of greater responsibility to district congresses; the granting of more scholarships to the Territory's inhabitants for advanced study abroad; the allocation of larger funds for the development of local industries; and finally the transfer of the capital to a place within the Territory. His delegation attached special importance to the last point, for it feared that, if the headquarters of the Territorial Administration remained outside the Territory, serious political questions might arise when the Territory was called upon to assume the task of administering itself.

48. With regard to the integration of the Saipan District with Guam, which was apparently sought by both sides, he found it difficult to contemplate the secession of part of a Trust Territory and its merger with a dependent territory. That was a further reason for transferring the Administration's headquarters from Guam to a place within the Territory itself and for bringing the entire Territory, including the Saipan District, under a single civilian administration.

49. Since the Territory seemed to be experiencing an increasing political awakening, it would seem desirable for the visiting missions to spend more time there. In the past such missions had been required to visit four Territories and had not been able to study conditions in detail because they had been handicapped by limited time and inadequate transport facilities. In view of the fact that the Council would no longer be required to send a mission to West Africa, he suggested that it might consider sending a separate mission to the Trust Territory of the Pacific Islands early in 1961.

50. The programme of chartering municipalities was a source of satisfaction to his delegation, which hoped that the programme would not be slowed down in the coming years, as the High Commissioner feared would be the case. The Inter-District Advisory Committee was developing along the right lines; his delegation hoped that it would meet at least three times during the current year and suggested that the Administering Authority should confer upon it certain limited legislative powers, perhaps in the social field. He hoped that the High Commissioner would seek the advice of the Advisory Committee's Hold-Over Sub-Committee more and more and that the latter would be encouraged to give attention not only to social affairs but also to the economic and political affairs of the Territory.

51. With regard to increasing the number of Micronesians in the Territory's administrative cadres, he drew attention to the provisions of General Assembly resolution 1412 (XIV), which dealt with the training of such cadres in Trust Territories. It appeared from the report (T/1519) submitted by the Secretary-General to the Trusteeship Council in accordance with that resolution that the Administering Authority had used the facilities offered by the United Nations for training in administration only in respect of four indigenous persons, in 1953, 1955 and 1958. While noting the replacement of some Americans by qualified Micronesians, he considered that the transfer of responsibility had been slow. He thought that all posts of district administrator and assistant district administrator should be occupied by Micronesians within three to four years. Although the Council could be satisfied with the advanced training given in certain sectors, it was to be regretted that there was no training of administrators. Lastly, he expressed the hope that a civil service commission would be appointed in the

Territory without delay, to regulate the recruitment and advancement of civil service personnel and the development of a body of competent indigenous civil servants.

52. Mr. SALAMANCA (Bolivia) realized that it was a difficult task to administer, to educate, and to promote political unity in, a Territory consisting of sixty-four islands separated by great distances and by very substantial ethnic and psychological differences, and limited in resources. The Bolivian delegation congratulated the Administering Authority on the efforts it was making in all spheres. Much remained to be done, and serious doubts could be entertained as to the political and economic viability of the seven districts making up the Territory. Once contact had been established with civilization, the evolutionary process could not be stopped, but the peoples of the islands, who had perhaps been satisfied with their previous way of life, were finding it difficult to adapt themselves to the dynamism of the present age. One of the petitioners had told him, in reply to a question from him, that during the past sixteen years exchanges among the peoples of the different islands had increased, and that as a result their feeling of unity had grown.

53. The United Nations had obligations towards those peoples. It ought, for example, to concern itself with the reparation of the damage suffered by the inhabitants during the Second World War. Together with the Administering Authority, it should urge the Japanese Government to indemnify the people for that damage as soon as possible.

54. The question of the Territory's capital was a delicate one; but he believed that the capital should be a place where political development could create a common destiny for the inhabitants of all the islands. If the national consciousness of the Micronesians were to awaken, it would seem necessary to establish the capital within the Territory itself, and the decision to do so should be taken technically by the Administering Authority.

55. With regard to the question of compensation for expropriation, he explained that in raising it he had wanted to obtain legal definition of the Administering Authority's competence in the matter of expropriation, since he had been unable to find one in the annual report. He hoped that before the end of the discussion the special representative or the representative of the United States would be able to give some information on the matter. It was important, both for the Administering Authority and for the people under its administration, that the position should be clearly determined by a law.

Mr. Nucker, special representative of the Administering Authority for the Trust Territory of the Pacific Islands, withdrew.

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority for the year 1959 (T/1512, T/L.966)

[Agenda item 3 (h)]

OPENING STATEMENTS

56. Mr. SHANAHAN (New Zealand) said that the recommendations made by the Council at its twenty-fourth session, after its examination of the report of the United Nations Visiting Mission to the Trust Territory

of Western Samoa, 1959, had been a valuable guide to the New Zealand Government. The year 1959 had undoubtedly been one of the most significant in the history of Western Samoa. The Territory had reached the threshold of independence in an atmosphere of steady though unobtrusive progress. That was a process which bore witness to the sense of responsibility and the growing maturity of the leaders of the Samoan people. The course of events in the Territory since the inauguration of cabinet government on 1 October 1959 had shown that the Samoans were capable of assuming the responsibilities of self-government. The advancement of the date of formation of the Government, under a Samoan Prime Minister, had been designed to allow the Samoans a longer period of self-government before the end of the trusteeship. The new Executive had shown itself ready to tackle the economic and social problems of government; it had also displayed a conscientious approach to the greater responsibilities it would have to assume after the attainment, now approaching, of the Territory's independence.

57. The Working Committee on Self-Government had in January 1960 begun in the Territory to prepare a draft Constitution to serve as a basis for discussion at the Constitutional Convention to be held in July or August 1960. The preliminary draft would probably be completed by the end of May 1960. In its deliberations the Working Committee had taken account of the opinions of the 1959 Visiting Mission and the recommendations of the Trusteeship Council. The special representative would describe the recommendations made by the Working Committee with regard to such matters as the protection of human rights, the matter of filling the office of the future Head of State, and Samoan titles and land rights.

58. In 1959, in accordance with the recommendations of the Visiting Mission and the relevant resolutions of the Trusteeship Council, the Legislative Assembly had adopted a Citizenship of Western Samoa Ordinance which provided that all the inhabitants of the Territory automatically became citizens of Western Samoa if they were born in the Territory, or might, in other circumstances, opt for such citizenship. Persons entitled to choose their future citizenship had until July to make a decision; since the draft Constitution would have been made public before that date, they would be able to make their choice in full knowledge of the probable future form of the Samoan State. In conformity with its previous undertaking, the New Zealand Government was giving sympathetic consideration to the cases of those persons who did not wish to take up Samoan citizenship and who desired to emigrate to new Zealand. Cases of that kind were, however, very few.

59. With regard to the educational needs of Western Samoa during the first years after its attainment of independence—a subject on which the Council had adopted resolutions at its twenty-fourth session—he confirmed the statement made by the Prime Minister of New Zealand in the Fourth Committee (935th meeting) during the General Assembly's fourteenth session. The New Zealand Government had decided to assist in the execution of various projects, including the construction of student hostels at Samoa College, the provision of additional teachers, a further extension of the existing scholarship scheme for education and "in-service" training in New Zealand, the development of technical education and trade training, the publication of school books and the provision of housing for New Zealand teachers seconded to the Territory. At the present

time, 107 Samoans were studying in New Zealand under the programme of educational assistance financed by the New Zealand Government. The special representative would give a more detailed analysis of those projects, the main features of which were described on page 100 of the annual report of the Administering Authority.^{2/} A sum of £80,000 had been approved by the New Zealand Government as a first annual contribution to the special programme which, it was envisaged, would last five years, Corresponding grants would be considered in the ensuing years.

60. With regard to the training of Samoans to occupy senior positions in the Administration, a question whose importance the Council had stressed at its twenty-fourth session (A/4100, p.115), a first contingent of fifteen Samoans had arrived in New Zealand in January 1960 to take a course arranged by the Public Service Commission. The course would be followed by a minimum of six months' training in appropriate government departments.

61. The Administering Authority had also, in co-operation with the Territorial Government, taken measures to ensure that, in the period of rapid constitutional change which was to follow, the Samoan people as a whole would have every opportunity of understanding and freely discussing the new framework of autonomy which was in preparation. To that end, the New Zealand Government had in 1959 agreed to pay half the cost of a Publicity Division which was to keep the Samoan people informed of current political and institutional changes.

62. The Administering Authority had continued to help the Territory in other ways, e.g., by the supply of technical and administrative assistance. It was willing to continue to provide that assistance after the Territory had become independent, on a basis which acknowledged the full equality and independent status of Western Samoa.

63. It was likely, nevertheless, that the new State would seek assistance in the international sphere. The Territorial Government had already received valuable aid from some of the specialized agencies. WHO, for instance, had co-operated in measures for the control of yaws, and in 1960 was assisting in an anti-tuberculosis campaign. The South Pacific Commission had also given useful help for a number of years. The United Nations should give consideration to the needs of this young and developing country when it drew up its programmes of international aid.

64. In that connexion he recalled the special consideration given by the Economic and Social Council to the Secretary-General's observations regarding the needs of newly independent States. It was probable that the Secretary-General's report, which the Economic and Social Council would consider at its thirtieth session and in which it was expected that the emphasis would be placed upon the needs of new African States, would also recognize the particular requirements of newly independent territories in other parts of the world, such as Western Samoa.

65. The Territory's economy was at present very prosperous, and exports had reached a record figure in 1959. The need remained, however, for the diversification of an economy heavily dependent on a narrow range of primary products. Since the transfer of political power, Samoa's leaders seemed to have become aware of that need and the necessity to plan for the future. The Samoan Government appreciated the benefits to be derived from planned agricultural development, and from measures—such as the improvement of communications, water supplies, and so forth—designed to increase the Territory's economic efficiency.

66. Although industrialization of the Territory could not be rapid, the local industry producing the cases needed for the export of bananas had been so expanded that it was now meeting a large part of the exporters' requirements at much reduced costs. Moreover, an airline operated and wholly owned by a Samoan company was providing a regular service between Western and American Samoa.

67. He recalled the time-table of measures proposed by the New Zealand Government for the Territory's progress towards self-government, which the 1959 Visiting Mission had reproduced in paragraph 174 of its report (T/1449) and which the Trusteeship Council had subsequently endorsed in broad outline (A/4100, p.129). The three major steps scheduled for 1959 had been completed. By a unanimous vote the New Zealand Parliament had adopted the Samoa Amendment Act 1959; the Western Samoan Legislative Assembly had also passed the very important Citizenship of Western Samoa Ordinance; and on 1 October 1959 cabinet government had been introduced in the Territory.

68. Of the four steps outlined for 1960, two must be matters for internal arrangement in the Territory, but the other two required the assistance and co-operation of the United Nations. The Administering Authority had acceded to the request of the Samoan leaders that the Constitutional Convention should precede the elections for the Legislative Assembly and that it should be held in July or August if the drafting of the Constitution had been completed in good time. The Working Committee had recommended that the delegates to that Convention should be the "Fautua", the present members of the Legislative Assembly, three additional representatives from each Samoan constituency and ten additional representatives of the European community, together with one extra person selected according to his position in the traditional Samoan hierarchy. All those delegates would be citizens of Western Samoa, and the additional Samoan and European delegates would be elected in the same way as the members of the Assembly. The "Fautua" would be joint Chairman of the Convention, and the Prime Minister the Deputy Chairman.

69. The normal triennial elections would follow the Convention, probably in October or November. The people of Western Samoa would then elect the representatives who would lead them to independence.

70. The plebiscite based on universal suffrage was scheduled to take place in May 1961; in it, all adult Samoans would have the opportunity of recording their views on the Constitution and future status of the Territory. They would at the same time, in accordance with the request of their leaders, be able to express their opinion on the Treaty of Friendship suggested by the Samoan leaders themselves, which would be a document stating the relationships between an independent Samoa and New Zealand. The 1959 Visiting Mis-

^{2/} Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the Calendar Year 1959 (Wellington, R. E. Owen, Government Printer, 1960). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1512).

sion had quoted in paragraph 155 of its report the resolution adopted on that matter by the "Fautua" and the members of the Legislative Assembly, and the Council had considered that a plebiscite along those lines would be an appropriate way of ascertaining the freely expressed wishes of the people (A/4100, p. 129).

71. The Administering Authority, wishing to give effect to the freely expressed wishes of the Samoans and with no desire to impose anything on them, had agreed to the conclusion of a treaty only after the Territory had attained its independence, so that the two parties could negotiate on the basis of full equality.

72. At its twenty-fourth session, the Council had considered that the exact form of the questions to be put in the plebiscite should be considered by the General Assembly at an appropriate time. It seemed that the time had come for the General Assembly at its next session to consider the action to be taken in the matter of the plebiscite. The constitution should then be ready and, although it was not certain that a final draft Treaty of Friendship would be prepared before the Assembly's next session, it should be possible to provide for the Assembly a paper based on the discussions between the representatives of the Samoan and the New Zealand Governments, which would indicate the main points of agreement concerning the future relations between the two countries.

73. He therefore formally requested the Trusteeship Council to recommend that the item "Future of Western Samoa" be placed on the agenda of the General Assembly's fifteenth session.

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

74. Mr. McEWEN (Special Representative) said that there had been many important developments in the Territory in 1959; it was, however, in the constitutional field that the outstanding events had occurred. Changes in the structure of government—in particular, the institution of responsible cabinet government—had been such that the role of New Zealand was now almost solely that of guide and adviser. The first important step had been the resignation of the members of the old Executive Council at the end of September 1959. The Legislative Assembly had nominated three candidates for appointment as Prime Minister; Mr. Fiame Mata'afa had been elected at the second ballot and had then formed his Cabinet. The new Prime Minister had been one of the Samoans in the New Zealand delegation at the Trusteeship Council's twenty-second session. On 1 October 1959 the Prime Minister and the members of his Cabinet had been sworn in. The appointment of Mr. Mata'afa seemed to have dispelled any feeling of uncertainty among the European and the part-Samoan populations. The statement issued by the Council of State to the effect that there would be no deprivation of rights to property held by any section of the community when self-government was attained, and the fact that Mr. Mata'afa had chosen a Cabinet representing all shades of opinion, had also helped to remove any vestige of tension. The Cabinet included two Parliamentary members elected by the Europeans, although the law only provided for a minimum of one. The Cabinet had so far worked extremely well.

75. It was interesting to follow the development of relations between the Council of State and the Cabinet.

The Samoa Amendment Act 1959 prescribed that the Council of State could review Cabinet decisions and refer them back for further consideration. The purpose of that procedure was to combine the speedy establishment of cabinet government with the advantages to be obtained by the Government in drawing on the experience of the "Fautua". It was a somewhat complicated formula, but in practice it had worked very simply. The "Fautua" and the High Commissioner had been kept in touch with affairs and their advice had been available when required, with responsibility for the initiation and execution of policy placed firmly on the Cabinet. The Council of State had exercised its right to have Cabinet decisions discussed in the full Executive Council on only two occasions, and each time an amicable outcome had resulted. The "Fautua" and the Cabinet had adapted themselves well to their respective roles.

76. At the beginning of April 1960, the Legislative Assembly had held its first sitting since the introduction of cabinet government and for the first time an elected member had presented the budget for the current year. The Financial Secretary was now simply a public servant. There were signs that the Cabinet would find it easier to gain the support of the Assembly than the old Executive Council had done, and that the Assembly would transact its business more expeditiously than in the past.

77. Great progress had also been made in the drafting of the future Constitution. Since January 1960 the Samoan Constitutional Working Committee had been discussing all aspects of the Constitution and had made a number of important recommendations, which were not final decisions but would be considered by the Constitutional Convention. It had been assisted by the constitutional adviser to the Samoan Government and by a New Zealand constitutional adviser. Very useful work had been done and enough progress had been achieved to make it possible for a preliminary draft, dealing with the most important questions, to be submitted to the Convention in July or August. One of its recommendations was that the fundamental rights set out in the Declaration of Human Rights should be incorporated in the Samoan Constitution; persons suffering from an infringement of any of those rights would have access to the Supreme Court of Samoa, which would have power to ensure that those rights were respected.

78. The Working Committee had suggested that on the death of one or other of the "Fautua", the office of the Head of State would be held by one person only. It would therefore devolve upon the surviving "Fautua", and at his death it would be held by a person elected by the Assembly for a term of five years. In the case of the absence or incapacity of the Head of State, or a vacancy in that office, the powers would be exercised by a Council of Deputies, comprising the senior Samoan judicial officer, the Speaker of the Legislative Assembly and a third member appointed by the Prime Minister.

79. The Committee had also recommended that provision should be made in the Constitution for a Supreme Court and courts of subordinate jurisdiction, and for a Court of Appeal, whose Bench, for the time being, would have to consist of judges trained abroad. At the request of the Samoan Government the New Zealand Government had undertaken to make available the services of judicial officers. It was proposed that

a Judicial Service Commission should be setup to advise on the appointment, promotion and transfer of judicial officers.

80. A most important recommendation of the Committee was to the effect that any citizen of Western Samoa who was related to a family possessing rights to customary land should be eligible to bear the "matai" title and to hold the "pule" (control) over such land. Such a measure would go far towards removing the present legal distinctions between a person of Samoan status and a person of European status, since at present a person who was less than half Samoan was barred from holding that title or any interest in customary land.

81. A great deal of new legislation and much revision of existing legislation would be required in Samoa before the final attainment of self-government. A legal officer in the New Zealand Department of Island Territories had made a complete compilation of the ordinances and regulations enacted in Samoa since 1921 and this should be of considerable assistance in the revision of legislation. An important provision of the Samoa Amendment Act 1959 had the effect of transferring to Samoans the control of the Samoan public service. In future a public service commission of not more than three persons would be appointed by the Council of State on the advice of the Executive Council. At the request of the Samoan Government, a member of the New Zealand Public Service Commission had gone to Samoa in August 1959 to serve as Chairman of a tribunal set up to revise the salary scales of the Samoan public service; the tribunal's recommendations had been adopted by the Samoan Government.

82. With regard to the Territory's economic situation, it was gratifying to note that there had been a tangible improvement compared to the two previous years as a result of increased output and higher export prices. A shipment of 170 tons of cocoa shells, valued at £8,816, should be added to the figures given in appendix VII (b) to the annual report. The revised figures also showed that the value of copra exports had been overstated in the report, while the quantity and value of banana exports had been understated. The total value of the three main exports had been £3,258,800, a figure far above those for the two previous years. Cocoa production had set a record, but the situation with regard to copra and bananas had been equally good. In spite of that improvement, it was still vitally important to develop the country's resources so as to cater for the needs of the rapidly increasing population. It was noteworthy that expenditure on capital works had been the highest on record: of the £438,200 voted by the Legislative Assembly for new works, £404,802 had been actually spent. Of that sum, £67,464 had been spent on water supplies and £139,214 on new roads and bridges. It was hoped that those roads would make possible the cultivation of large areas of land hitherto hardly utilized. The Samoan Department of Agriculture was proceeding with its crop diversification programme, and although coffee exports had been of little importance in the past, they would probably be playing an increasingly important role in the future. The Bank of Western Samoa, with a capital of £100,000, had been established on 1 April 1959, and the increase in deposits from £330,000 at the end of 1958 to £862,000 at the end of 1959, gave a very clear indication of the people's confidence.

83. As regards social services, the Inspector-General of the South Pacific Health Services had paid two visits to Samoa to examine the public health services and to report to the Samoan Government on methods of improving them. For a short time the Territory's health services had suffered an acute shortage of medical officers, but the medical staff was now back to normal. The WHO yaws campaign had been completed in 1959; it had yielded very satisfactory results, and a tuberculosis campaign, also under WHO auspices, was being undertaken in 1960. Three applications for fellowships had been made to WHO: two to enable Samoans to attend the Suva Medical School and one to study eye surgery in New Zealand. WHO had intimated that some fellowships would be granted if its 1961 budget allowed it. A New Zealand eye specialist had visited the Territory in 1959 and had generously undertaken eye surgery free of charge and had given some instruction in modern techniques there. The allocations for public health services in 1959 had amounted to £225,760.

84. With regard to education, some parts of the New Zealand Government's assistance scheme referred to in the annual report had been set afoot. At the end of 1959, eighty-four Samoans had been receiving educational training in New Zealand; this year they numbered 114, including seven holders of Samoan Government scholarships. Twenty-three New Zealand assisted Samoans were at secondary schools, twenty-three others were at university, twelve were studying at teachers' training colleges, nine were training in nursing and physiotherapy, one was studying in library work and two were training as auditors. Twenty-two Samoan youths were training as apprentices in various trades. The seven Government scholars included four printing trainees, one law student, one engineer and one police officer.

85. There were also eight Samoans attending the Central Medical School at Suva, Fiji, and one was doing nursing there. A Samoan student was studying for a Ph.D. in London on a University of New Zealand scholarship and four others had completed their studies in the United States on United States Government scholarships. In 1960 the United States State Department had awarded two scholarships to Samoans to study aspects of tropical agriculture, and a Samoan nurse would be receiving an Indian Government fellowship for post-graduate study in India. Lastly, the Australian Government had awarded two scholarships, one to an agricultural college in 1960, and the other for veterinary studies in 1961.

86. The programme of training Samoan public servants in New Zealand deserved particular attention: fifteen senior public servants were at present undergoing a three-months concentrated training course in New Zealand. It was hoped that the course would enable some of them to fill more senior posts. It was interesting to note in that connexion that the newly-appointed Director of Health was a Samoan. Eleven departments or divisions of departments were now headed by Samoan officers. The decision as to what form the educational assistance offered by New Zealand should take rested with the Samoan Government; New Zealand had intimated that additional teachers would be placed at the disposal of the Territory.

87. In 1959 notable progress had been accomplished in education in Samoa: the total number of pupils in

schools of all categories had risen from 23,543 to 25,881. The number of students at the Teachers' Training College at Apia was 121 in 1959, but the intake of new students was 140 in 1960. Samoa, a small

but virile country, was making a praiseworthy effort to prepare itself for full self-government.

The meeting rose at 6 p.m.