



TRUSTEESHIP COUNCIL
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OFFICIAL RECORDS

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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, 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: 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. GERIG (United States of America) said that his delegation wished to thank the members of the Council for the many constructive comments and suggestions they had presented during the examination of conditions in the Trust Territory of the Pacific Islands and to assure them that the Administering Authority would bear those remarks in mind as it continued to deal with the problems of the Territory.

2. His delegation was particularly pleased that, with one exception, all the members of the Council had found something good to say about the way the Administering Authority had carried out its duties during the past year. That appreciation encouraged the Administering Authority to intensify its sincere efforts to solve the many problems of the Territory and to promote the best interests of the inhabitants.

3. Mr. NUCKER (Special Representative) said that the Administering Authority agreed with those members of the Council who had called for greater emphasis on increasing the opportunities for secondary education; the present educational programme was designed to meet that need.

4. The Administering Authority appreciated the comments of the World Health Organization on the Territory's health programme (T/1521) and would give them careful study.

5. Convinced as it was that the Territory could not achieve effective self-government or independence until it became more economically self-sufficient, the Administering Authority was earnestly endeavouring to build up the economy. The proposed economic survey could be expected to explore thoroughly such possibilities as promoting the export of pineapples, fish and other products, as suggested by members of the Council. In the meantime, economic progress was being made. Continuing attention was being given, *inter alia*, to the production of copra, which, despite the setback suffered as a result of the typhoons of 1957 and 1958, was expected to advance beyond pre-war levels. Steps had been taken to improve water transport facilities, which were a key element in the development of the economy.

6. Nevertheless, even if political development could be divorced from economic development, it would be some years before the Territory was ready for self-government or independence—either of which was acceptable to the United States as a political goal. In the United States view, sound government required the existence of independent executive, legislative and judicial branches. In an area like the Trust Territory, it was logical to place initial emphasis on development of the legislative branch so that the executive branch would have a means of ascertaining the wishes of the people. Notable progress had already been made in the establishment of district congresses and of the forerunner of a Territorial council. The district congresses could not, however, be given absolute legislative powers, firstly because the hereditary chiefs in some of the traditional island societies might make use of such powers to preserve their preferred status and block democratic changes, and secondly because a legislative body would tend to destroy the checks and balances essential to a three-branch government if it were given complete authority before the executive and judicial branches had been developed sufficiently.

7. Notable progress had been made in the development of the executive branch; Micronesians were now serving at almost all levels of district government. With regard to the judicial branch, he had been disturbed at the assertion of the petitioners that they lacked confidence in the Trust Territory High Court; the latter consisted of an American Chief Justice and Associate Justice, in whose impartiality he had complete faith. Regular judicial conferences were held in the Territory for the purpose of improving court procedure and there were special training courses for public defenders and trial assistants. It was hoped to develop all three branches of the Territorial government as rapidly as possible to the point where they could operate effectively as a Micronesian Government.

8. Replying to a point that had been raised during the discussion, he stated that the legal basis and procedure for the condemnation of land for public purposes were laid down in a Trust Territory law. Since it had been possible until recently to reach mutually acceptable settlements with landowners, there had been no provision for legal procedures in the absence of agreement; when it had become necessary, however, that gap had been filled by the promulgation of a condemnation statute.

9. No decision had yet been reached regarding the integration of the Island of Rota with the Saipan District, although the matter had been under close study; if it appeared that the administration of the Saipan District could not be transferred from the Department of the Navy at an early date, consideration would be given to the request made by the people of Rota to the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959, to the effect that their island should become a part of the Saipan District.

10. The Administration would carefully examine the statements made by the petitioners. In particular, it would look into the assertion that the Marshallese on Ebeye were living in poverty and want—an assertion he found difficult to believe inasmuch as he had visited the island only two months earlier. With regard to the rental payments for expropriated land which the petitioners had proposed, it was the Administration's position that any such payments must be based on the true value of the land at the time of acquisition, plus normal interest, rather than on a supposed schedule of copra production which in fact could not be found anywhere in the Trust Territory. The payment of a lump sum which the recipient could invest in a profitable manner was, in any event, a far more realistic approach to the problem.

APPOINTMENT OF THE DRAFTING COMMITTEE ON THE TRUST TERRITORY OF THE PACIFIC ISLANDS

11. The PRESIDENT said that if there were no objections the Drafting Committee on the Trust Territory of the Pacific Islands would be composed of the representatives of Bolivia, Burma, New Zealand and the United Kingdom.

It was so decided.

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) (continued)

[Agenda item 3 (h)]

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.

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE REPRESENTATIVE AND SPECIAL REPRESENTATIVE OF THE ADMINISTERING AUTHORITY (continued)

Political advancement (concluded)

12. Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that some of the measures envisaged in the time-table for independence which the Administering Authority had presented to the United Nations Visiting Mission to the Trust Territory of Western Samoa, 1959, had been carried out ahead of schedule and that the Constitutional Convention was now to be convened in July or August 1960 rather than later in the year. That being so, he wondered whether it might be possible to advance the date of Western Samoa's attainment of independence from 31 December 1961 to some earlier date, for instance 1 July 1961.

13. Mr. EDMONDS (New Zealand) replied that, as a result of the earlier date of the Constitutional Convention, the elections, which had been scheduled for September 1960, would probably not be held until October or November so that developments by the end of 1960 were not likely to be much ahead of schedule. The plebiscite would be held in May 1961; the Trusteeship Council would discuss the situation in June and July 1961, and various legal questions would have to be settled prior to independence. The date of 31 December was still, therefore, the target date, but the possibility of changing the date should that prove desirable was not excluded.

14. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether the Constitution that was being drafted contained provisions on the right to education, the right to work, the right to leisure, the right to material security in old age, separation of church and State, and separation of church and school.

15. Mr. McEWEN (Special Representative) replied that the question of the right to leisure would probably be covered in an ordinance which was to be debated at the current session of the Samoan Legislative Assembly. The right to work and certain other rights were not at present included in the draft Constitution because they would be difficult to enforce in the courts. The question of social security in old age was one that did not arise in Samoa, where older people were well cared for under the existing social system. The points raised by the Soviet representative would certainly be given careful consideration before the final draft of the Constitution was completed.

16. Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that according to the annual report of the Administering Authority^{1/} verbatim records of the

^{1/} 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).

debates in the Legislative Assembly were prepared in English only and the official language of the courts was English, although Samoan was also used in court proceedings. He asked whether it was planned to recognize Samoan as the official language of the Territory.

17. Mr. McEWEN (Special Representative) said that there had been some discussion of the subject and that the Working Committee at present favoured the use of both English and Samoan in the Legislative Assembly but felt that English should continue to be the official language for the records. There were one or two people in the Assembly who did not speak Samoan, whereas an increasing number of the inhabitants of the Territory spoke both Samoan and English. Another consideration was that no system of shorthand suitable for recording the Samoan language had been devised. Experiments had been made with other forms of recording and that aspect of the problem would doubtless be solved in the future.

18. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked if the special representative could state what the Administering Authority was doing to accelerate the transfer of higher administrative posts from New Zealanders to Samoans.

19. Mr. McEWEN (Special Representative) replied that it should be clearly understood that it was now within the exclusive competence of the Samoan Government to continue the process of replacing New Zealand officials by Samoans. Many senior administrative posts, such as those of Head of the Justice Department, Head of the Post Office, Head of the Radio Department, Head of the Customs Department and Head of the Police Department, were already held by Samoans. He would try to supply a complete list later if the USSR representative so desired.

20. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that he was aware that the Samoan Government was responsible for the appointment of Samoans to the public service and that the purpose of his question had been to ascertain the effectiveness of the assistance given by the Administering Authority in training Samoans to assume major administrative responsibilities. Specifically, he would like to know if the Administering Authority considered that there were now enough trained Samoans to take over all the responsible posts in the Administration or if it thought that Western Samoa would continue to require the services of New Zealand officials. It would be interesting to know, for example, whether the Chairman of the Board of Directors of the Bank of Western Samoa was to be a Samoan.

21. Mr. McEWEN (Special Representative) replied that that post was already occupied by a Samoan.

22. Mr. SHANAHAN (New Zealand) pointed out that, while it was true that the Samoan Government now had exclusive power to fill posts in the Administration, the Samoan Ministers had shown an admirably objective approach to the matter, being concerned primarily to ensure efficiency in the operation of the various departments. The Administering Authority had been urging upon them the need to train Samoans for responsible government posts but had made it clear that it was ready to provide help as long as it was needed. He would like to recall that a special scheme had been initiated under which about fifteen additional Samoans had gone to New Zealand to receive accelerated train-

ing to enable them to take over senior posts in the Administration at an early date.

23. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that although his next question related in part to economic advancement he would like to ask it now, because it had an important bearing on the extent of the sovereignty and independence of the future State. He wished to know why the number of shares in the Bank of Western Samoa held by the Bank of New Zealand was 55 per cent whereas the number held by the Samoan Government was only 45 per cent.

24. Mr. McEWEN (Special Representative) replied that the law under which the Bank was constituted was an ordinance of the Samoan Government itself and that the present arrangement had been made principally because the Government lacked banking experience, whereas the Bank of New Zealand had been operating the Bank of Western Samoa for a number of years. The important thing, however, was that under the provisions of the ordinance the Government of Western Samoa could at any time buy up the shares held by the Bank of New Zealand, a step which it would probably take in due course.

25. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether the list of multilateral and bilateral agreements shown in appendix XXIII to the annual report included all the agreements affecting the Territory or only to those made applicable to it during 1959. He would also like to know whether the ANZUS and SEATO agreements^{2/} applied to Western Samoa.

26. Mr. SHANAHAN (New Zealand) replied that the list included only the agreements which had been made applicable to Western Samoa during 1959. The ANZUS and SEATO agreements did not apply to Western Samoa and there was no intention to apply them to Western Samoa.

27. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that he welcomed that information.

28. He noted the special representative's statement that in accordance with the Working Committee's recommendations any citizen of Western Samoa who was related to a family owning Samoan land would be entitled to become a "matai". He would like to know what would be the effect of that recommendation on the Samoan citizens who now had European status: would it entitle them to become "matai" and to vote as such in elections?

29. Mr. McEWEN (Special Representative) replied that if the recommendation was adopted by the Constitutional Convention it would mean that citizens who had European status and at present voted as Europeans would, if they were related to families owning Samoan land, acquire the right to be chosen by their families to serve as "matai" and presumably to cast their votes on the "matai" electoral roll.

30. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked if that meant that the citizens of European status who were not chosen to become "matai" would lose the voting rights which they now held.

31. Mr. McEWEN (Special Representative) replied that, while the whole question was still under discus-

^{2/} Security Treaty between Australia, New Zealand and the United States of America, signed at San Francisco on 1 September 1951; Southeast Asia Collective Defence Treaty, signed at Manila on 8 September 1954.

sion and no final decision had been taken, there had been no proposal which would deprive anyone of the electoral rights which he now possessed.

32. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked if the Administering Authority did not think that similar voting rights should be given to all Samoan citizens. As matters stood citizens having European status, who were roughly equal in number to the total of "matai", would be in a position to exercise a disproportionate influence in elections, since among the citizens having Samoan status, who constituted a very much larger community, only the "matai" were entitled to vote.

33. Mr. McEWEN (Special Representative) said that there was no cause for apprehension on that score, since the "matai" at present elected forty-one representatives whereas the Europeans elected only five and that proportion was not likely to be substantially altered.

34. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked if the special representative's reply to his previous question meant that the two types of status were to be retained.

35. Mr. McEWEN (Special Representative) replied that a distinction must be drawn between Samoan citizenship, which had not existed until the enactment of the Citizenship Ordinance, and domestic status. The question of domestic status was still under discussion and it might well be that when it was decided the present arrangement would be abandoned. It was important to remember that the existing situation was an evolutionary one. The "matai" system was deeply rooted in Western Samoan society and appeared to have the support of the vast majority of Samoans. There was, on the other hand, a small sector of the population which was not covered by the "matai" system and special provisions had been enacted to protect that minority. The Administering Authority had consistently drawn the attention of the Samoan people to the desirability of a system of universal suffrage and he was sure that the points raised in the Council would be carefully considered by the Working Committee when it discussed the matter. Thus it might well be that in the future a single-status system would emerge. He noted, however, that the 1959 Visiting Mission seemed to have been satisfied that the circumstances at present obtaining in the Territory called for a system of representation somewhat different from the Western one.

36. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that he realized that the "matai" system covered more than the mere right to vote and that it was in fact the social structure of Samoan society. He asked whether the introduction of universal suffrage would necessarily imply the end of the "matai" system.

37. Mr. McEWEN (Special Representative) said that he did not think that the two concepts were at all irreconcilable. In setting up a new State, however, the overwhelming wishes of the people must be the first consideration; at the moment the clear wish of the Samoan people was that their system of suffrage should be based on their social structure, which was the "matai" system.

38. Mr. SHANAHAN (New Zealand) observed that New Zealand had always been attached to the principle of universal suffrage and had in fact been the first country in the world to introduce universal suffrage.

It had consistently endeavoured to persuade the Samoan people of the value of such a system, which it believed was a better system than theirs. The Samoan system, however, had been in use for centuries, it really reflected the wishes of the great majority of the people and it was considered by them to be democratic. Nevertheless there was reason to believe that some leading Samoans were beginning to change their opinion on the subject. A considerable concession had been won when the Visiting Mission had helped the New Zealand Government to convince the Samoan leaders that the plebiscite proposed for the following year should be conducted on the basis of universal suffrage.

39. Mr. OBEREMKO (Union of Soviet Socialist Republics) wondered whether it would be feasible to include in the plebiscite the question: Do you agree to the introduction into Western Samoa of universal suffrage? A large majority for or against universal suffrage would be a clear indication of the wishes of the population.

40. Mr. SHANAHAN (New Zealand) said that that idea had already been discussed in Samoa when the 1959 Visiting Mission had been in the Territory. The Samoans were not willing at present to have such a question put to them and the New Zealand Government was not willing to impose it upon them.

41. Mr. OBEREMKO (Union of Soviet Socialist Republics) pointed out that, since the people consulted had been the "matai", it was by way of being a vicious circle. What his delegation proposed was that all the Samoans should be consulted, not merely the one-seventh part of the population represented by the "matai". It was pressing the point because many Samoans, particularly the rising generation, were changing their views and wished to acquire the right to vote. The Prime Minister of the Western Samoa Government himself had spoken in favour of the immediate introduction of universal suffrage. The Soviet Union delegation therefore wished to know whether such aspirations were being supported by the Administering Authority and whether it had introduced any concrete proposals to that effect.

42. Mr. McEWEN (Special Representative) pointed out that the Prime Minister's proposal had been that only "matai" should be candidates for election to the Assembly but that the election should be held on the basis of universal suffrage. It was quite possible that the Prime Minister would again put the proposal before the Working Committee. When the Visiting Mission had held meetings on the question of universal suffrage the previous year, the population at large, not the "matai" only, had been able to attend and knew exactly what had been said. One point should be borne in mind: if a family disagreed with the acts of its "matai", it could demand that he should be deposed and a new one selected; it could not therefore be said that the "matai" were imposing anything on the people against their wishes, since they had it within their power to remedy the situation.

43. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that the proposed treaty of friendship between Western Samoa and New Zealand, which was meant to limit the sovereignty of a new Samoan State, was a matter of the gravest concern to his delegation. He was therefore anxious to know whether the Samoan Constitution would provide for the country's full independence and sovereignty or whether it would refer to

any treaty regarding the new relationship between Western Samoa and New Zealand or to the so-called treaty of friendship.

44. Mr. SHANAHAN (New Zealand) said that the treaty of friendship or, as he preferred to call it, the document defining the relationship between New Zealand and Western Samoa, represented the consistently expressed view of the Samoans with regard to the situation after independence. When he had been in Western Samoa in 1947, the Samoan leaders had expressed the view that at the conclusion of the trusteeship Western Samoa should have a relationship with New Zealand similar to that obtaining between the United Kingdom and the Kingdom of Tonga. The Samoans had expressed their view about a treaty of friendship in formal terms to the 1959 Visiting Mission. They had said that it was their desire that there should be a treaty defining Western Samoa's relationship with New Zealand under which New Zealand would assume responsibility for external affairs and defence. There was no foregone conclusion whatever about the nature of the document.

45. If, after discussions between the representatives of New Zealand and Western Samoa, it was the wish of the Samoans that the New Zealand Government should assume certain responsibilities in respect of external affairs, his Government was perfectly willing to do so; with respect to defence, his Government felt that there was no necessity for any particular agreement, for the reasons he had stated at the 1068th meeting. In any case, it would not seek to impose anything whatsoever upon the Samoans. The discussions which were to be held on the question would reveal the full facts of the situation in detail and would make clear to the Samoans precisely what rights and powers they would have on becoming independent, so that the responsible Government of Western Samoa might make whatever decision it considered to be in the country's best interests. If the Samoans maintained the position they had explained to the Visiting Mission, he would expect that, following the discussions, a document would be presented to the General Assembly which would indicate the subjects that would be appropriate to the document defining the relationship between Western Samoa and New Zealand when the former became independent. The Samoans were fully aware that on the attainment of independence they could, if they wished, apply for membership of the United Nations.

46. The draft Constitution, as it now stood, provided for the full independence and complete sovereignty of Western Samoa; it made no reference whatsoever to the suggestion by the Samoan leaders that there might be a treaty of friendship or a document defining the relationship between New Zealand and Western Samoa. Any such document would be drawn up by New Zealand at the request of a sovereign, independent Government and would concern responsibilities and functions which could at any time be abrogated by the independent Government of Western Samoa after a normal period of notice.

47. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether in the Constitution there would be any provision for a Minister of External Affairs and whether Samoans were being trained for the diplomatic corps.

48. Mr. SHANAHAN (New Zealand) replied that there were no Samoan trainees for a diplomatic corps. That

type of training had not been excluded by New Zealand, but the emphasis so far had been upon what was immediately necessary to perfect the organs of self-government. If the Samoans concluded that they wanted to manage their own external affairs, they could expect to receive from New Zealand the same full measure of assistance as it had given them in every other matter.

49. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether the Administering Authority would be prepared to postpone the negotiations regarding the conclusion of any agreements with Western Samoa until Western Samoa had adopted its Constitution and become fully independent. As the representative of Bolivia had rightly pointed out (1068th meeting), one of the parties to the proposed treaty did not as yet exist.

50. The New Zealand representative had referred to the desire of the Samoans to conclude such an agreement. In that connexion he pointed out that the resolution on the Constitutional Convention had been adopted on the recommendation of the Working Committee, which was assisted by legal experts, one of whom, Mr. Davidson, had published an article in The Times of London on 23 November 1959, in which he had said that as soon as the trusteeship was ended Western Samoa and New Zealand would sign a treaty of friendship in which New Zealand would undertake responsibility for Samoa's external affairs. Thus in the mind of the legal adviser it was a foregone conclusion that the agreement would be signed. It was clear that the views of the Working Committee were influenced by such legal advisers who were not, by the way, Samoans.

51. Mr. SHANAHAN (New Zealand) thought he had already made it clear that it was a possible course for the talks regarding the treaty to be postponed until after the declaration of independence. The present Samoan position, however, was that the treaty governing the relationship between New Zealand and Western Samoa should be negotiated and discussed before independence though it would be concluded only after independence. The question had been considered by the Working Committee and the resolution recording that that was the expressed desire of the Samoans had been passed by the "Fautua" and the Legislative Assembly. In addition the "Fautua" and the Legislative Assembly had proposed that the question of a treaty of friendship between New Zealand and Western Samoa should be a separate issue in the plebiscite so as to give every Samoan citizen an opportunity to express his views on the question. The 1959 Visiting Mission had noted that fact with appreciation.

52. Mr. Davidson was a constitutional adviser who had been invited by the Samoan Government to assist the Working Party in the development of the Constitution and in the other questions which must be resolved before independence. The New Zealand Government had its own separate constitutional adviser. Mr. Davidson's article in The Times had, not unreasonably, been based upon what had already been formally proposed by the "Fautua" and the Legislative Assembly.

53. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether in the view of the Administering Authority it would be unconstitutional to submit the question of the treaty between New Zealand and independent Western Samoa to the United Nations. At present the United Nations and New Zealand were bound by the Trusteeship Agreement, which the General

Assembly was empowered to discuss and to terminate when the objectives of trusteeship had been fully achieved. He could not, however, see on what basis the United Nations could discuss an agreement between two independent States.

54. Mr. SHANAHAN (New Zealand) maintained that since the proposed treaty had been requested by the Samoans themselves, who until the attainment of independence would continue to be the responsibility of the United Nations, it did not seem improper that the United Nations should consider the conditions in which independence would be attained and that New Zealand was in no way derogating from its sovereignty by making a full disclosure of the situation.

55. Mr. OBEREMKO (Union of Soviet Socialist Republics) suggested that, in view of the importance and complexity of the problem and the doubts which had been expressed in the Council, the Administering Authority might once again review its position and consider the possibility of suspending the discussions regarding the conclusion of any treaty with the Trust Territory.

56. Mr. SHANAHAN (New Zealand) said that his Government would undoubtedly give the fullest consideration to the views expressed in the Council. Furthermore the records of the debates in the Trusteeship Council were made available to the people of the Territory so that they would be aware of the views that had been expressed.

57. He emphasized that his Government had not committed itself in the matter of the treaty. It had received a request from the Samoan Government and, as shown in paragraphs 157 and 158 of the report of the Visiting Mission (T/1449), had given its views on how that course could best be followed so as to secure the independence and sovereignty of Western Samoa. The United Nations was concerned in the matter, if only because the Samoans themselves had proposed that one of the questions in the plebiscite should relate to the treaty. The formulation of the questions in the plebiscite would be debated by the General Assembly at its fifteenth session.

58. He wished once more to make it clear that the New Zealand Government had no interests different or separate from those of Western Samoa and that its exclusive concern was to assist the people of the Territory.

Economic advancement

59. Mr. JHA (India) said that his delegation's concern was related to the future rather than to what had happened in the past. In other words, it was concerned to ensure that the Territory of Western Samoa should make a good start in the economic field, because without economic viability there could be no genuine independence.

60. With regard to the land tenure system in Samoa, he asked whether any of the so-called Samoan lands were outside the "matai" system.

61. Mr. McEWEN (Special Representative) replied that all land in Samoa which was not freehold or Government land came under the control of one family or another.

62. Mr. JHA (India) noted that according to appendix VIII of the annual report a very large area of land

was uncultivated. He would like to know whether that fact was connected with the system of distribution of "matai" land or whether it was due to the quality of the land. He would also like to know whether there were any schemes for bringing such land under cultivation.

63. Mr. McEWEN (Special Representative) said that there were various reasons; some of the land in question was in high mountainous regions and would never be cultivated. Other areas were uncultivated owing to lack of roads or of water, or to their distance from the villages. A vigorous policy of road-building had been undertaken recently, and in 1959, at the request of the Samoan Government, two civil engineers had been sent to the Territory to make a special survey of water supplies and another expert was coming from Hawaii to study the question.

64. Some of the uncultivated land, particularly in the island of Savai'i, had been covered by lava during volcanic eruptions. In some areas the lava was beginning to break up and plant life was appearing on it. As the members of the Council were doubtless aware, once the volcanic rock had broken up so that water could penetrate it such land became extremely fertile.

65. During the past few years a complete land utilization survey had been undertaken by the Samoan Department of Lands and Surveys, as a result of which detailed information should shortly be available on the use to which various areas could be put and the best types of crops to grow on them.

66. Mr. JHA (India) noted that the annual report for 1959, as also that for 1958,^{3/} referred to landless people. He asked what proportion of the population was landless and what were the causes of that state of affairs.

67. Mr. McEWEN (Special Representative) replied that the growth of urban life round the town of Apia was certainly a factor. The people, however, lived there from choice; many of them could if they wished go back to their families in the island of Savai'i.

68. The Government of Western Samoa had certainly taken note of the problem and there was a settlement scheme in operation under which government lands were subdivided into small farms and made available to people who needed land. One of the conditions of occupation of such land was that it must be cultivated.

69. Mr. JHA (India) asked what plans, if any, there were for diversifying the economy. At present the Territory depended on two or three crops which were subject not only to the vagaries of the weather but also to the vagaries of the market. The Council had already recommended at previous sessions that steps should be taken to diversify the economy. He raised the point again because his delegation thought that, although much was being done in the political field to prepare the people for their future responsibilities, insufficient attention was perhaps being given during the intervening period to the equally important matter of ensuring the economic viability of the Territory.

70. Mr. McEWEN (Special Representative) stated that the Department of Agriculture of the Samoan Govern-

^{3/} Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the Calendar Year 1958 (Wellington, R. E. Owen, Government Printer, 1959). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1450).

ment had established three agricultural stations in the island of Upolu and a fourth was to be established in Savai'i. On those stations experimental work was being done with such crops as vanilla, coffee, and pepper. The Government of Western Samoa was much interested in those projects and had voted money for the Department of Agriculture to continue its work.

71. Mr. JHA (India) asked whether there was any kind of economic planning board in Western Samoa which could consider those questions from the long-term point of view.

72. Mr. McEWEN (Special Representative) said that some eighteen months previously the heads of all the government departments concerned with economic development had met to draw up an economic development plan for the Territory and in 1959 large credits had been voted for the purpose. Over £400,000 had been spent, which was a very large sum for a Territory like Western Samoa. The development plan would be carried on in the current year and additional credits had already been voted or included in the estimates.

The meeting rose at 1 p.m.