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President: Mr. HENRÍQUEZ UREÑA (Dominican Republic).

Present: The representatives of the following countries: Argentina, Australia, Belgium, China, Dominican Republic, France, Iraq, New Zealand, Thailand, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

Examination of the annual report on the administration of the Trust Territory of Western Samoa for the year ending 31 March 1950 and of the report of the United Nations Visiting Mission to Trust Territories in the Pacific on Western Samoa (T/800, T/792 and T/825) (*continued*)

1. The PRESIDENT called for a general debate on the annual report of the Administering Authority¹ and the report of Visiting Mission (T/792).

2. Mr. SAYRE (United States of America) stated that the discussion of conditions in the Trust Territory of Western Samoa again demonstrated the sincerity and zeal with which the Administering Authority was striving to meet the problems of Western Samoa.

3. Consideration of the recent changes in the Territory and of the programmes and studies in progress proved that there had been progressive development in all fields. It was encouraging to note that recent developments, particularly in political life, were not regarded by the Administration as final solutions, but rather as steps in a continuing process by which the aspirations of the Samoans and the objectives of the Trusteeship System would be achieved. The fact that the problems of Western Samoa had been set forth with frankness, patience and clarity was due in no small measure to the valuable contribution of the special representative.

4. In order to avoid needless repetition of material examined in connexion with previous annual reports, it seemed appropriate to direct attention primarily to the report of the Visiting Mission (T/792) and to the information provided by the special representative on the most recent developments.

5. In the political field, the new Legislative Assembly had functioned with continuing success. Although it

was still too early finally to assess the results of the changes brought by the Samoa Amendment Acts of 1947 and 1949, it was encouraging to note the increasingly active participation of Samoans in the legislative branch of the government. The United States delegation was especially interested in the coming elections for the Legislative Assembly of Western Samoa.

6. The commendable advance in the legislative branch had served to stress the problems which remained, particularly in the executive branch and in local government. The government's initiative in the matter of local government, in setting up the Commission of Inquiry on District and Village Government, under the chairmanship of Dr. J. W. Davidson, was praiseworthy. The report of that Commission² and the action resulting from it would represent a major step forward. The Council would look forward to studying the full report and to receiving further information on developments in that field in future annual reports.

7. The United States delegation had noted the particular attention which the Visiting Mission had devoted to the executive branch of the Government of Western Samoa. It was confident that the new Western Samoan Public Service Commission would materially increase the broad, general participation of Samoans in the administrative services. With regard to the participation of Samoans in the executive functions of the government at a policy-making level, it appeared that Samoans were increasingly concerned about that problem, which had been discussed at length in the Visiting Mission's report. The United States delegation was pleased to note that the Administering Authority recognized the desirability of Samoan participation in the formulation of high-level policy, and that it had under active consideration the steps by which that might be achieved. His delegation was confident that the Council would be kept fully informed of future developments.

8. The Legislative Assembly was to be commended particularly for its action in giving Samoan judges on the Native Land and Titles Court the same legal status as the European assessors. That action was highly relevant to the important question of land tenure and ownership in Trust Territories.

¹ See Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the year ending 31st March, 1950, Department of Island Territories, Wellington, 1950.

² For a summary of the report, see document T/L.121.

9. The United States delegation maintained its interest in the role of the *Fono of Faipule*, a unique institution which linked traditional practices with more modern concepts of governmental organization. The Visiting Mission had received a request from Samoans that any decisions made by the *Fono of Faipule* on matters involving the welfare of all sections of the community should be made effective by law (T/792, annex I). The High Commissioner had indicated his willingness to work out a solution providing for a form of legislative initiative for the *Fono*. Further developments in the matter would be of interest to the Council.

10. With reference to the special representative's statements on taxation in the Territory (322nd meeting), the recent increase in the export tax on cocoa would seem to be justified in the light of the present situation in the world cocoa market and the increasingly important position of the cocoa industry in Western Samoa. The resulting increase in the revenues of the Territory was significant in view of the special representative's statement at the second meeting of the seventh session of the Council that social services in 1950 would reach the maximum that could be supported by present revenues. The report of the study of the taxation system would no doubt throw additional light on the problems of taxation, which were common to all Trust Territories and were of particular interest to the Council.

11. The increased activity of the recently re-instituted Department of Agriculture should be commended. The special representative had very frankly discussed the difficulties experienced in the supervision of plantation management and production. The increase in the number of experienced agricultural inspectors and in the planting of food crops was encouraging.

12. Since 1920 British goods imported into Western Samoa had received a preferential customs treatment of 11 per cent in their favour. At its fourth session the Council had noted that an inquiry into preferential treatment was in progress,³ while at its seventh session it had noted that a Select Committee had been created by the Legislative Assembly to investigate the matter.⁴ It was the understanding of the United States delegation that the Committee had recommended that the existing customs schedule, with its varying rates of duties and surcharges, should be revised and consolidated in order to abolish the so-called preferential rate based upon the country of origin and to provide one uniform rate for standard basic commodities. The United States would follow any action of the Administering Authority on that recommendation with great interest.

13. The United States delegation suggested that the Council should express its gratification at the completion of the hydroelectric power station, in which the Council had shown great interest and which was an important factor in the development of Samoan economy. Finally, the Council might well take note of the commendable action of the Administering Authority in undertaking surveys of the forests in Samoa and of

Apia harbour. Such surveys were an essential first step in any programme for economic development.

14. The United States delegation had noted the continued activity in the field of public health. As it had drawn attention at the seventh session (5th meeting) to the relatively high incidence of tuberculosis in the Territory, it was gratified to note that the present report showed a decrease of 50 per cent in the number of cases reported during 1949-1950, as compared with the preceding year. Recent progress in public health would doubtless further assist in the control and treatment of the disease.

15. In connexion with the personnel problems of Samoans in the health service, the Council might wish to note the increase in the number of Samoan students in the Central Medical School at Fiji and urge the Administration to continue to make full use of that institution, which was making such a significant contribution to the entire Pacific area. Every effort should be made to overcome the difficulties of recruiting fully-qualified medical practitioners.

16. Very considerable advances had been made in the field of education. The United States delegation had noted the reply to its question on the Samoa College (323rd meeting) and welcomed the opening of the new Samoan accelerate school. The United States shared the Administering Authority's concern about the future prospects of education in view of the rapidly increasing population. The problem appeared to be essentially financial and involved the entire present and future economy of the Territory, as well as the future budgetary and taxation policy of the Government. As the matter was of fundamental importance and vital to the health and welfare of all Samoans, it was most desirable that a serious study of it should be undertaken. Although the provision of adequate educational facilities for an expanding population was difficult, the obstacles did not appear to be insurmountable for Western Samoa, which was a relatively prosperous and economically sound Territory enjoying the rare phenomenon of a budget surplus. It was to be hoped that continued intensive study would be given to taxation and other problems relevant to education.

17. The United States delegation had read with interest a copy of the *Samoan Bulletin*, a pioneering paper which it hoped would play an increasingly important part in the life of the Territory.

18. Mr. Shih-shun LIU (China) stated that, after careful study of the annual report, the report of the Visiting Mission and the information given by the special representative, the Chinese delegation requested the Council to commend the Administering Authority for the progress it had achieved in the period under review. Progress had been somewhat slower in the economic and social than in the political and educational fields, but the difficulties confronting the Administering Authority were understandable. Moreover, the progress made in the nine months following the period covered by the report seemed encouraging.

19. In the political field, it was important to increase the Samoan representation in the Legislative Assembly. All available information indicated that the Samoans were endowed with considerable political sense, but they of course needed training for future self-govern-

³ See *Official Records of the General Assembly, Fourth Session, Supplement No. 4*, p. 58.

⁴ *Ibid.*, Fifth Session, Supplement No. 4, p. 106.

ment, that training could be obtained mainly through increased participation in legislative bodies. It would seem advisable and not inconsistent with the 1947 Visiting Mission's recommendations on representation in the Legislative Assembly,⁵ if the basis for such representation were widened from time to time in accordance with the progress made in the Territory. With a population of 72,000, as compared with a European population of only 6,000, the Samoans were certainly entitled to more than the present ratio of 12 to 5 among the elected members of the Legislative Assembly. The Chinese delegation would like the Council to request the Administering Authority to consider the possibility of permitting a gradual increase in the number of elected Samoan representatives.

20. Like the Visiting Mission, the Chinese delegation felt sympathetic towards the express desire of the Samoans for greatly increased participation in the executive branch of the government, at the higher levels. It was also in full agreement with the Visiting Mission's suggestion that the Administering Authority should consider the establishment of an executive council with some Samoan participation. It was gratifying to note that the Administering Authority was considering steps by which Samoan participation in the formation of high-level policy could be achieved.

21. The Chinese delegation had noted with interest the important recommendations made by the Commission of Inquiry on District and Village Government, and hoped to receive further information on the subject from the Administering Authority.

22. In view of the urgent need for legal personnel, it was to be hoped that the Administering Authority would intensify its efforts to train a larger number of qualified men and to arouse the interest of younger men in the judicial service.

23. In the matter of economic advancement, the Council would undoubtedly wish to see increased indigenous participation in the management of the New Zealand Reparation Estates, the most important individual plantation enterprise on the island. Although the Administering Authority had been diverting the profits of the Reparation Estates to various purposes for the benefit of the Samoans, it would be interesting for the Council to receive detailed information on the management of the Estates, and especially on the proportion of Europeans and Samoans participating in it.

24. It was disappointing that the question of preferential tariff had not been considered at all by the Administering Authority in recent months. The matter deserved attention. The replies of the special representative (322nd meeting) indicated, moreover, that, even if the preferential tariff were removed, the sources from which Samoan importers bought their goods would remain unchanged. The special representative had also indicated that the flow of goods into Western Samoa had been restricted more by a shortage of hard currency than by any difference in customs duties. If that were so, it should not be difficult for the Administering Authority to remove the preferential tariff, which was contrary to Article 76d of the Charter.

25. Progress had been made in the medical services. In view of the express desire of the Samoans for expansion of the health services and in view of the needs of the Territory, it was to be hoped that increasing efforts would be made to ensure adequate facilities.

26. The Chinese delegation was grateful that the status of the Chinese residents of the Territory had been clarified, and it was pleased at the reassuring conclusion that the grievances mentioned in the petition of the Chinese Association in Samoa (T/Pet.1/3) were applicable to the past rather than the present. As the petition was now under consideration by the *Ad Hoc* Committee on Petitions, the Chinese delegation reserved its final observations pending the submission of that Committee's report.

27. In the educational field, steady progress was being made and the Administering Authority and the Legislative Assembly deserved great credit for much that had been done. Yet, much still remained to be done. Despite a marked increase in enrolment at the teachers' training college, it was admitted that forty or fifty new teachers each year would not suffice to meet future needs. In view of the supreme importance of educational advancement as a prerequisite to all other advancement, the Administering Authority should exert increasing efforts in that field.

28. Mr. QUESADA ZAPIOLA (Argentina) stated that the Argentine delegation felt that progress had been made in some fields, but unfortunately there had been little or no advance in others. Utopian conditions were not to be expected in the Territory, but a number of matters required clarification. While Western Samoa compared favourably with other Trust Territories, it must be remembered that the Trusteeship Council's task was to study each Territory individually and determine whether each had progressed to the fullest possible extent.

29. In view of the exhaustive discussion in the Council, the Argentine delegation would raise only two points, which it hoped would receive due consideration from the Administering Authority.

30. In the political field, the Argentine delegation considered it advisable to avoid concentration of power in the hands of the High Commissioner. That official was also President of the Legislative Assembly and, in that capacity, exercised executive power, with the right to cast the deciding vote in case of a tie. It was significant that the proportion of Samoans and Europeans in the Legislative Assembly was almost equal, and that a tie vote might occur frequently. Moreover, the High Commissioner, in his executive capacity, had the constitutional power to veto laws passed by the Assembly with which he was not in agreement. While the special representative had pointed out (321st meeting) that the veto had not been invoked in the past, it might be asked whether the coincidence of views between the Legislative Assembly and the executive power could not be traced to the fact that the Assembly considered it futile to pass laws which it knew would be vetoed. The time had come for a constitutional reform giving the Legislative Assembly, on which Samoans were represented, the importance it deserved. Such a step would be a further advance towards self-government and, ultimately, complete independence.

⁵ See *Official Records of the Trusteeship Council, Second Session, Special Supplement No. 1*, pp. 29 and 30.

31. The Argentine delegation shared the Administering Authority's concern over public health. It felt that any effort to increase the medical services, no matter how difficult or expensive, would be a fundamental contribution to future development, as increased medical services were an essential prerequisite to progress in all other fields. It was to be hoped that, instead of giving reasons for lack of progress in public health, the next report would indicate some improvement, no matter how slight.

32. The Argentine delegation wished to express its appreciation of the co-operative spirit in which the special representative had given information on behalf of the Administering Authority.

33. Mr. DE MARCHENA (Dominican Republic) congratulated the Administering Authority and the special representative on the presentation of the annual report for Western Samoa. The report indicated considerable progress in some fields and gave evidence of new administrative methods.

34. In the political field, the Dominican delegation hoped that the Legislative Assembly would be given increasing powers and would become the chief instrument of development towards self-government and independence, in accordance with the principles of the Charter. It also hoped that the New Zealand law of 1948 governing citizenship would stabilize the status of the inhabitants of Western Samoa. It was gratified to note that passports issued to Samoans indicated that Western Samoa was a Trust Territory administered by New Zealand, thus guaranteeing the identity of Samoans.

35. More adequate and modern methods of maintaining a civil register were needed. Such methods would be of great benefit to Western Samoa in the future, and, as the population numbered only some 70,000, they should not prove unduly burdensome.

36. The Administering Authority's control of the travel of Samoans abroad constituted a restriction of individual liberty which should be explained in detail in a future report.

37. The Dominican Republic was pleased to note that the annual report under discussion contained a special section on the status of women, a matter which its delegation had stressed in 1949. Tradition was always an obstacle to progress, when it required rigid adherence to an earlier system. It was to be hoped that Samoan women would be able to obtain the advantages of participating in community life without violating the strong traditions of the Territory.

38. Progress in the field of education was impressive. In particular, the plans for Samoa College were laudable, as that institution should broaden the cultural life of the Territory. Moreover, the efforts of the Administration to train teachers were to be commended, although the number of teachers trained was still quite low.

39. Mr. de Marchena wished to emphasize the need to increase general knowledge of the United Nations and of the Trusteeship System, especially among children of school age. While some efforts had been made in that direction, much more must be done, not only in Western Samoa, but in all Trust Territories. The

radio broadcasts, to which reference had been made at the preceding meeting, should include a regular programme of at least fifteen minutes devoted to the activities of the United Nations and its relations with Trust Territories, especially Western Samoa.

40. Prince WAN WAITHAYAKON (Thailand) joined in the tributes paid to the special representative for Western Samoa.

41. Referring to the matter of Samoan participation in public service at the higher levels as an important element in self-government, and to his exchange of views with the special representative (322nd meeting), he emphasized that, in the absence of facilities for higher education in the Territory, a systematic programme of scholarships for study abroad was essential. Under such a system students would be designated for specific posts and granted scholarships accordingly. In addition the grants could be so awarded as to ensure a constant flow of qualified students from higher institutions of learning so that technical efficiency would be maintained at a high level.

42. Mr. LAURENTIE (France) recalled that the Visiting Mission sent by the Trusteeship Council to Western Samoa in 1947 had suggested a number of measures conducive to the attainment of self-government⁶ and that the Visiting Mission of 1950 had been able to see for itself whether the Council's recommendations (resolution 13 (II)), based on those suggestions, had borne fruit. The report of the latest Mission (T/792) fully confirmed the Administering Authority's reports for the past several years. It could be said that, in general, the system established in Western Samoa was successful.

43. A point worth noting was that the marked traditionalism of the indigenous population tended to retard progress towards self-government. The special representative had described the progress as slow but sure; yet means should be found to accelerate it. If it was difficult to convince the heads of families of the desirability of universal suffrage, more rapid progress might be achieved through the increased participation of Samoans in public service. The aim was to establish self-government, since the Territory was too small and isolated for complete independence; but self-government would be attained only when suffrage had become more general, when Samoans had a greater share in administration and could be said to be guiding their own destiny, and moreover when there was a sound and stable economy. Advantage should be taken of the present period of prosperity — which, in an agricultural economy, was subject to sudden change — to develop political institutions.

44. The special representative had referred to the help given the Administering Authority by the South Pacific Commission, in connexion with research projects in the Pacific area. France, which was a member of the Commission, would support all such efforts at co-operation.

45. In conclusion, he congratulated the special representative on the clarity and precision with which he had answered the many questions put to him.

⁶ *Ibid.*, pp. 25 and 26.

46. Sir Alan BURNS (United Kingdom) said that, as a member of the 1950 Visiting Mission to Western Samoa, he had been particularly interested to read the Administering Authority's admirable report. During his visit, he had formed the impression that the Samoan people were moving steadily forward while conserving the best of their own culture, that the Administering Authority was doing its utmost to promote their welfare, and that they appreciated that fact.

47. The Administering Authority's report showed that several steps worthy of commendation had been taken in Western Samoa during the year under review, in particular, the introduction of the secret ballot in the *Fono* of *Faipule*, the increase in the number of locally-domiciled officials, and the setting up of the Commission of Inquiry on District and Village Government.

48. He drew the Administering Authority's attention to the importance of establishing an executive council, as recommended by the Visiting Mission in paragraph 20 of its report (T/792). Such a council would give great assistance to the High Commissioner and would be of educational value to the Samoan people. It was unfortunate that the recently appointed Public Service Commissioner should not, even for the best of reasons, have been made responsible to the High Commissioner.

49. In order to dispel any misunderstanding regarding the operation of the *matai* system, he said that no *matai* would hold his office long if a majority of those he represented disagreed with his actions. Public opinion was very strong in Western Samoa. Feminine influence also made itself as strongly felt in the Samoan family as elsewhere in the world.

50. Turning to the social aspect, he hoped that further information would be forthcoming regarding the "provision of suitable training facilities for professional and technical workers" referred to on page 43 of the annual report.

51. The Council should congratulate the Administering Authority on the progress made in health services, both preventative and curative. The research project dealing with tuberculosis, mentioned on page 45 of the annual report, showed a determined effort to approach the problem of health on a scientific basis.

52. In his view, the government should exercise a greater degree of control over mission schools, which at present were not required to follow any specified curriculum. The mission schools should, when necessary, receive grants and be integrated into the government school system.

53. Mr. SOLDATOV (Union of Soviet Socialist Republics) said that the discussion of the annual report had shown that the Administering Authority was not taking effective measures to carry out the provisions of Article 76 of the Charter, which stated that one of the basic objectives of the Trusteeship System was "to promote the political, economic, social and educational advancement of the inhabitants of the Trust Territories and their progressive development towards self-government or independence".

54. The Trusteeship Council was well aware that the indigenous population of Western Samoa had long been striving for self-government. In 1946, representatives

of the Samoan people, in a petition⁷ to the Trusteeship Council, had requested that self-government should be granted to Western Samoa without delay. The 1947 Visiting Mission to Western Samoa had stated in its report that Samoans were almost unanimous in their desire to conduct their own government. Samoan representatives had informed the Visiting Mission that they were ready to assume responsibility for political decisions. The Visiting Mission itself had come to the conclusion that the Samoan people would rather be their own masters than remain under foreign domination. Those legitimate aspirations of the Samoan people, which were fully in accordance with the purposes of the Trusteeship System and of which the Administering Authority was entirely aware, had been consistently ignored. Furthermore, although the conclusions of the first Visiting Mission were quite clear, in the ensuing four years the Administering Authority had taken no steps to ensure the participation of the indigenous population in the legislative, executive and judicial branches of the government. The Samoa Amendment Act, 1947 had made no significant change in the situation prevailing since 1921.

55. The special representative had portrayed the Legislative Assembly as an organ of self-government in which the Samoans had an absolute majority. That was not the true state of affairs. The Legislative Assembly was in fact an advisory body without legislative powers. None of its decisions was valid unless approved by the High Commissioner. It had no right to take decisions regarding the defence of Western Samoa, foreign relations, or Crown lands, or any decisions running counter to the provisions of a basic law enacted in 1921, to legislation applying to the management of the New Zealand Reparation Estates, the appointment of representatives to the Council of State and elections to the Assembly itself. Such an organ could hardly be described as an autonomous, sovereign body. Furthermore, a careful analysis of the composition of the Legislative Assembly showed that it consisted of twelve elected Samoan members and thirteen other members, plus the High Commissioner. Not only would the twelve Samoans not have the necessary majority of votes, but they could not be regarded as representing the views and wishes of the people as a whole, since they were elected not by the people but by the *Fono* of *Faipule*, which in turn was elected by the heads of families.

56. Racial discrimination was practised by the Administering Authority. Europeans enjoyed universal suffrage by secret ballot, while Samoans did not; in the Legislative Assembly, each European member represented 200 European electors, while each Samoan member represented 6,000 of his people.

57. The officials appointed by the Administering Authority, whose powers were not curtailed by any indigenous organ, were encouraging the tribal system, which prevented progress towards self-government, and were making no effort to replace it by a system based on democratic principles. The village councils had unrestricted powers, including the power of ostracism, over the inhabitants. There were about 6,000 heads of families in Western Samoa; they alone wielded power

⁷ *Ibid.*, First Session, Supplement, annex 4.

within the family and had the right to elect members of councils. Thus, the great majority of the male population and all the women were deprived of all political rights and of any voice in the affairs of their own village, to say nothing of those of the Territory as a whole.

58. There was no co-ordinated system of local government. The Administering Authority itself recognized, on page 19 of its report, that "some more adequate system of local government is required before very great progress in political responsibility can be accepted in Western Samoa". The Administering Authority's failure to take steps ensuring a transition from the tribal to the democratic system of local administration was therefore all the more reprehensible.

59. Western Samoa still had a primitive natural economy — a situation which the Administering Authority was doing nothing to remedy. The Administering Authority had failed to return to the Samoan people large tracts of land which had been alienated from them by German colonizers. That land — the New Zealand Reparation Estates — was in the hands of the New Zealand Government; it represented the most important plantations on the island, with a large export trade. If it were turned over to the Samoan people, their economic development would be greatly furthered.

60. Land distribution in Western Samoa gave further proof of racial discrimination: each European owned, on the average, 20 acres of land, as compared with 5 acres for a Samoan, and better land at that. Although there was a number of hired workers in Western Samoa, the Territory had no department of labour, no trade unions, and no labour statistics or control. Samoans received one-fifth the wages of New Zealand agricultural workers while paying much more for such items as butter and eggs.

61. The Administering Authority did not show sufficient concern for the health and social services of the Samoan population, in violation of the Trusteeship Council's recommendation to the effect that it should intensify its efforts to improve those services.⁸ The medical personnel was not sufficient, even in the opinion of the Territory's Director of Health. The recent increase in mortality testified to the inadequacy of the medical services. Infant mortality was approximately twice as high as in New Zealand.

62. The Administering Authority failed to take adequate measures to provide education, particularly secondary and higher education. The 103 rural elementary schools operated by the Government received no financial subsidy from it; they were supported by the village populations, which also housed and fed the teachers. The *per capita* expenditure for education in Western Samoa was one-sixth that of New Zealand. The state of affairs with respect to secondary and higher education was no better. Thus, the number of students receiving scholarships for higher education had been reduced in 1949 to a mere ten. The Administering Authority, which in its annual report stressed the acute lack of teachers as a factor limiting education in the Territory, was taking no steps to train highly-qualified

Samoans and was thus delaying the Territory's progress.

63. In view of those facts, the Trusteeship Council should recommend that the Administering Authority should take the necessary legislative and other measures to enable Samoans to take part in the legislative, executive and judicial branches of the government; to ensure a change from the tribal to the democratic system of government; to return to the indigenous inhabitants lands alienated from them and prohibit such alienation in the future; to allocate larger funds for health and education; to introduce compulsory elementary education as soon as possible and to increase the facilities for secondary and higher education.

64. Mr. LAKING (New Zealand) said that the USSR representative's references to conditions obtaining in New Zealand had been out of order. He reserved the right to oppose their inclusion in the Council's report on Western Samoa.

The meeting was suspended at 4.20 p.m. and was resumed at 4.40 p.m.

65. Mr. RYCKMANS (Belgium) noted that the Council was in almost unanimous agreement that the Administering Authority had satisfactorily discharged its obligations in Western Samoa, retaining the good features of the indigenous culture to which the Samoans clung tenaciously, while bringing to them the benefits of modern civilization, particularly in the fields of education and hygiene.

66. He cautioned the Council against urging the Administering Authority to take steps contrary to the will of the local population. It was a mistake to think that, because the Samoans did not follow the Western system, their society was not democratic. The *matai* were elected to their offices by universal family suffrage and would be replaced if they did not give satisfaction. Moreover, the close-knit family organization had the advantage of providing the Samoan population with a maximum of social security. A large family was as well taken care of by the community as a small one, and real poverty was virtually unknown.

67. In the political field, the Trusteeship Council would not be wise to recommend a change in the proportions of Europeans and Samoans in the Legislative Assembly, as any change in that delicate balance would be premature. Samoans had only very recently been given an absolute majority in that organ; they represented traditional districts, which had for centuries been recognized as individual units. The European members represented a variety of interests and professions, and were not too numerous if account were taken of the fact that Europeans played an important part in the economic, social and intellectual life of the Territory. The Samoans themselves were satisfied with the arrangement, since it enabled them to have a majority vote when their interests were at stake. It would be premature to deprive the High Commissioner of the power of veto, which was the last prerogative of the Administering Authority and had to be retained until the Territory was fully ripe for self-government.

68. He agreed with the Visiting Mission's suggestions (T/792, para. 32), which had been met by the Administering Authority, with regard to the effective participation of Samoans in the Native Land and Titles

⁸ See *Official Records of the General Assembly, Fourth Session, Supplement No. 4*, p. 58.

Court. It would be unwise to put an end to European participation in the Court, as Samoans had so many family connexions that it would be practically impossible to find Samoan representatives who were not allied with one of the parties at issue.

69. He agreed with the representative of Thailand that there was need for a systematic training programme for young Samoans who could hold high positions in the public service when they had acquired the necessary experience. The *Fono* of *Faipule* should be given constitutional recognition and proposals adopted by it after discussion with the highest representatives of the Administration should automatically be brought before the Legislative Assembly. That would allow the *Fono* of *Faipule* actually to participate in initiating legislation.

70. He congratulated the Administering Authority on its decision to study the organization of local government closely. The Belgian delegation had always insisted on the need to integrate legal forms of local government into the traditional life of the village.

71. Consideration should also be given to the introduction of an income tax, which would assist the government in meeting increased expenditure. Speaking of the preferential tariff, Mr. Ryckman observed that as that tariff had had little effect on Western Samoa's pattern of trade and as there was doubt as to its compatibility with the provisions of the Trusteeship Agreement, it should be abolished.

72. The New Zealand Reparation Estates were the property of the New Zealand Government, since they had been received as reparations. The New Zealand Government would have had a perfect right to sell the land, but had preferred to operate it and use the proceeds of the operation for the benefit of the Samoan people. That had been a magnanimous gesture on its part, and should be recognized as such. Furthermore, if the Estates had been turned over to the Samoan people, they would have been divided among several villages and operated as small plantations, with the result that they would have been of much less economic importance to the Territory.

73. The Trusteeship Council would be very nearly unanimous in commending the Administering Authority on its services in the social field, as well as in the field of education. The USSR representative's remarks to the contrary notwithstanding, the Administering Authority's expenditures on health and education increased during the past three years from 72,000 to 175,000 New Zealand pounds.

74. It was regrettable, however, that the work of missions in education had not been correlated with official educational activities. It was understandable that objection should be raised to a monopoly of education by the missions in some Territories and that it should be feared that, where no other schools were available, the indigenous population attending the mission schools might be subjected to pressure to become converted to Christianity. Those apprehensions were not, however, applicable to Western Samoa. The entire population there was Christian, belonging mainly to the London Missionary Society or to the Methodist or Catholic denominations, and all the teachers were Christians. Measures had to be taken to meet the imminent

prospect of a school population of 37,000, half the total population of Western Samoa. In order to defray the cost of educating that large number, the mission schools should be integrated with the government schools, and the prevailing duplication, whereby children attended both government and mission schools, should be eliminated. The mission schools should come under government supervision and might ultimately receive government subsidies. The Samoan Government should institute standard curricula in all schools, provide adequate training for all teachers and impose uniform criteria for their selection and appointment to both government and mission schools. Such a programme of integration would considerably reduce the cost of primary education, thus making it possible for greater expenditure on the promotion of secondary and higher educational facilities.

75. In conclusion, Mr. Ryckmans paid a tribute to the special representative for his patient, constructive and enlightening contribution to the Council's work.

76. Mr. KHALIDY (Iraq) was gratified to note that the people of Western Samoa were on the whole happy, prosperous and advanced according to their standards. The annual report for 1950 indicated that good progress had been made in preparing them for ultimate self-government. The High Commissioner of the Territory deserved special commendation in that respect.

77. In connexion with the political advancement of the Territory, Mr. Khalidy was convinced that there was neither duplication nor contradiction as between the legislative power of the Legislative Assembly and that of the *Fono* of *Faipule*. The Legislative Assembly was the best means of training Samoans for self-government, and the Trusteeship Council might recommend that it should be given more extensive powers progressively. The Administering Authority should also give careful study to the possibility of increasing the participation of Samoans in that legislative organ, although to do so it might have to authorize a change in the Constitution. Under the prevailing system the Samoan members did not initiate legislation, probably because they lacked adequate training in the processes of constitutional government; they would therefore benefit by private instruction in parliamentary procedure. It would be unfortunate if Samoan participation in the Legislative Assembly did not in fact offer the indigenous population a real opportunity to prepare themselves for self-government. The Council might recommend increased training of the Samoan members of the Legislative Assembly through active participation in that body's activities.

78. In connexion with the executive branch of the Samoan Government, Mr. Khalidy strongly supported the Visiting Mission's recommendation (T/792, para. 20) regarding the establishment of an executive council consisting of the High Commissioner and certain senior officials, the *Fautua* and certain Samoan members of the Legislative Assembly. The Trusteeship Council might usefully endorse that recommendation. The appointment of a Public Service Commissioner and an Assistant Public Service Commissioner was highly commendable as a step towards introducing a more stable pattern in the civil service. It was to be hoped that civil servants would become more available when offered more attractive conditions; that discrimi-

ination on grounds of status would be eliminated, and that Samoan members would be permitted to attain positions of greater responsibility. The Council might make such a recommendation. The Council might also recommend more satisfactory salary scales in the police force and removal of all discrimination on grounds of status.

79. In connexion with the judicial system, the Council would be well advised to recommend that the three Samoan judges on the Native Land and Titles Court should have equal status with the European assessors, and that there should be an equal number of Europeans and Samoans sitting on the High Court. The New Zealand Government had accepted that adjustment in principle, and the Visiting Mission had already made a recommendation to that effect.

80. Mr. Khalidy was encouraged by the fact that a commission of inquiry had been set up to study the question of local government. Training of the Samoans for active participation in that field was essential to prepare them for a constructive role in the Legislative Assembly and the executive branch. It could not be over-emphasized that training for self-government should be forested on all levels, beginning with local government. The Council would await the results of the Commission's work with great interest.

81. It was gratifying to note that the economic situation of Western Samoa was highly satisfactory and that the island could boast of a budget surplus. Moreover, the Council might commend the Administering Authority upon completion of the hydroelectric power and harbour installations and upon undertaking an agricultural survey, the results of which would be applied to increasing production to meet the needs of a growing population, thus placing the Territory's economy on a more solid basis. The Administering Authority should also be commended for its public works programme and should be urged to expedite work on the piped water-supply system in the interests of public health. Finally, Mr. Khalidy agreed with the Visiting Mission in its commendation of the Administering Authority for continuing to use the profits of the New Zealand Reparation Estates exclusively for the benefit of Western Samoa, and expressed the hope that it would continue to make surplus lands from the Estates available to certain villages.

82. In the field of social advancement, the Administering Authority was to be congratulated on its reconstruction and expansion of the Apia Hospital. The Council might recommend that a special effort should be made to obtain the necessary skilled technicians for a further expansion of the health programme. Medical training of doctors and nurses should be made a part of that programme. To that end, more medical students might be sent to Fiji and New Zealand on government scholarships.

83. The Administering Authority should again be commended for having eliminated illiteracy in Western Samoa, thus encouraging a widespread popular demand for education. To meet that demand it was urgent to increase the number of Samoan teachers and it was gratifying to note that the teachers' training school had been enlarged and its courses lengthened. The opening of Samoa College would be awaited by the Council with interest. Special attention should also be paid to Samoan

children and students in the matter of scholarships; as the scholarships were awarded on a competitive basis, full account should be taken of the differences in background between Europeans and Samoans. The Council should endorse the commendation of the Visiting Mission regarding the prospective establishment of secondary school education in the Territory.

84. Mr. Khalidy especially wished to commend the work of the Visiting Mission and to pay tribute to Sir Alan Burns, its able Chairman. Despite considerable difficulties, the Mission had dealt fairly and objectively with the problems of the Territory and had exercised good judgment in drawing its conclusions. He was confident that the Council would benefit greatly by its report.

85. Mr. POWLES (Special representative for Western Samoa) thanked the members of the Council who had commended the work of the Administering Authority. The New Zealand Government was well aware that much improvement could still be made in some fields. It was, however, particularly grateful to the United States representative for his excellent review of the various factors in the development of the Territory, and for his continued interest in the general problem of education in Western Samoa.

86. In that connexion, the basic prerequisite for the integration of mission schools in the system of government education — a suggestion made by the representatives of Belgium and the United Kingdom — was an atmosphere of goodwill and voluntary co-operation between the heads of the mission organizations and the Director of the Government Department of Education. That prerequisite had already been fulfilled, the Samoan Government was benefiting from the long experience of mission leaders in Samoa, and a very satisfactory foundation for continued co-operation had been established. The mission organizations had accepted an important principle for future collaboration. In connexion with the construction of two large mission schools, they had asked permission of the Samoan Government to import building materials free of duty. After much consultation, the Government had agreed to grant permission on condition that the mission schools should be opened to children of all denominations, that their curricula should be approved by the Director of Education, that they would employ teachers who met the standards laid down by the Director of Education, and that the schools would be open to inspection by the Government Department.

87. To dispel all doubts regarding the New Zealand Reparation Estates, Mr. Powles reiterated that they were in fact the property of the New Zealand people. The New Zealand Government had no intention of transferring them to the Samoan people, but had decided voluntarily to use the profits from the management of the Estates for the benefit of the Samoans. The efficient management of the Estates as a commercial enterprise was therefore directly in the interests of the Samoans, and a loss of efficiency would in fact work to the disadvantage of the Samoans. Consequently, it was not easy to make it a matter of policy to enable the Samoans to participate in the management at high levels.

88. Mr. Powles felt it necessary to clarify further the jurisdiction and powers of the Legislative Assembly

and of the High Commissioner. In domestic affairs the Legislative Assembly was a sovereign body, which enacted laws and ordinances governing the daily activities of the Samoan people. The High Commissioner had a power of veto; he had no other legislative powers. If he were to be deprived of that veto, the Administering Authority would be prevented from exercising any controlling interest in Western Samoa and the Territory would actually be enjoying full self-government. That stage had not yet been reached. On the other hand, all the effective action in the Territory derived from the laws enacted by the Legislative Assembly and executed by the High Commissioner, together with the other organs of the executive branch. It was significant that the Legislative Assembly exercised complete power with regard to expenditure and voted the items of the budget one by one, excluding some and inserting others. History had proved that an organ which exercised such complete control over expenditure was a very powerful body indeed.

89. Referring to the question of the status of women, raised by the representative of the Dominican Republic, Mr. Powles assured the Council that due attention was being given to the matter and that a radio programme especially addressed to women had been instituted. Arrangements had also been made to expand the use of broadcasting for the dissemination of information relating to the United Nations. He himself had recorded a brief address regarding the activities of the current Council session, which would eventually be broadcast over the local Samoan stations.

90. He regretted that he could not agree with the USSR representative's conclusions regarding the measures taken by the Administering Authority to give effect to the recommendations of the 1947 Visiting Mission. Those recommendations had been implemented in almost all respects, and the 1947 Visiting Mission itself had confirmed that fact in the last paragraph of its report.

91. He wished to assure the representative of Iraq that there was no discrimination on grounds of status in connexion with appointments to higher positions in the Samoan administrative service, and to thank him for drawing attention to the adjustments being made in the pay and conditions of the police force. While it was true that basically the maintenance of law and order was the responsibility of the Administering Authority, in practice day-to-day responsibility in that field rested upon the Samoan Government. It was therefore important that service in the police force should be made more attractive to Samoans. To that end new salary scales had been applied and a system of examinations and of training for young constables had been instituted.

92. With regard to competitive scholarships, it had been found that the Samoan children were fully capable of winning them on their own merits, and there had been no need to apply the principle whereby full account would be taken of the differences in background of the European and Samoan candidates.

93. In conclusion Mr. Powles thanked the President, the Vice-President and the members of the Council for the excellent manner in which they had received and treated him. He would return to Samoa confident

that the Trusteeship Council was a living reality which meant a great deal to the people of the Territory.

94. Mr. LAKING (New Zealand) also thanked the Council for the warm welcome it had accorded to the special representative and for its sustained interest in the advancement of the Samoan people's welfare.

95. While he did not agree with the USSR representative's interpretation of the facts and the conclusions he had drawn, he was gratified that the USSR representative had exposed a number of basic problems. It was the existence of such problems which made Western Samoa a Trust Territory. The New Zealand Government was continuing its efforts to find adequate solutions and welcomed all constructive suggestions likely to promote the welfare of the Samoan people.

96. The interests and wishes of the people had been the guiding principle of the New Zealand Government. The Administering Authority could not impose solutions on the people of the Territory, however desirable they might appear from a theoretical point of view. All solutions must be of a nature to prepare the population for self-government or independence and to develop its self-reliance. The Territory's capacity to maintain certain levels of development, especially in the social and educational fields, was a limiting factor in the work that could be done by the Administering Authority.

97. Sir Alan BURNS (United Kingdom) thanked the representative of Iraq for his commendation of the Visiting Mission. Any merits which the Mission's report might possess were due largely to the co-operation of the other members of the Mission and of its secretariat.

98. The PRESIDENT suggested that the representatives of the United States, France, China and Argentina should constitute a committee to draft the Council's report to the General Assembly on the Trust Territory of Western Samoa.

99. Mr. SOLDATOV (Union of Soviet Socialist Republics) requested that the President's proposal should be put to the vote, a separate vote being taken on the participation of each country. He objected to the presence of an illegal Kuomintang representative on any United Nations organ.

100. The PRESIDENT put to the vote the proposal that France and the United States of America should be members of the drafting committee.

That proposal was adopted by 10 votes to none, with 2 abstentions.

101. The PRESIDENT put to the vote the proposal that Argentina should be a member of the drafting committee.

That proposal was adopted by 11 votes to none, with 1 abstention.

102. The PRESIDENT put to the vote the proposal that China should be a member of the drafting committee.

That proposal was adopted by 11 votes to 1.

103. The PRESIDENT, speaking on behalf of the members of the Council, thanked the special representative for Western Samoa for his valuable contribution to the Council's work.

The meeting rose at 6 p.m.