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CONDITIONS IN THE TRUST TERRITORY OF WESTERN SAMOA

Working paper prepared by the Secretariat

Note: In the light of the resolution of the General Assembly of 2 December 1950 concerning the annual reports of the Trusteeship Council,<sup>1/</sup> and of the discussion by the Fourth Committee on this subject, the Secretariat has prepared a working paper which the Council may wish to consider as a basis for drafting the separate chapter dealing with conditions in the Trust Territory of Western Samoa in its next report to the General Assembly.

The Secretariat has endeavoured to assemble in this working paper, in necessarily condensed form, all relevant data concerning the political, economic, social and educational conditions in the Territory, namely, data derived from the annual report on the administration of the Territory at present before the Council,<sup>2/</sup> questions of a general nature raised in petitions concerning the Territory,<sup>3/</sup> relevant observations, conclusions and recommendations of the Visiting Mission to the Territory,<sup>4/</sup> and observations of the Administering Authority thereon.<sup>5/</sup> (Pending a decision by the Council, the Secretariat has assumed that petitions of a personal nature, and the organizational and procedural aspects of the work of the Visiting Mission, will continue to be contained in separate chapters of the Council's report.)

1/ Reproduced in document T/811.

2/ Document T/800.

3/ In the case of Western Samoa, only one such petition (document T/PET.1/3) has been received.

4/ Document T/792.

5/ Document T/825.

Under each relevant heading, the working paper also summarizes such action as the Council and the General Assembly have previously taken, together with such observations as the Administering Authority has made to date concerning the implementation of that action. In the case of certain other recommendations of the Council and the General Assembly, such as that concerning the provision of information to Trust Territories, the Secretariat has assumed that the Council may wish to include information on such matters in separate chapters of its report. Finally, the Secretariat has indicated a number of points, which are not intended to be exhaustive, at which the Council may wish to insert such further observations as the Administering Authority may make, and such observations, conclusions and recommendations as the Council itself may wish to make on the topics under review.

## I. GENERAL

### Land and People

Western Samoa is situated between 13° and 15° south of the Equator and between 171° and 173° west longitude. It consists of two large islands, Upolu and Savai'i, and a few small islands and islets, with a total land area of about 1,130 square miles. The islands are of volcanic formation, with rugged, mountainous terrain which rises to a highest point of 6,094 feet in Savai'i and 3,608 feet in Upolu. The Territory generally is covered with dense tropical vegetation, but soils on the whole are thin and rocky, and some sections are surfaced with lava flows from relatively recent volcanic eruptions.

The climate is tropical, with only a few degrees' difference in mean temperatures between the warmer and cooler months. Rainfall is heavy and severe storms occasionally occur.

On 31 March 1950, the population consisted of 71,900 Samoans, 5,693 persons of part-Samoan blood possessing European status, 322 Europeans, 176 Chinese and 64 Melanesians. The capital and chief port is Apia, on the island of Upolu, with a population of about 10,000.

## II. POLITICAL ADVANCEMENT

### General

The indigenous inhabitants of Western Samoa, numerically the largest branch of the Polynesian people after the Maori of New Zealand, form a society which in the judgment of the Administering Authority has shown itself remarkably capable of taking the strains of adaptation to the conditions of the modern world. They are almost universally literate in their dialect of the Polynesian language, and during the year under review the Administration noted increasing evidence of a growing political awareness among an everwidening section of the community. When the Visiting Mission to Trust Territories in the Pacific went to the Territory after the close of that year, the leaders and representatives of the people repeated to it the request they had made in 1946-47 for immediate self-government; and the Mission found this to be their genuine and even urgent wish.

The Samoans already exercise a substantial measure of self-government, within the framework of a new constitution granted to them under the Samoa Amendment Act, 1947. This constitution was introduced after the despatch to the Territory by the Trusteeship Council of a special mission which investigated the Samoans' earlier request for self-government. Their request arose in turn from consultations held with them by the Administering Authority in 1946 as to the terms of the Trusteeship Agreement, then in draft form.

The attitude of the Samoans at that time, as observed by the Administering Authority, was that while they recognized that the Agreement marked a considerable advance on the terms of the former Mandate, they preferred that the Territory should be granted self-government, with New Zealand remaining as advisor and protector. The Administering Authority, however, considered that even if it had been willing to agree to such a proposal, its obligations to the United Nations did not permit of the withdrawal of the Territory from the scope of the Trusteeship System. Accordingly, the draft Agreement was submitted to and ratified by the General Assembly; and the Samoans' request for self-government was subsequently brought before the Trusteeship Council, whose special mission concluded that they were not yet capable of assuming, without assistance from outside, full responsibility for the government of the Territory but that fundamental constitutional reforms should be introduced in the meantime. The Council resolved that the Samoans should be given the measures of self-government

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recommended by the Mission, which were closely in line with proposals announced by the Administering Authority while the Mission was still in the Territory and that the people should be encouraged to assume widening responsibilities of self-government.

The latter proposals formed the basis of the constitutional changes put into effect in March, 1948; and the year under review in the annual report, was the first full year in which they were in operation. Under these reforms, the executive branch of government remains entirely under the control of a High Commissioner (formerly Administrator) appointed by the Administering Authority, and the work of the executive is carried out by a number of departments whose staffs are now controlled, as a separate public service for the Territory, by a newly-created Public Service Commissioner, but whose senior officers will continue to be appointed by the New Zealand Government. There is no executive organ, but the High Commissioner has a consultative relationship with two Samoan advisory bodies: a new Council of State, which consists of himself and the two highest chiefs, and the Fono of Faipule, consisting of 41 members elected by matai (title holders or family heads) from the traditional districts and sub-districts of Western Samoa.

Wider powers are accorded to the Samoans in the legislative field. The New Zealand Parliament retains its inherent legislative power, and the New Zealand Government its power to make regulations for peace, order and good government, in respect of the Territory; but these powers are intended by the Administering Authority to serve as a safeguard for its position as a trustee, and not as the normal means of legislation. The Territory's own Legislative Assembly has the power to, and in practice does, enact legislation on all purely domestic matters, in which its sovereignty is limited by a requirement that the High Commissioner should give his assent to all ordinances and his recommendation to all financial legislation. The Assembly may not, however, legislate on matters of defence, external affairs and Crown land and on certain other matters affecting the constitution and the New Zealand Reparations Estates. In this Assembly, the Samoans now have a majority of members, elected indirectly through the Fono of Faipule.

The Visiting Mission of 1950 described these reforms as far-reaching and in many ways novel to the Samoans. Nevertheless, it found dissatisfaction among the leaders and representatives of the people in respect of a number of practical

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limitations, which are dealt with under the relevant headings below, on the part they were playing in the affairs of the Territory, and in general it observed the same genuine desire as in 1946-47 for self-government. The Mission found that the Samoans wished to possess the dignity and authority which went with the control of their own government. It noted that they recognized, as they did in 1947, that they did not as yet possess the knowledge to run many of the services of government, but they regarded these as matters on which they could hire technical advice, and they informed the Mission that they were confident of receiving help and advice from the New Zealand Government and the United Nations.

The Visiting Mission, while being impressed by the political sense of Samoan leaders and by what it learned of the progress achieved under the new constitution, shared the opinion of the previous Mission that the Samoans were not ready for full self-government. Its view was that they doubtless possessed the ability to manage their affairs in their own traditional ways; but the problems of adopting these ways to conform with modern political ideas, with modern economic facts and with the need for elaborate and expensive social services were very complex and difficult. Moreover, the Mission felt that the element of democracy implicit but by no means dominant in the Samoan social structure must be developed, and the political education of Samoans, particularly of people in the outlying areas, needed much improvement.

For the present, in the Mission's view, emphasis must be placed on making the existing institutions work, to which the Administering Authority was devoting a necessarily considerable educational effort. The Mission considered, however, that this did not preclude further development, and that in particular ways should be found for an increased participation by the Samoans in the executive branch of government, at both the policy-making and administrative levels.

The Administering Authority, in its observations on the Mission's report, agreed with the Mission's view, and the reasons given for it, that the Samoans were not ready for full self-government. At the same time, it pointed out that it was not to be expected that the achievement of full self-government would be dependent upon the complete acceptance of democratic ideals and institutions as they existed "in Western European democracies". Of the constitutional changes generally, the Administering Authority considered it to be open to doubt whether they had yet come fully into effect, but it recognized that further development was not precluded by that fact. Every effort was being made to consolidate the

/present advances,

present advances, and Samoans were gaining a knowledge of governmental procedure which would be indispensable when further development towards self-government was undertaken.

Agreeing with the Mission as to the responsibility which the Samoans had for solving their own problems within the large measure of political and financial autonomy they now possessed, the Administering Authority pointed out that the continuation and expansion of health and education services depended to a large extent on a continued economic prosperity and on the willingness of the Samoan leaders to accept the heavy burden of expenditure necessary to maintain these services. It added that the expansion of government services, for which there was an objective need and steady demand by the Samoan people, and the undertaking of further developmental schemes were at present severely handicapped by shortage of trained personnel.

(Further observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

#### The Executive Branch

##### (a) Executive Authority

It has been noted above that executive authority remains vested fully in the High Commissioner. The Council of State, which held 35 meetings during the year under review, is required by law to be consulted by the High Commissioner on all proposals for legislation to be submitted to the legislature on all matters closely relating to Samoan custom, and on any other matters affecting the welfare of the Territory which he considers proper. The Visiting Mission noted, however, that while the Council discusses matters of administrative policy, it is nevertheless not an executive organ, and it also drew attention to the fact that all the senior officials of the administration are Europeans, almost all of whom have been recruited from New Zealand.

The Fono of Faipule is similarly an organ with consultative and advisory rather than executive powers. It has a statutory right to consider matters concerning the welfare of the Samoan people which it thinks proper or which may be submitted to it by the High Commissioner, and to express opinions or make recommendations to him. The Administering Authority reports that the Fono discusses a very wide range of topics, including proposed ordinances, and falling under two main heads: interest in the developing participation of self-government, and matters of district welfare, such as roads and water supplies. It also submits nominations for Samoan district judges, plantation inspectors and associate judges

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of the Land and Titles Court, and under the new constitution it has the duty of electing the Samoan members of the Legislative Assembly.

The Visiting Mission noted on the part of the Samoans an urgent desire - with the implicit idea that the Council of State should have policy-making functions - for a greatly increased participation by them in the executive branch of the Government. The Mission felt that there should be some Samoan participation at this high level and suggested that the Administering Authority should consider the establishment of an Executive Council, consisting of the High Commissioner, certain senior officials, the Fautua and certain Samoan members of the Legislative Assembly. Whatever might be the Executive Council's precise composition, it felt there should be some such body through which Samoan participation in the formulation of policy could be achieved.

The Administering Authority, in its observations on the Mission's report, recognized that Samoan participation in the formulation of high-level policy was desirable, and stated that it had under active consideration the steps by which this might be achieved.

(Further observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

(b) Public Service of Western Samoa

A separate Public Service of Western Samoa has now been established, and it falls under the control of a Public Service Commissioner appointed by the Administering Authority. He is subject to direction by the New Zealand Minister of Island Territories in the following three instances: in any matter affecting New Zealand's responsibilities under the Trusteeship Agreement; in approving regulations for the Samoan Public Service; and in the appointment of officers whose salary is greater than £ NZ 1,060 per annum.

The Samoa Amendment Act, 1949, provides that the Public Service Commissioner shall, "consonant with the efficient conduct of the Government Service of Western Samoa, have regard to the obligation of the Administering Authority under the Trusteeship Agreement to assure to the inhabitants of Western Samoa a progressively increasing share in the administrative and other services of the Territory". The Administering Authority states that the problem of staff training, with which the New Zealand Government's scholarship scheme (see Educational Advancement) is being co-ordinated, will be one of his immediate concerns.



At its seventh session the Trusteeship Council commended the Administering Authority's statement that the policy of the Samoan Public Service Commissioner would be to provide increasing responsibility for Samoans in the public service and expressed the hope that the Administering Authority would progressively make use of Samoans in the higher posts of the administration.

At the end of the year under review, the public service consisted of 1,066 officers, of whom 872 were Samoans, whose number had increased from 488 in 1938-39 and 682 in 1948-49. The Visiting Mission noted, however, that these Samoan officials had not as yet obtained high positions in the service. The Samoans expressed the hope to the Mission that the ultimate aim of giving high duties to Samoans now employed in the Government service, as had been recommended in the report of the United Nations Mission in 1947, would be further carried out. The Mission expressed the hope that a proposed but considerably delayed regrading and reclassification of all positions would result in the removal of any instances of discrimination on grounds of status as might exist in the service and also in the attainment by Samoan members of the Service of positions of much greater responsibility.

The Samoans also expressed to the Mission the view that the Council of State should be entitled to give directions to the Public Service Commissioner in all those instances in which the New Zealand Minister of Island Territories now does. The Mission considered, however, that the New Zealand Government must retain control of the appointment of senior officers and of matters affecting its responsibilities under the Trusteeship Agreement. At the same time, the Mission felt that the Public Service Commissioner should be subject, as were all other civil officials in the Territory, to direction by the High Commissioner not only in approving service regulations but also in all other policy matters. The High Commissioner would, on suitable matters, be able to take the opinion of the Council of State or of an Executive Council if one were established.

The Administering Authority, in its observations on the Mission's report, pointed out that if it had been a cardinal principle of public service administration in New Zealand for almost forty years that the public service should be entirely divorced from political control. It was largely for this reason that in Western Samoa the Public Service Commissioner was responsible in policy matters not to the High Commissioner but to the Minister of Island Territories in New Zealand. The Administering Authority agreed with the Mission's views on /the questions of

the questions of appointments of senior officers and trusteeship matters.

(Further observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

#### The Legislative Branch

##### (a) The Legislative Assembly

The Samoan majority in the Legislative Assembly consists of the two Fautua and 12 members who are elected by the Fono of Faipule. In addition, there are five elected European members and six official members. The High Commissioner, as president, has a casting but not a deliberative vote.

The extent of sovereignty enjoyed by the Assembly in purely domestic matters has already been described; and it may be noted that during the year under review the High Commissioner on no occasion found it necessary to refuse either the assent that is required of him in the case of ordinances or his recommendation in the case of finance bills. The most considerable business of the Assembly so far has been that of adopting the estimates for the government of the Territory, although ten ordinances and eleven resolutions were also passed during 1949. In the judgment of the Administering Authority, the debates on all financial provisions have been keen and intelligent, and the Assembly has shown a tendency towards conservatism in expenditure and critical scrutiny of the government accounts. All the ordinances passed were introduced and sponsored by the government, but many of the motions were introduced by private members. One decision of the Assembly was to have its proceedings broadcast by the local radio station.

The Assembly, which held three sessions during the year, does much of its work through standing committees on finance, health, public works and education, each consisting of three Samoans, one European and one official member. Another such committee, on broadcasting, has recently been set up. The Visiting Mission, which emphasized the importance of the Assembly's financial responsibilities in the development towards self-government, considered that by far the best work in this educational process was being performed by the standing committees.

##### (b) The Fono of Faipule

The advisory and consultative role of the Fono of Faipule vis a vis the High Commissioner has been mentioned above, and it has been shown also to have a relationship with the legislative process in that it examines legislation about to be submitted to the Legislative Assembly and also is responsible for electing the

/Samoan members

Samoan members of that body. The Visiting Mission referred to a relationship of a different kind, in the sense that while the Legislative Assembly is the modern legislative organ, the Fono is perhaps more truly representative of opinion in the outlying districts and of the Samoans' traditional way of life, and it was informed that there are in fact certain differences of attitude between the Samoans on the two bodies.

In this connexion, a request made by the Samoans in their discussions with the Visiting Mission was that any decisions taken by the Fono on any matters touching on the welfare of all sections of the community should be made effective by law. In view of the fact that the Legislative Assembly exercises legislative authority, the Mission felt that the Samoans might in effect have desired that decisions of the Fono should be brought before the Assembly for legislative action. It was informed that the High Commissioner would be prepared to undertake to introduce in the Assembly all matters upon which the Fono had taken decisions, provided that the Fono had first discussed such decisions with him before confirming them. In the Mission's opinion this practice would be an interesting and helpful development and would confer upon the Fono a virtual legislative initiative.

The Administering Authority stated that at a meeting of the Fono of Faipule which discussed the Mission's report, the Faipule expressed satisfaction with the High Commissioner's readiness to undertake this practice.

(Further observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

#### Local Government

Samoan district and village officials are elected or nominated by Samoan representatives and appointed by the High Commissioner, but receive their salaries from the Government of Western Samoa. They normally comprise district judges, plantation inspectors, policemen-messengers and mayors of villages, and their work is supervised by the Secretary of Samoan Affairs.

A Commission of Inquiry recently investigated the question of local government throughout Western Samoa, with authority to make recommendations as to the types of district or village councils, or other institutions of district or village government, the Government should consider establishing.

The Trusteeship Council, at its seventh session, expressed the hope that the work of the Commission would contribute to the adoption of procedures furthering opportunities for the people of Samoa to acquire the political experience necessary for self-government.

The Visiting Mission, after a discussion with the Commission of its work, expressed confidence that the Commission would be able to find a solution which, while paying due regard to Samoan customs, would offer possibilities for the suitable development of an organized system of local government. It noted, however, that, due to Samoan opposition, the question of establishing a municipality of Apia was not included in the terms of reference and that some special arrangement would therefore have to be made for this area within the framework of whatever scheme was proposed for local government.

The Administering Authority stated subsequently that the Commission had now presented a report, recommending far-reaching changes, which was being carefully studied. The proposals included the setting up of a District and Village Government Board comprising members of the Council of State and six Samoans nominated by the Fono of Faipule. This board would approve the establishment and supervise the work of local authorities.

(Further observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

#### Suffrage

The franchise among Samoans is confined to the matai, who constitute about one in four of the adult male population. Matai are the title holders in each family who traditionally have served as representatives in matters outside the family. The matai elect the 41 members of the Fono of Faipule, who in turn elect the Samoan members of the Legislative Assembly. In practice, the choice of the first members of the Assembly was by traditional elective procedures, but the Fono used the secret ballot to elect a new member during the year under review. All adults possessing European status who are resident in the Territory are eligible to vote, and they elect the European members of the Assembly by secret ballot. The majority of them are part-Samoan by blood.

At its fourth session the Trusteeship Council recommended that consideration be given to the introduction of a system of universal suffrage applicable to all inhabitants of Western Samoa, to the end that the basis of representation in the Legislative Council might be progressively broadened.

/At its seventh

At its seventh session the Council noted with satisfaction the election by secret ballot of the additional Samoan member of the Legislative Assembly, and expressed the hope that further reforms would be introduced with a view to bringing about, in due course, a system of universal suffrage in the election of the Fono of Faipule.

The Visiting Mission noted that the suffrage situation remained almost unchanged, and considered that there was little prospect that the Samoans would agree to any widening of the franchise in the immediate future.

(Further observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

#### Police Force

The Department of Police and Prisons is directly under the control of the High Commissioner. At the end of the year under review its personnel consisted of 12 Europeans and 76 Samoans.

Complaints were made by the Samoans in their discussions with the Visiting Mission that considerable discrimination existed in the salary between Samoan members of the Police Force and members recruited from the local European population. The Samoans felt that the Police Department, which is not now affected by the law concerning the Public Service, should be under the care of the Council of State and not exclusively under the control of the High Commissioner and the New Zealand Government.

The Mission was informed by the Administration that salary scales in the Police Force were considered unsatisfactory and would shortly be reviewed to make them conform with the recommendations to be made by the Public Service Commissioner for other branches of the Government. The present differences in salary existing between Samoans and Europeans were attributed, however, to the different work performed by them.

The Mission considered that since the maintenance of order was a responsibility of the Administering Authority, the police must remain under the control of the High Commissioner.

The Administering Authority, in its observations on the Mission's report, stated that the new salary scales, which had since been issued, had removed the anomalies that existed under the old scale. In the matter of the control of the Police Department, it agreed that this should remain with the High Commissioner, but pointed out that the day-to-day task of maintaining law and order was clearly

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one which must be carried out by the Government of the Territory, and in this task as in others the Samoans must be expected to play their part.

(Further observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

### Judiciary

The High Court of Western Samoa consists of a chief judge, five commissioners, and fourteen Samoan district judges. In addition, three Samoan associate judges participate in the work of the court. The chief judge and the commissioners are appointed by the Minister of Island Territories and hold office during his pleasure. The district and associate judges are nominated by the Fono of Faipule and appointed by the High Commissioner for a term of three years. They are not renominated by the Fono for a second consecutive term unless their service is of special importance.

The High Court has full civil and criminal jurisdiction, and the chief judge has authority to exercise all the powers of the Court. The commissioners and Samoan district judges have a jurisdiction prescribed by law; the commissioners hear the majority of the petty cases which come before the Court, while the Samoan district judges have jurisdiction over Samoans only and for certain prescribed offences which include civil actions up to the value of E5 and criminal offences, including thefts of under E2 value. Assessors are employed by the High Court in serious criminal cases. When the defendant is a Samoan, one of the four assessors has in the past been usually a Samoan, although nothing in the law, which prescribes that assessors shall be "fit and proper persons", forbids the appointment of more than one Samoan assessor. Cases tried by either commissioners or district judges have a right of rehearing before the chief judge.

The Native Land and Titles Court, a special judicial body composed of the chief judge assisted by two or three European assessors and two or three Samoan associate judges, has jurisdiction in disputes over "native" land and succession to Samoan titles.

At its seventh session the Trusteeship Council expressed a wish to be informed on the question of the status and jurisdiction of Samoan judges, particularly with respect to permanence of tenure.

The Visiting Mission was informed that the task of associating Samoans fully in the judicial work of the Territory was hampered by the fact that the Samoan associate judges were rarely renominated, as a result of the Samoan principle of /sharing offices

sharing offices and not permitting incumbents to retain them for further terms. The Mission felt this practice was delaying the increased participation of the Samoans in judicial matters and hoped that suitable judges would be renominated or at least that those in office would be retired in rotation.

The Mission heard a request by the Samoans that where assessors are required in the High Court for criminal cases these should consist of two Samoans and two Europeans, instead of one Samoan and three Europeans as at that time. The Mission considered this request, which the Samoans stated already had been accepted in principle by the Administering Authority, to be a reasonable one, and hoped that it would soon be granted.

The Administering Authority stated subsequently that it had been aware of the desirability of such a practice, which in fact had been instituted in April 1950, before the Mission's visit.

The Samoans also made to the Mission a request that the composition of the Land Titles Court should be altered so that it would consist of the chief judge, the Secretary of Samoan Affairs, the Resident Commissioner of Savai'i, three Samoan judges and nine Samoan assessors, in place of the European Assessors, and that only these officials should take part in the functions of the Court. The Mission was of the opinion that the addition of nine assessors would make the Court unwieldy. It was assured that the European assessors were persons of impartiality and knowledge of Samoan customs and language. It pointed out that although the three existing Samoan assistant judges sat only in an advisory capacity, in practice all recent decisions had been subject to their full concurrence; and since, in addition, the High Commissioner had expressed himself in favour of granting these judges a regular status equal to that of Europeans, the Mission felt this to be the proper course for the time being.

The Administering Authority, expressing awareness of the strong opinions of the Samoans on the attendance of European assessors on the Land and Titles Court, stated that it was nevertheless not satisfied that it would be wise to deprive the court of their assistance at the present stage. It agreed with the Mission's view as to the proper course for the time being, and stated that the suggested granting of equal status to the Samoan judges had now been carried out by legislation.

(Further observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

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### Status of the Inhabitants

As far as their rights outside the Territory are concerned, the national status of the inhabitants is either that of British-protected persons, or nationals of some sovereign State, or stateless persons. The great majority of Samoans fall into the category of British-protected persons. The Administering Authority states that in accordance with the wishes of Samoan representatives, however, it intends by Order-in-Council to alter this status to that of New Zealand-protected persons.

With respect to certain parts of municipal law, the inhabitants of the Territory are divided into the categories of "Samoan" and "European". A Samoan is defined as "a person belonging to one or more of the Polynesian races" and the law also classes as Samoan any persons who are of more than three-quarters Polynesian blood, unless they are specifically declared, in accordance with any regulation or Ordinance, to possess some status other than Samoan. Under prescribed conditions, individuals may petition the High Court for a change of status. The Court in the past has declared 551 former Samoans to be Europeans and 40 Europeans to be Samoans.

The principal legal consequences of this difference in status are that Samoans may not in general be sued for trade debts (in other types of debt the matter is at the discretion of the High Court), nor be a member of any incorporated company or partnership without the sanction of the High Commissioner, nor be enrolled as a European elector; and that Europeans may not share, as a right, in the use of Samoan land or in the rents or profits derived from it, nor acquire Samoan land by inheritance, nor accept a Samoan title without permission, nor in any case exercise the rights associated with titles. Social aspects of the difference in status are described in Section IV, Social Advancement.

The Administering Authority describes the legislation defining the status of the inhabitants as complex and in some respects unsatisfactory, and the problem is now in the hands of the Legislative Assembly.

At its seventh session the Trusteeship Council noted the differentiation in status and in legal and social rights between Samoans and Europeans and the possible undesirable tensions which might result, and recommended that the Administering Authority intensify its efforts to solve this problem.

(Further observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)



### III. ECONOMIC ADVANCEMENT

#### General Economy

The Territory is predominantly an agricultural country, the great majority of its people living in communities which are engaged principally in growing foodstuffs and catching fish for their own subsistence needs. A large part of the land under cultivation by the Samoans, and a large part of their working-time, are absorbed in the cultivation of root crops, bananas and other foodstuffs. Pigs and poultry are also raised for local consumption.

The Samoans nevertheless combine this subsistence production with production for the export market. The most important export crop is copra; this is derived from coconuts, and coconuts in their turn contribute in a great many ways to the domestic needs of the people. The Samoans produce about 85 per cent of the total copra output of the Territory; they have a lesser share in the production of cocoa, which is the second export crop in importance; and they grow most of the bananas which comprise the only other form of production for export. Abnormally high export prices after the World War created an artificially high standard of living, according to the Administering Authority. It adds, however, that the return to more normal market conditions has had little adverse effect on the stable social structure. The Territory continues to enjoy a surplus in its public finances.

The almost exclusively agricultural character of production in the Territory creates a corresponding dependence on external sources of supply for all kinds of manufactured goods, as well as for foodstuffs and other raw materials which cannot be produced in the Territory. Industrial development has been slight. The New Zealand Reparation Estates, a New Zealand Government organization operating plantation and other lands taken from the Germans, has a sawmill and a dessicated-coconut factory, which it intends to expand; a European operates another sawmill; a dried-banana enterprise started experimentally by the Reparation Estates has failed for want of a regular market; and there is a small local crafts industry in Apia. The Territory has no known mineral resources of commercial value, and the Administering Authority sees little prospect of the extensive development of commercial fishing under the limitations of the present sources of supply.

Economic development during the year under review in the annual report

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included the re-establishment of an agricultural service, after a lapse of 20 years, and the increased planting of cash and food crops in areas to which access is now being given by the construction of new roads, of which 35 miles were built during the year reviewed.

Developments of more major importance requiring active co-ordination and assistance by the Administering Authority are being considered. To provide general guidance the Administering Authority proposes to send an Economic Mission to the Territory to give basic advice in agricultural and financial fields. As a starting point, the Food and Agricultural Organization's world census of agriculture has been adapted and extended and a basic form has been drawn up and approved for the collating of information. A rural economist with tropical experience visited the Territory after the end of the financial year to launch this project. The Administering Authority states that accurate and up-to-date information as to existing land utilization and the nature and extent of undeveloped areas is a necessary prerequisite for any over-all plan of development, and much information is expected from the agricultural census and a proposed aerial survey of the Territory. The Government also proposes to increase expenditure on water-supply projects for domestic and agricultural needs. The Administering Authority feels that economic progress in a country like Western Samoa is necessarily fairly slow and that the greatest hope for an improvement lies in extensive research programmes such as that envisaged by the South Pacific Commission and by the education of the people themselves.

At its fourth session, the Trusteeship Council noted that the present satisfactory financial situation of the Territory was mainly due to abnormally high prices for copra and cocoa and it was concerned over possible repercussions of a fall in the prices of these on the economy of the Territory. It therefore recommended that the Administering Authority should continue to take all possible steps to diversify production, by introducing secondary industries and by any other possible measures. It also recommended that intensified efforts be made toward the development and utilization of territorial resources in order to raise the standard of living of the indigenous inhabitants, and requested the Administering Authority to elaborate an over-all plan of economic development.

At its fourth session, the General Assembly noted with satisfaction the excellent financial situation in Western Samoa and endorsed the recommendations of the Council regarding the need for the formulation of plans laying down a

/sound economic

sound economic foundation for the Territory.

In order to broaden the base of the Territory's economy the Administering Authority summarized its efforts in the past year as: (a) the establishment of the agriculture department, (b) the visit of two officers to report on the entomological control of the rhinoceros beetle, (c) preparatory work undertaken for the expanded FAO world census of agriculture terminating with the visit of a rural economist, (d) expansion of the Reparation Estates sawmill in Savai'i, and the arrangement for the visit of a forestry expert to advise the Government of Western Samoa on development and conservation, (e) the concluding of a nine-year agreement with the United Kingdom Ministry of Food for the sale and purchase of copra, (f) and the visit of the Senior Nutrition Officer of the Medical Research Council.

At its seventh session, the Trusteeship Council congratulated the Administering Authority on the re-establishment of the Department of Agriculture, the attention given to the problem of the diversification of the economy, and the formation of the Copra Board for the purpose of establishing a stabilization fund to protect the copra industry. (See below, External Trade).

The Visiting Mission appraised the general economic situation of the Territory as very satisfactory. It found, superimposed over a very sound subsistence economy, a steadily growing production of export crops which, although small in number and extremely vulnerable in the past to price fluctuations, did not seem to face any immediate prospect of a large fall in prices. The Mission drew attention, however, to the fact that the population was also increasing at a rapid rate, and it considered that production must grow correspondingly if the standard of living was to be maintained. In this connexion it noted the re-establishment of the Department of Agriculture, the undertaking of a relatively large programme of public works, and the inauguration of the agricultural survey.

(Observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

#### Export Production and Trade

Most of the Samoan production of export crops is carried on in the traditional manner of production by family groups under the leadership of the matai. The crops are generally raised on small and often scattered plots of land and by methods of cultivation which the Administering Authority states could be much improved. It notes, however, that an increasing number of Samoans are

/building up

building up plantations comparable in size and organization with those of Europeans; and a few Samoans have entered into partnership with Europeans.

The marketing of the export crops is carried out partly by governmental contractual arrangements and partly through the open market. The principal export trade, in copra, is regulated by a statutory body known as the Copra Board. Except for a small proportion supplied to the New Zealand market, the entire production is now sold to the United Kingdom Ministry of Food under contractual arrangements extending to 1957. The price is fixed annually in relation to the price ruling in the previous year; for 1950 it was fixed at £48 10s.\* per ton f.o.b. Apia, an increase of 10 shillings over the previous year. To the producers, the Copra Board decided to pay £45 5s. per ton, allocating the balance to a fund (£47,137 at 31 March 1950) designed to stabilize the price to producers in the event of a market decline. In the calendar year 1949, exports of copra rose to 16,455 tons (value £787,274) from 14,178 tons (value £584,062) in 1948. Samoans produce about 85 per cent of the total output.

The next most important export industry, the growing and export of cocoa beans, is not similarly controlled and stabilized. A total of 2,894 tons was exported during 1949, as against 1,630 tons in 1948, the increase being partly due to the shipment of some cocoa which had been produced in the latter year; but the value (£387,611 as against £369,492) was comparatively lower as a result of a fall in the world price, which rose again to a high level toward the end of 1949. According to a 1945 estimate, 41 per cent of the cocoa production is in Samoan hands.

Bananas, which are grown principally by Samoans, are exported under the control of the Administering Authority and are sold to the New Zealand Marketing Department at prices fixed from time to time. A decline in exports from 99,507 cases (£69,004) in 1948 to 87,121 cases (£64,644) in 1949 is stated by the Administering Authority to have been due to shipping difficulties and to increased local consumption. Production of dried bananas, of which 20 tons were exported in 1948, has been discontinued as uneconomic.

(Observations and recommendations, if any, of the Council)

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\* The Samoan pound is at present on par with sterling.

Reparation Estates

By far the most important individual plantation enterprise in the Territory, and one of the largest taxpayers, is the New Zealand Reparation Estates, consisting of land which was formerly in the hands of German nationals but which came into the possession of the New Zealand Government as reparations after the first World War. This land is now being utilized for plantation, dairy farming, research and other activities by a management responsible to the New Zealand Government. Some of the Estates land has been disposed of to Samoans, particularly in the most densely settled regions of the Territory, in order to relieve population pressure. Much of the land, which in 1948 consisted of 75,360 acres, is considered by the Administering Authority to be too poor for commercial development. Profits derived from the Estates are paid into the New Zealand Consolidated Fund; but the Administering Authority explains that, in practice, grants equivalent to the profits from the Estates are made to the Samoan Government for social and economic development schemes.

At its seventh session the Council recommended that the Administering Authority consider the possibility of giving statutory form to the practice of using all surplus revenues from the Estates for the benefit of the people of the Territory.

The Visiting Mission commended the Administering Authority for using the profits of the Reparation Estates exclusively for the benefit of Western Samoa. It hoped also that the policy would be continued of making surplus Estates land available to villages in need of land. It noted that a certain amount of friction appeared to exist between the management of the Estates and some of the adjoining villages, which felt that the produce of these lands belonged to them; but that the Samoan leaders nevertheless recognized that the profits from the estates were a very welcome supplement to the revenues of Western Samoa.

The Administering Authority informed the Council subsequently that it was considering the transfer of surplus Estates land to the Samoan Government. It added that this move would enable the needs of the inhabitants of some of the congested areas to be provided for and would also assist the long-term agricultural development of the Territory.

(Further observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

### Internal Trade and Commerce

The Territory has a commercial system described by the Administering Authority as highly developed in proportion to its population and resources. A large proportion of the general merchandising of imported commodities is in the hands of companies controlled by the part-European descendants of various nationalities. Four major concerns have a large share of the total business, which includes the distribution and sale of all classes of goods and the operation of transport, and insurance and other agencies. These and other firms derive a high proportion of their total turnover as dealers in copra and cocoa as well. They operate through trading stations, of which there are altogether 262 in the Territory, scattered through the villages. The four most important companies operate 190 of these stations.

Two of these companies are local firms; the other two are extra-territorial enterprises with head offices in Australia and Fiji respectively. Other business enterprises, located in Apia, include a branch of the Bank of New Zealand, a subsidiary company of a New Zealand building contractor, transport companies, a cinema company, and a printing and publishing house.

(Observations and recommendations, if any, of the Council)

### Preferential Treatment

Since 1920, British goods imported into the Territory have received preferential customs treatment amounting to ad valorem customs duties of 11 per cent in their favour.

At its fourth session the Council noted that an inquiry concerning this preferential treatment was in progress. At its seventh session the Council noted that a Select Committee had been created by the Legislative Assembly to investigate the matter and expressed the wish to be advised of the outcome.

The Administering Authority states that the report of the Select Committee noted that the pattern of the trade of Western Samoa was set by geographical and transport considerations and not by preferential rates of Customs duty and that the British preferential tariff had had hardly any effect in specifically directing Samoan trade to British countries and away from so-called foreign countries. The Committee considered that the existing Customs schedule, with its varying rates of duty and surcharges, should be revised and consolidated so as to abolish the so-called preferential rate of duty and to provide one over-all rate of duty for standard basic commodity items, and a higher over-all rate of duty

/for all other

for all other items. The Legislative Assembly referred the report to the Administering Authority for favourable consideration.

(Observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

### Public Finance; Taxation

The territorial budget is based on draft estimates prepared by the separate departments of the Government. Proposed expenditures on health, public works and education are considered by the respective committees of the Legislative Assembly, after which the Administration may adjust them to conform with the general financial situation; next the estimates of all departments go to the Assembly's finance committee for detailed examination; and finally the Administration takes them to the Assembly as a whole for debate, amendment where necessary, and approval.

Revenue for the financial year ended 31 March 1950 totalled £521,859 and expenditure £458,095, maintaining the surplus financing which has characterized the economy for several years. In addition, the Territory received grants from the Administering Authority totalling £87,603, being the equivalent of the profits made on the New Zealand Reparation Estates. These grants were spent almost entirely on public works (roads), health and education; and these were also the principal fields of expenditure from the Territorial budget. The total expenditures on these items, including the grants, were: public works, £152,939; as against health, £114,530; and education, £94,260. The following table shows the expenditure in these fields during the past five years, excluding grants of the Administering Authority.

#### Amounts spent on

	Public Works	Public Health	Education
	£	£	£
1945-46	72,440	50,699	18,549
1946-47	50,134	65,492	28,610
1947-48	138,958	78,426	39,681
1948-49	165,987	89,707	46,855
1949-50	129,386	105,655	70,413

The accumulated surplus of public funds has increased from over £300,000 in 1946 to over £700,000 in 1950, most of it being held in investments in New Zealand. As a matter of policy, the Administration has decided to hold £500,000 in general reserve and to regard the balance over that figure as being expendable upon development projects.

/The most

The most important source of public revenue in the Territory consists of indirect taxes on imports and exports. The principal direct tax is a tax on the gross selling-price of goods and other direct taxes include licences and fees, building tax, water rates, amusement-tax, stamp duties, and an income tax on all incomes in excess of £200.

At its seventh session the Council noted that a study was being made in respect of the question of income tax and expressed a wish to be informed of any taxation reforms that might result therefrom.

The Visiting Mission noted that considerable expenditure was involved in financing the increased health and educational services. It concluded that the limiting factors at present were those of personnel and material rather than that of finance, but if the ultimate needs of these services were to be met, a marked increase in the revenues of the Territory would be needed and some form of direct taxation on the Samoans living in the villages for the support of village schools and other services might become necessary. The Mission was informed that no policy of change in the tax structure had been formulated. The Administering Authority in its observations on the Mission's report, similarly emphasized the increasingly heavy cost of health and educational services.

(Further observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

#### Samoan Currency

Currency circulated in Western Samoa consists of Samoan Treasury notes and New Zealand coinage. New Zealand notes are also legal tender, since the Samoa Act, 1921, provides that the currency, coinage and legal tender of the Territory shall be the same as that of New Zealand. In effect, the Samoan currency is backed by the Administering Authority.

Consideration has been given to the question as to whether the value of the two currencies should be legally tied together, and the Legislative Assembly has passed a resolution setting up a Select Committee to examine this question and to consider the advisability of establishing a Samoan pound which would be separate from the New Zealand pound.



The question of the possible adoption of an independent Samoan pound was raised by the Samoans with the Visiting Mission. The Mission in general agreed with the view expressed by the High Commissioner that there must be a close linkage at present between the two currencies, but that there was perhaps room for more elasticity.

(Observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

#### IV. SOCIAL ADVANCEMENT

##### General Policy

The Administering Authority states that its objectives in regard to social advancement lie at present mainly in the fields of public health, nutrition, and improved infant care. Increases in trained staff, investigations of dietary conditions, continued encouragement of the women's village committees, and improved educational facilities are the major methods by which these ends are being pursued. The Administering Authority considers that, with ample access to all the necessities of life, the Samoan people continue to be socially secure.

At its seventh session the Council recommended that elementary social legislation should be introduced as soon as possible.

(Observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

##### General Social Organization and Conditions

The firm hold which tradition retains on the social structure and customs of the Samoans is emphasized by the Administering Authority, and the Visiting Mission was struck by the strength and durability of the social organization.

The basis of Samoan society is the cohesion of the family unit, which is not merely a biological group, as Europeans understand the term, but a wider family group of blood, marriage, and even adopted connexions who all acknowledge one person as the matai or head of that particular family. The Mission noted that all members of the family are to some extent under the control of the matai, but that it would also be true to say that the matai has to pay due regard to the wishes and interests of the other members. He holds in his name the title to family land, and he is the only one qualified to vote in the selection of village officials. His successor is chosen by all adult members of the family.

The Mission did not doubt that some features of the Samoan way of life offered an obstacle to progress, and that the Administering Authority was alive to this fact. On the other hand, the Mission observed an inherent strength and self-discipline which gave hope that progress, when achieved, would be securely based.

As has been noted earlier, the great majority of Samoans live in coastal and river villages, removed from "western" urban development such as that of Apia. They have no housing problem, according to the Administering Authority; they build their own traditional dwellings from freely available materials. Their sanitation methods are primitive, and the Administering Authority states that they continue /on the whole

on the whole to resist change in this respect.

The high rate of increase of the Samoan population - averaging 2.5 per cent annually from 1921 to 1945, and estimated at 3.68 per cent for the year 1949-50 - continues to be a very important factor in the Administration's planning for welfare and other government services.

Besides the 71,900 Samoans, the largest population groups are the part-Samoans (who have European status), totalling 5,693, and the Europeans, totalling 322. A large proportion of the persons of European status belong to families which were founded by European ancestors three or four generations ago. They live mostly in the Apia area, where they have a leading role in trade and skilled occupations. Many also have plantations or small holdings, although they have no access to "native" land except through a Samoan wife or other relative.

The Administering Authority states that there are long-standing prejudices and animosities between the Samoans and the local Europeans of part-Samoan blood, even though there is also a very great deal of real friendliness and co-operation. The local European feels that his group has been responsible for much of the development of the Territory, and that it is just as much his country and home as it is the Samoan's; the Samoan, on the other hand, is generally inclined to feel that Samoa should really be for the Samoans alone. The local European feels deprived of opportunity, particularly in the rights to land; but the Samoan believes that all Samoan land should in the future be reserved for the Samoans. This situation, the Administering Authority believes, can be resolved into harmony only by a gradual process, and no adequate solution can ever be imposed from outside.

#### Standard of Living

No family living studies have as yet been undertaken in the Territory. The Administering Authority points out, however, that a survey which may yield some information on this matter is being conducted in connexion with the Food and Agriculture world census of agriculture. (See Economic Advancement.)

At its fourth session the Council requested the Administering Authority to consider the possibility of making sample studies of the standard of living of the inhabitants; and at its seventh session the Council requested the Administering Authority to prepare as soon as possible a study concerning the standard of living.

The Administering Authority states that in the absence of a full-scale money economy in the Territory, it is difficult to see what purpose could be served by

/the compilation of

the compilation of cost-of-living indices. It is concerned to ensure that the cost of those items which Samoans purchase is not subject to violent fluctuations, and for this reason it maintains a system of price control.

(Further observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

#### Status of Women

Women as organized groups have an acknowledged and respected place in society, according to the Administering Authority. Individually, their position is derived from that of their husbands or parents, and their status in the community changes with that of their men-folk. There is no distinction in law between the rights of women and men.

Legally, women have the same rights as men to participate in the political life of the Territory. It is possible for them to become members of the Legislative Assembly, but the Administering Authority states that Samoan custom is a practical obstacle to the exercise of such rights.

They are also able to enter the Public Service as suitable vacancies occur. In another field of public activity, the Administering Authority states, the government is making effective use of women's committees in villages and has invited the participation of Samoan women in radio-broadcasting programmes.

At its seventh session the Council, commending the Administering Authority on its efforts towards the elimination of differentiation between the rights of men and women, recommended that it continue to take all measures to ensure that the women of Samoa should have ample opportunities to participate in the political life of the Territory.

(Further observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

#### Human Rights and Fundamental Freedoms

##### Discriminatory Laws

The Administering Authority states that all elements of the population are secure in the enjoyment of human rights and fundamental freedoms without discrimination as to race, sex, language, or religion as envisaged in Article 76(c) of the United Nations Charter.

At its fourth session the General Assembly recommended the abolition of any existing discriminatory laws and practices contrary to the principles of the Charter and the Trusteeship Agreement.

/The Administering

The Administering Authority stated in connexion with this recommendation that view instances of discrimination existed in the Territory. Those that existed resulted from the difference in status between Samoans and Europeans. The Administering Authority felt that these instances would require some time to be finally removed, and would apparently have to await the solution of other problems.

#### Rights of Chinese Immigrants

The population of the Territory includes 170 Chinese, the remnants of an imported labour force brought there under the German regime. The High Commissioner has informed the Legislative Assembly that under present legislation they appear to have legally the position of free citizens.

The Chinese Association of Samoa submitted to the Visiting Mission a petition<sup>1/</sup> seeking assistance for the Chinese residents in gaining the approval of the local government in the following matters: (a) that freedom to establish private business in Samoa be granted; (b) that marriages of Chinese to Samoans be legally recognized; (c) that Chinese who left Samoa in September 1948 be permitted to return to Samoa if they wish to do so; (d) that certificates be granted for the establishment of educational institutions where children of Chinese parentage may learn the Chinese language and culture; and (e) that permission be given to the Chinese Association to register officially with the Government.

The Administering Authority informed the Mission that the Chinese who had remained in Samoa had acquired full European status, and that consequently most of the restrictions mentioned in their petition no longer applied. The Mission noted that Chinese residents were eligible for business licenses; that they might marry Samoans; that the Samoans, although opposed to further immigration from any quarter, might be persuaded to agree to the return of a few Chinese; that no legal impediments to the establishment of Chinese schools existed; and that, although no provision existed for the registration of associations such as the Chinese Association, they were nevertheless free to function.

(Observations of the Administering Authority)<sup>2/</sup>

(Decision of the Council on the petition)

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<sup>1/</sup> Document T/PET.1/3.

<sup>2/</sup> In its observations on the report of the Visiting Mission, the Administering Authority states that it will present separate comments on this petition.

### Labour Legislation

The Territory has no organized labour department; the Crown Solicitor acts also as Commissioner of Labour. Since it lacks administrative facilities which would ensure that labour laws were kept, the Territory is not, in the opinion of the Administering Authority, in a position to embark on any ambitious programme of labour legislation. The Administering Authority feels that the maintenance of a special administration and the enactment of precise labour legislation is unnecessary due to the small proportion of the population depending on wages. It explains that a large part of the work done for direct monetary payment is performed by family groups under the authority of their matai. The Administering Authority states that the members of such groups do not work for an outside employer for more than a short period of time, and their ability to do without such employment provides an assurance that they will not be exploited when they undertake it. The 1945 census showed that only 3 per cent of the Samoan people were working regularly for wages.

The Administering Authority considers, however, that as the economy becomes more advanced, there will be increasing need for closer attention to the supervision of the labour force that exists. Wage rates and hours of casual labour have been investigated by a Commission set up for the purpose, and adjustments have been made. The Administering Authority also anticipates that an inquiry will be made into the problems of establishing a system of workers' compensation.

At its seventh session the Council recommended that the Administering Authority, taking into account local conditions, should as soon as possible introduce elementary social legislation, including labour legislation.

The Visiting Mission noted, in the light of the smallness of the labour force, that there was no labour union in the Territory, nor any system of labour statistics or inspection. The government, as the principal employer of casual labour, paid in Apia a minimum of 6s. 8d. a day to adult male workers, but there was no legal minimum for non-government workers, and plantation labourers received as little as 3s. a day.

(Observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)



## Public Health

Western Samoa is free from many of the diseases which present the most serious health problems in other tropical areas. The climate is healthy even for Europeans unaccustomed to the heat and humidity, and the general level of nutrition is more satisfactory, in the judgment of the Administering Authority, than in a great many tropical regions. The most prevalent diseases are hookworm, yaws, and filaria, and diseases which result from faulty sanitation such as typhoid, dysentery, and infantile diarrhoea. Tuberculosis is also a major problem and chest diseases such as pneumonia are common. The death and infant mortality rates are high by "western" standards.

Although it finds it difficult to see how the costs involved can be met, the Administering Authority lists, as the estimate of its Director of Health, a "desired establishment" for the public health service that would include six doctors (as against four on duty in 1950 and three in 1949); two dental officers (as against one in each of those years); a pharmacist and a bacteriologist, both of whom were on duty; 20 nursing sisters (as against 9 in 1950 and 11 in 1949); 36 Samoan medical practitioners (as against 23 in 1950 and 24 in 1949); 18 Samoan dental practitioners (as against 7 in each of those years); 105 Samoan staff nurses (as against 55 in 1950 and 58 in 1949); and a number of other Samoan dispensary, sanitary and other personnel.

The Administering Authority states that the acute shortage of European medical officers is now being overcome, and that it has also made arrangements for a considerable increase in the number of Samoan students admitted to the Central Medical School in Fiji, where "medical practitioners" are trained in a four-year course. The Visiting Mission, which inspected this school, observed that 16 Samoans were being trained there. Suitable scholarship pupils at present in New Zealand are being encouraged to study for New Zealand qualifications as medical and dental officers, the Administering Authority states; and the Visiting Mission noted that one Samoan was taking a full university medical course there. Ten nurses graduated from the local training school during the year, and 31 new trainees began training.

The medical service is based on the government hospital at Apia, which is being rebuilt and which dealt with 1,966 in-patients during the year 1949-50. There are thirteen "district dispensary hospitals", defined as containing one 12-bed ward and out-patient facilities, which dealt with a total of 2,751

/in-patients.

in-patients. Expansion of the service calls for a district hospital (two 12-bed wards) in each of five medical districts, with the smaller dispensary hospitals as subsidiaries. Their construction is proceeding on the basis of an equal share by the government and the districts in the cost. A mobile clinic, consisting of one or two Samoan medical practitioners, a Samoan dental practitioner, a Samoan staff nurse and a driver, and frequently accompanied by a sanitary team, visits the more readily accessible villages. Most of the health services are provided free of charge, except for the cost of board at the Apia Hospital and a small charge for medicines; in any case, according to the Administering Authority, no medicine or treatment of any kind is ever refused because of inability to pay.

At its fourth session the Council requested the Administering Authority to intensify its efforts to improve health and social services in the Territory.

At its seventh session the Council commended the Administering Authority for the progress made in the field of public health, particularly the establishment of a mobile clinic. It urged, however, the intensification of measures already taken to control tuberculosis and recommended that efforts be intensified to recruit doctors and other medical personnel.

The Visiting Mission noted that the Samoans were very anxious for an expansion of health services, particularly in the case of the outlying villages, where they would have liked to see the system of district hospitals expanded and improved. It noted also that at the Apia hospital, whose urgently needed reconstruction and expansion was under way, there continued to be differences of accommodation between those living in Samoan style and those in European style, but that these differences were no longer based on difference of status, since one who wished the better accommodation and was willing to pay for it might do so.

(Observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)



## V. EDUCATIONAL ADVANCEMENT

### General

Education in Western Samoa is carried out separately by the Administration and by religious missions, whose schools are not subject to government control. The great majority of the children receiving education attend either the Administration's village schools, in which the highest class is Standard 4, or pastors' and catechists' schools run by the missions and described by the Administering Authority as very elementary. A considerable number attend both kinds of schools. Apart from a small post-primary school, four mission secondary schools, a teacher-training college and adult evening classes, the Territory depends for secondary and higher education on facilities in New Zealand and, in the case of medical studies, in Fiji.

The statistics for 1950 show in these respects that out of 14,046 children enrolled in the Administration schools (as against 13,236 in 1949), 13,816 were on the rolls of primary schools; and of these, 12,912 were in the elementary village schools, while 904 - including 500 in two schools for children of European status - were in more advanced types of primary schools. Of the remainder, 35 were in the post-primary school, 119 were being trained as teachers and 76 were enrolled in the adult evening classes. Fifty-eight other students were on scholarships in New Zealand, principally in secondary schools, and 16 were studying at the Central Medical School in Fiji.

In the government schools in 1950 there were 474 teachers (as against 301 in 1949) of whom 21 were certificated New Zealand and European teachers, 22 were uncertificated European teachers, 304 were Samoan teachers, and 119 were trainees. Government teachers are trained at a college whose course has been extended from two to three years; 123 were enrolled there in 1950.

At its fifth session the Council urged that continued efforts be made towards increasing the number of Samoan teachers so that compulsory primary education as well as more extensive education in middle schools might become feasible as soon as possible. At its seventh session, the Council requested that future reports should contain more complete statistics regarding both Administration and other schools.

In general, the Visiting Mission concluded that there remained much to be done in the field of education, but that there was a great deal of creditable activity.

/The Mission found

The Mission found a widespread demand for education among the Samoans. It also found plans for active expansion of the services and evidence that these plans were being implemented in many ways. It was informed, however, that the expansion of the school population was proceeding at such a rate that it would be a considerable time before it would be possible under existing circumstances to institute compulsory primary education. The main need in that field was the training of more Samoan teachers, and the Mission noted the expansion of the training college and the lengthening of its course from two to three years.

The Administering Authority, in its observations on the Mission's report, mentioned that a substantial increase in the revenues of the Territory would be necessary before it could support a complete system of free and compulsory education.

(Observations and recommendations, if any, of the Council)

#### Education

Gross public expenditures on education showed an increase of £36,525 over the previous year, and totalled £94,260 of which £24,072 comprised grants from the Administering Authority for overseas scholarships and equipment and inspection of schools.

#### Buildings

The Administering Authority states that most of the extensive building programme laid down for the year was completed. The principal buildings erected were an intermediate school building in Apia; an infants' school building; a school broadcasting room and library; and alterations and extensions to provide additional accommodations in the post-primary school. It reports also that during the year there was a notable advance in the erection by districts and villages in the outer areas of suitable school buildings. Further building to be undertaken during the remainder of 1950 was to include the rebuilding of a middle primary boys' school and the development of a projected post-primary school to be known as the Samoa College.

#### Mission Schools

In the case of the mission schools, there was a total of 23,050 enrolled in 1950, as against 21,417 in 1949; and these included 14,548 listed as not also attending government schools. Figures for the different categories of mission pupils are not available; but the mission schools themselves are mostly of the elementary type run by pastors or catechists (349), the others being theological

/colleges

colleges (4), primary schools (36) and secondary schools (4). They had 976 teachers, of whom 86 were European teachers, 369 were pastor teachers, and 557 were Samoan teachers.

At its seventh session the Council recommended that steps be taken to bring about closer co-ordination between government and mission schools with regard to organization, staffing, and curricula.

The Visiting Mission expressed the opinion that the religious mission continue to perform much valuable educational work, and, in spite of the absence of government financial assistance and control, it was informed that there was increased co-operation between the missions and the Education Department.

(Observations and recommendations, if any, of the Council)

#### Primary Education

The Administration village schools range in enrolment from 30 to more than 400, and are staffed by Samoan teachers under the supervision of district inspectors. The schools have been erected and are maintained by the village people, who must also supply them with food. The average school building is a typical open-sided house with a thatched roof and pebble floor.

Part of the teaching done in the schools is by radio; four one-hour lessons are broadcast each week, and after a year of this method, together with the use of a monthly publication for teachers, the Administering Authority has noted a very great improvement in the standard of work. The broadcast lessons do much to fill the gap until such time as text-books in the vernacular, which are now in preparation, can be supplied. Visual education instructors, equipped with projectors and film strips, also visit the outlying schools.

The Administering Authority states that the level of education in the village schools is being raised each year. A few years ago the top class was Standard 2; it has been raised to Standard 4, and until all the village schools can be brought to a higher level it is proposed to establish centrally-situated district schools to which the most promising Standard 4 children in the surrounding villages will have access.

There are six government primary schools of a more advanced kind. Two Samoan residential middle primary schools, with rolls of 130 and 70, take promising boys selected from the village schools from Standard 2 to Standard 6. The larger had in 1950 a New Zealand head master, a New Zealand teacher, and four Samoan tutors. The smaller school had a Samoan staff, but when its current  
/rebuilding is

rebuilding is completed it is to have two New Zealand teachers. Although at one time the curriculum in these schools approximated that of a New Zealand primary school, the standard of education has fallen far short because of the lack of a full staff of trained teachers and also because much of the boys' time and efforts have been directed towards the growing and preparation of food, in which they supply their own needs. It has been decided that in future the boys will not be trained primarily to enter government positions, but will rather be encouraged to return to their villages "to engender the people with the idea of greater food production and deeper understanding of the value of their land and natural amenities".

To provide preliminary academic training for the most promising Samoan pupils, a new "accelerate school" enrolled during the year 90 boys and girls, many of them from outlying villages. The school had a New Zealand head teacher, a certificated Samoan teacher, and two locally-born European teachers. Instruction is all in English, and the syllabus follows the general lines of a New Zealand school. The best of the pupils from this school will later form the student nucleus of the projected Samoa College. The Administering Authority states that, unlike the students at the two residential primary schools, they will not be required to grow their food, and so will have adequate time for study.

Two other primary schools are open only to children of European status and are not able fully to meet their needs; 60 children of European status were unable to gain admittance at one of them during the year. The syllabus of each school approximates that of a New Zealand primary school. They were staffed by 27 New Zealand and locally-born European teachers, and had a total roll of 500.

More advanced primary education is given by the new intermediate school, designed to carry both Samoan and European children on from the accelerate and the European primary schools. It enrolled 130 of these during the year, and has a capacity of 250. The Samoan and European children receive the same tuition under the same teachers, of whom there were three in 1950.

Details of the mission schools beyond those given in the preceding section are not available, except that the Administering Authority reports that one mission has completed a large building for boys in the Apia area, another has almost completed a high school, and a third plans to erect a large educational block.

At its fourth session, in its resolution dealing with education in Trust Territories, the General Assembly declared formally that discrimination on racial grounds regarding educational facilities available to the different communities in the Trust Territories were not in accordance with the principles of the Charter, the Trusteeship Agreement and the Universal Declaration of Human Rights.

The Visiting Mission noted that separate facilities of different standards of efficiency had in the past been provided for persons of European and of Samoan status. It considered that in the first years of schooling this might be inevitable in view of the different backgrounds of the pupils, but it was pleased to note that the large intermediate school which had recently been established in an admirably designed modern building was to cater for qualified pupils regardless of status. It mentioned also, in this connexion, the Samoa College project in the post-primary field and the scholarship scheme.

(Observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

#### Post-primary and Higher Education

The single government post-primary school, which had a roll of 40 Europeans and Samoan students in 1950, has a curriculum based on that of a New Zealand district high school, and gives academic or commercial courses to New Zealand School Certificate level. It may ultimately, according to the Administering Authority, be incorporated in the secondary department of the proposed Samoa College. In 1950, it was staffed by two New Zealand teachers.

Apart from the training of teachers, a formal education on a higher level than this is not provided by the government within the Territory; but since 1945 the New Zealand Government's scholarship scheme has enabled 61 Samoan and part-Samoan students from both government and mission schools to continue their education in New Zealand. Of the 58 of these who were still in New Zealand in 1950, 43 were at secondary schools. The remaining 15 comprised one medical student, one dental student, one pharmacist's apprentice, one radio technician, two fitters and turners, two teacher-trainees, two nurse-trainees, one survey cadet and four clerical cadets. They will ultimately return to the Territory for service in the Samoan Government. The Administering Authority states that the establishment of the Samoa College will result in a gradual tapering-off of secondary school scholarships, leaving the scholarships available for higher education as

education as may be required. Ten students entered the medical school in Fiji during the year under medical scholarships, making a total of 16 Samoan students there.

No additional information as to the activities of the missions in post-primary education is available.

At its fifth session the Council welcomed the proposed establishment of a new secondary school and recommended that intensified efforts be made to increase existing opportunities of higher education.

(Observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

#### Adult and Mass Education

The adult night school opened by the administration in 1948-49 has shown a marked falling-off in attendance, with enrolment at 76 in 1950 as against 150 in the first year. This indicates, the Administering Authority states, that many have found themselves unable to keep up the steady effort required for after-hours study.

The radio station operated by the Broadcasting Department of the Government continued to increase its activities during the year. Normal broadcasting hours were increased from 17 to 23½ per week. Due to public interest in the broadcast of the proceedings of the Legislative Assembly during its September session, all future sessions are to be broadcast. It is considered that this policy may be of major importance in the political education of the Samoans.

Development in adult education by radio included: a mothers' session designed to serve the interests of women throughout the Samoan community, an information session, and a series of talks by members of the various Government services designed to explain in detail the working of the various organs of the Government.

In 1950 there were 248 Government receiving-sets in the villages and over 350 licensed privately-owned sets. The Administering Authority states that since useful possibilities for the expansion of the radio service in the general field of adult education are limited only by finance, inquiries are being made with the object of obtaining a much cheaper receiving-set which could be sold at a cost within the pocket of most Samoan families.

At its seventh session the Trusteeship Council commended the development in the use of radio for the information and education of the population and also

/for civic



for civic information and training and expressed the hope that the Administering Authority would continue to give the Council the benefit of its experience in this field.

(Observations, if any, of the Administering Authority)

(Observations and recommendations, if any, of the Council)

Cultural Development

A syllabus of handwork based on Samoan material culture was being prepared in 1950, and two Samoan teachers were in New Zealand gaining practical experience in the teaching of arts and crafts in order to undertake the establishment of this educational scheme in Western Samoa.

At its fourth session the Trusteeship Council considered that the Administering Authority should further encourage the development of the national culture and the true national art of the indigenous population.

(Observations, if any, by the Administering Authority)

(Observations and recommendations, if any, by the Council)

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