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President: Mr. Mason SEARS (United States of America).

Present:

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

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

Examination of the annual report of the Administering Authority on the administration of the Trust Territory of Western Samoa for the year 1954 (T/1190, T/1192) (continued)

[Agenda item 4 (a)]

At the invitation of the President, Mr. Powles, special representative of the Administering Authority for the Trust Territory of Western Samoa under New Zealand administration, took a place at the Council table.

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

Economic advancement (concluded)

1. Mr. DORSINVILLE (Haiti) asked for further particulars of the economic planning surveys undertaken by the Administering Authority in the light of the recommendations made by the South Pacific Commission.

2. Mr. POWLES (Special representative) replied that the report prepared under the joint auspices of the South Pacific Commission and the Western Samoan Government was still being studied with a view to determining which recommendations could be acted upon immediately and which required further research. It was felt that there was not yet enough information available on which to base an economic plan.

3. Mr. DORSINVILLE (Haiti) asked whether the action taken by the Administering Authority to relieve the partial food shortage of 1952, referred to on page 94 of the annual report¹, had been of an emergency nature only or whether it would be continued to prevent a recurrence of the shortage.

¹ Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the calendar year 1954, Department of Island Territories, Wellington, Government Printer, 1955.

4. Mr. POWLES (Special representative) said that the matter was within the competence of the Samoan Government rather than the Administering Authority. The shortage of some of the staple foods had been mainly due to an unprecedented spell of dry weather. The best method of ensuring more stability in the future was to improve the marketing facilities for food cash crops and every effort was being made to do so.

5. Mr. DORSINVILLE (Haiti) referring to the statement on page 94 of the report to the effect that the Government merely advised on desirable techniques of planting food crops but could not impose them by force, asked whether, in view of the slight decline in the production of commercial products and the steady increase in the population, the Administering Authority was endeavouring to convince the people of the importance of diversifying crops and using modern techniques of cultivation and of the need to make a vigorous effort to develop the economy of the Territory.

6. Mr. POWLES (Special representative) replied that it was not easy to change the inherently conservative outlook of the farmers. The Government did not wish to resort to compulsion of any kind but intended to tackle the problem by developing a field agricultural service which would demonstrate modern techniques.

Social and educational advancement

7. Sir Alan BURNS (United Kingdom) asked for more particulars about the Teachers' Training College to which reference was made on page 161 of the report.

8. Mr. POWLES (Special representative) replied that a teachers' training college was, of course, the heart of any educational system. In Western Samoa, the capacity of the Teachers' Training College to produce qualified teachers had in the past lagged somewhat behind the needs of the Territory. Some years earlier it had had a total enrolment of only 90 students but it now had double that number and by 1956, when the new buildings were completed, enrolment was expected to reach 240.

9. The students were paid allowances sufficient to cover their living expenses while they were at college. Arrangements had also been made to allow all the missions to send a regular quota of students to the college; that would result in a greater co-ordination of the educational system in the future.

10. Mr. TARAZI (Syria) noted that there was only one weekly newspaper in the Territory and one government periodical published monthly. He asked whether the Administering Authority was doing anything to encourage the publication of other newspapers so that the people of Western Samoa might be better informed.

11. Mr. POWLES (Special representative) replied that the Territory appeared to be too small to make newspaper publishing a profitable business. The Government had in fact been obliged to provide the publisher of the weekly newspaper with a guaranteed circulation and it had only just been possible to withdraw the guarantee. It was now planning to issue a weekly government news report in addition to the monthly periodical

which it had been publishing for the past fifty years. Those two publications would provide information and serious material, while for current news there was the radio; the government broadcasting station had recently extended its hours and added a morning news broadcast. Apart from those sources of information, the Samoan people had full access to newspapers and periodicals entering the country from outside.

12. Mr. TARAZI (Syria) thought that it was regrettable that there were so few bookshops in the Territory.

13. Mr. POWLES (Special representative) replied that, although there were few bookshops, the Samoan people were well provided with libraries. The only serious gap in the system was that there was no public library at Apia but it was hoped that a joint library scheme could be worked out with the South Pacific Commission to provide a kind of circulating library, which would obviate the difficulty of housing and maintaining a large stock of books.

14. Mr. TARAZI (Syria) asked whether the Administering Authority was doing anything to induce the Western Samoan people to change their way of life and to achieve a higher level of living.

15. Mr. POWLES (Special representative) pointed out that the Samoan level of living was already high. With the increase in population, it would require the concerted efforts of the people and the Government to maintain that level, let alone to raise it.

16. In reply to questions from Mr. TARAZI (Syria) on the subject of public health, Mr. POWLES (Special representative) explained that the term "medical practitioner" used on page 128 of the annual report referred to qualified doctors. The Samoan medical practitioners assisting the medical staff had not, however, followed a full medical course: they had had only three years of study at the Central Medical School in Fiji, which was not a recognized medical school. There were no private medical practitioners in the Territory.

17. Mr. TARAZI (Syria) asked how the Administering Authority proposed to improve the standards of the indigenous government officials.

18. Mr. POWLES (Special representative) said that the current practice of sending suitable public officials to New Zealand for further training would be continued. No decision had yet been taken on the establishment of a special school for administration officials in Western Samoa, for there was a strong current of opinion that the same object could be achieved by on-the-job training, supplemented by special classes held during government time.

19. Mr. TARAZI (Syria) asked what was being done to persuade parents to send their children to school.

20. Mr. POWLES (Special representative) explained that much was being done through the normal political organs and through the activities of the trained Samoan school inspectors in the various education districts. There had been a marked increase in enrolment in recent years. Compulsory education was, of course, the ultimate objective but it had to be introduced by degrees, as school facilities became available. That objective had been unreservedly accepted by the Legislative Assembly, and by the people generally, despite the great expenditure it would entail.

21. Mr. TARAZI (Syria) asked whether there were any special conditions for the granting of scholarships abroad to Samoan students.

22. Mr. POWLES (Special representative) said that the general practice was to require the parents of the child receiving a scholarship to pledge that, upon completing his education, the child would serve the Western Samoan Government for three years. Opinion was divided on the effectiveness of that scheme, but there was strong support for the view that children completing their secondary education at Samoa College should be compelled to serve the Government.

23. Mr. TARAZI (Syria) asked whether the Administering Authority was contemplating the establishment of any institutions of higher education in the Territory.

24. Mr. POWLES (Special representative) replied that the question had not been considered and there was no likelihood that higher education would be provided in the foreseeable future. Students could, of course, receive higher education at institutions in New Zealand, Fiji or Australia, so that for the moment there was no real problem, though the situation might change in the next decade or two.

25. Mr. SERRANO GARCIA (El Salvador) asked whether any distinction was made between Samoans and Europeans at Apia Hospital.

26. Mr. POWLES (Special representative) said that there was no longer any separation. The only differences lay in the food supplied to the patients and the question of the availability of private rooms.

27. Mr. SERRANO GARCIA (El Salvador) noted, from page 140 of the report, that Apia received its water supply from rivers and streams. He asked whether it was the only town with a water supply and, if not, where the other towns obtained their water.

28. Mr. POWLES (Special representative) said that Apia was in fact the only town in the Territory. A large number of the Samoan villages and communities already had piped water supplies and that facility was being provided for an increasing number each year. The water came from streams, reservoirs or dams, except in certain areas of Savai'i, where it was extremely dry and where the source of supply was rainwater stored in concrete tanks.

29. Mr. SERRANO GARCIA (El Salvador) noted from the report that the bacterial content of the streams was not very high. He asked whether anything was done, nevertheless, to purify the water.

30. Mr. POWLES (Special representative) said that so far nothing had been done to purify the water supply, although that would doubtless become necessary in the future. In the meantime, steps were being taken to prevent pollution.

31. Mr. SERRANO GARCIA (El Salvador) noted that all the sentences pronounced in the Territory seemed to involve hard labour. He asked what sort of labour was performed and how many hours a day the convicts worked.

32. Mr. POWLES (Special representative) said that a man sentenced to imprisonment with hard labour was sent to the prison farm, where he worked about nine hours a day, with Saturday afternoons and Sundays free.

33. Mr. SERRANO GARCIA (El Salvador) noted from the report that the awarding of overseas scholarships at the primary and secondary school levels was regarded as a short-term policy necessary until the requisite facilities for undertaking education within the

Territory were available. He asked what had been the results of that policy and how soon the return of the scholarship holders, with their knowledge acquired abroad, might be expected to have a favourable effect on the general educational standard of the Territory.

34. Mr. POWLES (Special representative) said that the Administering Authority fully realized that Samoan students who had spent eight or nine years studying abroad might find it difficult to readjust themselves to Samoan life. There had, in fact, been difficulties in certain cases, but most of those who had returned were doing remarkably well.

35. Mr. CLAEYS-BOUUAERT (Belgium) asked whether the district women's committees mentioned in the report were customary institutions or bodies set up by administrative action.

36. Mr. POWLES (Special representative) said that they were both. It had always been the custom for the women of the Territory to meet and discuss their problems; that custom had been turned to advantage by the Health Department, which had formed women's health committees. They were now, of course, concerned with broader questions, such as health and child welfare, and district and village welfare.

37. Mr. CLAEYS-BOUUAERT (Belgium), referring to the policy of repatriating foreign workers, asked whether it had been possible to dispense with their services because less work was available or because the Samoans were becoming less reluctant to do paid work.

38. Mr. POWLES (Special representative) said that the foreign workers had been repatriated partly because they had not been so necessary at that stage of the economic evolution of the Samoan people, and partly because the Samoans had resented their presence. Their place had been completely filled by Samoan labour. The situation was, however, changing, and there was a growing need for more labour. In fact, a Samoan farmer had applied to import labour from Niue Island but the Samoan political leaders had categorically opposed the suggestion. Further developments might therefore be expected in the labour field.

39. Mr. CLAEYS-BOUUAERT (Belgium) said that the Administering Authority should be congratulated on its educational programme. He noted, however, that the enrolment in the mission schools was about one-third of the total school enrolment. As, according to the report, such schools were not usually controlled by the Government and received little in the way of financial assistance, he wondered whether the inadequacy of the assistance given and the absence of government control might not lead to a difference in the level of the instruction given in the mission schools and that of the government schools, particularly as the educational programme developed in the direction of compulsory education.

40. Mr. POWLES (Special representative) said that there was a trend towards an increasingly close integration of the mission and government schools. The type of instruction given in the two kinds of school differed less now than it had for many years, owing largely to closer contact between the mission schools and the Director of Education. Many mission schools were already inspected by government inspectors and their students sat for examinations set by the Department of Education. When compulsory education was introduced, there would be further integration, for the mission

schools would have to be inspected and certified by the Department of Education as approved schools.

41. Mr. CLAEYS-BOUUAERT (Belgium) asked whether there was a trend towards equal salaries for teachers in mission and government schools, and whether the Government intended to regulate salary scales.

42. Mr. POWLES (Special representative) said that the extent of government assistance to mission schools and the manner in which it should be given was a difficult problem. The Government of Western Samoa did not contemplate paying the salaries of qualified mission school teachers. The financial burden of education was heavy and the Government liked the missions to carry as much of it as they could.

43. Mr. S. S. LIU (China) asked whether it was correct that the Samoan medical practitioners trained at the Fiji Central Medical School did not receive an equivalent training to that of the European medical practitioners employed by the Department of Health.

44. Mr. POWLES (Special representative) said that the Fiji Medical School did not exact so high an entrance standard as the average medical school; students could enter after only two years of secondary education. After the three-year course its graduates were fully trained in minor medical matters, but completely untrained in the more difficult aspects of medical and surgical practice.

45. Mr. S. S. LIU (China) asked what progress had been made with the construction of the new maternity hospital at Apia.

46. Mr. POWLES (Special representative) said that when he had left the Territory it had been nearing completion.

47. Mr. S. S. LIU (China) asked what was the position with regard to the report by the New Zealand Director of Education, which, he understood, had been referred to a select committee of the Legislative Assembly.

48. Mr. POWLES (Special representative) said that the report had been circulated to the members of the Legislative Assembly before the September 1954 session. It had later been translated into Samoan and taken up again at the March 1955 session, when a resolution accepting the report as a general guide for the development of education in Samoa had been unanimously adopted.

49. Mr. S. S. LIU (China) asked whether the Administration had had much difficulty in persuading Samoan students to respect the undertaking to return to posts in Samoa, which they signed when they accepted scholarships.

50. Mr. POWLES (Special representative) said that the difficulties had been few. Nineteen had returned and thirteen scholarships had been terminated for reasons of sickness, transfer of the parents and general unsuitability of the students. The difficulty did not lie in persuading the students to return to Samoa to work for the Government but in dissuading them from accepting other offers of employment.

51. Mr. JAIPAL (India) drew attention to the statement on page 112 of the annual report that people who were dissatisfied with the treatment they received in the family group could withdraw their support and attach themselves to some other branch of the family in another part of the country. He would like to know whether that

happened often, how it was looked upon by the community as a whole and whether it led to family disputes.

52. Mr. POWLES (Special representative) said that it was a very rare occurrence. Nevertheless it was regarded as a normal part of the Samoan cultural system but, of course, when it did happen it indicated a dispute within the family.

53. Mr. JAIPAL (India) asked what particular role was played by the "orator" in Samoan society.

54. Mr. POWLES (Special representative) said that the "orators" were *matai*; they had substantially similar rights and privileges to the *matai*, who had the title of chief, but they had different functions to fill. Their duties were nearly always associated with the discussion of public matters and the presentation of issues to the chiefs and orators joined together in the village councils of *matai*.

55. Mr. JAIPAL (India) asked what was being done to give the Samoan language a grammar and develop its vocabulary.

56. Mr. POWLES (Special representative) said that the Governments of Western Samoa and American Samoa had secured the services of the School of Oriental and African Languages at the University of London in preparing a grammar and dictionary. A linguist from the School was in Western Samoa gathering data and was expected to be there for about twelve months. He would then return to London and it was proposed that one or more Samoans who were expert in their language would go with him to assist him. It would be two or three years before the books could be published.

57. In reply to a further question by the Indian representative, he said that the Samoans had shown a considerable capacity to absorb English words into their own language. Many Samoan words now in common use had originally been imported from overseas. One difficulty was that while that was an easy process with regard to names of concrete objects, it was less easy where abstract ideas and the formulation of principles were concerned.

58. Mr. JAIPAL (India), referring to page 203 of the annual report, asked whether the incidence of tuberculosis was confined to certain parts of the Territory, whether it was more or less generally distributed, whether there were adequate hospital facilities and whether BCG vaccinations had been attempted on a Territorial scale.

59. Mr. POWLES (Special representative) said that the incidence of the disease appeared to be heavier in some areas than in others. The problem, although not one of great gravity, was not being neglected by the Samoan Government. The medical authorities believed that the hospital facilities were adequate for the time being; what was required, as was explained in the report, was a more intensive direction of the work on tuberculosis and prevention in the districts.

60. The question of BCG vaccination had been discussed by the medical authorities in the South Pacific Commission but it was not certain that adequate supplies were yet obtainable in Western Samoa. He referred the members of the Council to pages 130 and 131 of the report.

61. Mr. JAIPAL (India), referring to the table, on page 183 of the report, concerning criminal cases dealt with by the High Court of Apia in 1954, asked what

was the nature of the offences against the rights of property and the breaches of by-laws referred to.

62. Mr. POWLES (Special representative) said that the offences against the rights of property were mainly minor thefts. The breaches of by-laws were nearly all motor-vehicle traffic offences.

63. Mr. JAIPAL (India) noted that children of school age were estimated at 32,000 and those actually attending school at 21,500. He would like to know how soon it was hoped to provide school facilities for all children of school age.

64. Mr. POWLES (Special representative) explained that the table on page 207 was somewhat misleading. It was headed "Children of school age (5—19 years)". Since the normal school-leaving age was fifteen or sixteen, that gave a distorted picture of the situation. The Samoan Government could not contemplate educating all children from the ages of five to nineteen; it did intend to educate children from five to fifteen. It was usually estimated that there were about 3,000 children who did not attend either a government school or a recognized mission school. It was hoped that when the ten-year plan came into operation, all children between the ages of five and fifteen would be able to attend school.

65. Mr. JAIPAL (India), referring to the table on page 209, noted that the number of pupils in secondary schools was very low compared to that in primary schools. He wondered what was the explanation of that fact.

66. Mr. POWLES (Special representative) thought there were a number of contributory factors. For a long time it had been difficult to get the Samoans to recognize the need for secondary education. Moreover, for a long time secondary educational facilities had hardly existed. In more recent years, strenuous efforts had been made to build secondary schools. During the present year the enrolment at Samoa College had been double that of the previous year. Dr. C. E. Beeby's report² recommended that the College should be developed into a secondary school for over 450 students.

67. Mr. JAIPAL (India) noted, from the table at the bottom of page 209, that a large number of primary school teachers were still uncertificated. He asked whether that fact operated as a disadvantage in their profession, whether many of them did not possess certificates because they were too old to study and whether there was any rule which required new primary school teachers to possess certificates.

68. Mr. POWLES (Special representative) confirmed that the uncertificated teachers were those who had been employed in the Department for many years; in most cases it would be impracticable to give them the opportunity to obtain certificates. Their services, though very useful, were naturally limited by the fact that they had not had the full training possessed by the younger generation of school teachers.

69. One exception had been made to the rule that new teachers must have certificates: a special three-months' course had been given to a group of promising students to train them to be infant teachers. The previous year about eighty young men and women had taken the course.

² *Report on Education in Western Samoa*, Wellington, Government Printer, 1954.

70. Mr. JAIPAL (India), referring to page 158 of the report, asked what were the most frequent reasons that prevented children from attending village schools.

71. Mr. POWLES (Special representative) thought the report gave most of the reasons, though there might be some others which were not mentioned. In any event, the average attendance was 85 per cent, which indicated that absenteeism was not a serious problem.

72. Mr. GRUBYAKOV (Union of Soviet Socialist Republics) referred to the statement on page 122 of the report, to the effect that there was no real working class in the Territory. He asked how many inhabitants were regularly employed at various tasks in the municipalities or on plantations and had thus abandoned their own agricultural activities, and whether they were protected by any labour or social security laws.

73. Mr. POWLES (Special representative) said that there was a group of permanent workers in the Territory but its exact number was unknown. Consideration was being given to the idea of social insurance and labour legislation. A report prepared on the subject by the New Zealand Department of Labour stated that little progress could be made until there had been further statistical investigation of the matter to ascertain the size of the labour force, the conditions in which it worked and so forth. The report recommended that a labour officer should be appointed with the necessary powers to seek such information. Legislation to that effect had, however, been held up for some time in the Legislative Assembly, whose members, particularly the Samoans, seemed reluctant to pass it.

74. Mr. GRUBYAKOV (Union of Soviet Socialist Republics) asked what prevented the Administering Authority from training fully qualified indigenous physicians to take the place of the indigenous medical practitioners trained in the Fiji Central Medical School.

75. Mr. POWLES (Special representative) said that the main obstacle in the way of training fully qualified Samoan doctors had been that until recently no Samoan had had the necessary preliminary education.

76. There were now, however, two Samoan medical students at the Dunedin medical school in New Zealand and they were expected to complete their studies in three years' time. The Fiji Central Medical School had

never been regarded as a substitute for real medical training but had been used to train medical practitioners for the outlying islands, where it would be impracticable to station a fully qualified doctor permanently. The Government was now concentrating more and more on obtaining fully qualified Samoan doctors, relying less on the products of the Fiji school.

77. Mr. GRUBYAKOV (Union of Soviet Socialist Republics) asked why the 1954 appropriations for education had been below those of 1953.

78. Mr. POWLES (Special representative) said that the appropriations covered both capital and recurrent expenditure. The 1953 figure had been higher than that of 1954 because of the considerable building done during that year. The 1955 appropriations would again include capital expenditure.

79. Mr. GRUBYAKOV (Union of Soviet Socialist Republics) asked whether the Administering Authority was instituting study courses or taking any other steps to raise the educational standards of the existing teaching staff in the Territory.

80. Mr. POWLES (Special representative) replied that every year all teachers, whether certificated or uncertificated, attended refresher and other courses at the Education Department at Apia. Thus the uncertificated teachers were improving year by year. At the same time, their number was gradually dwindling. The Administering Authority intended to use all the resources of the Teachers' Training College to produce new certificated teachers rather than to grant certificates to the present uncertificated teachers.

81. Mr. CUTTS (Australia) asked for further information about the statement on page 166 of the report that films were not shown on Friday evenings during the boxing season.

82. Mr. POWLES (Special representative) explained that the Samoans were keen followers of many sports, including boxing. During the boxing season, the Apia cinema was the principal arena and bouts were staged there every Friday night. There was a properly registered and organized body entitled the Boxing Board of Control. Contests were arranged in different parts of the Territory.

The meeting rose at 12.35 p.m.