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President. Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, 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, World Health Organization.

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority (T/1119, T/1122, T/1126) (continued)

[Agenda item 4 (b)]

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

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

1. Mr. EDMONDS (Special representative for Western Samoa), amplifying his reply at the previous meeting to the Soviet Union representative's question concerning the New Zealand Reparation Estates, said that, according to the annual report of the Department of Island Territories, the total profits of the Estates up to March 1953 had been some £700,000, as against total expenditure of £500,000, leaving a balance of accumulated profits of about £200,000. He also drew attention to the New Zealand Prime Minister's statement of 19 March 1953 (T/1079, annex I) that the New Zealand Consolidated Fund had in no way benefited from the activity of the Estates since their acquisition by New Zealand after the First World War.
2. In reply to a further question by Mr. OBEREMKO (Union of Soviet Socialist Republics) concerning copra prices outside the Trust Territory, Mr. EDMONDS (Special representative for Western Samoa) said that the comparable Straits price in January 1953 had been approximately £80 per ton; later in the year it had fallen to £58 a ton but by January 1954 had risen again to £78 a ton. The price paid by the United Kingdom Ministry of Food had risen accordingly. There had been no great fluctuations in price since that time.
3. Mr. OBEREMKO (Union of Soviet Socialist Republics), referring to the figures on page 59 of the

annual report,¹ asked why a large part of the Territory's accumulated cash surplus at the end of 1953 had been invested in New Zealand and not in the Territory.

4. Mr. EDMONDS (Special representative for Western Samoa) said that the Legislative Assembly had felt that the reserves invested in New Zealand should be left there because the Territory's present prosperity depended on the temporarily high prices of export crops. It was hoped however to encourage the investment of surplus funds in the Territory, possibly in some form of bonds and debentures issued by the Territorial Government. Meanwhile, the surplus invested in New Zealand inscribed stock had been transferred to a later loan floated by the New Zealand Government, with a higher rate of interest.

5. In reply to a further question by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. EDMONDS (Special representative for Western Samoa) said that he believed the Territorial Government had paid about 5s. an acre for the land purchased from the Reparation Estates in 1952. The land purchased was mainly in Savai'i and had not yet been distributed because the Land and Survey and Agriculture Departments were still making surveys to decide how best it could be divided and used.

6. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked for an explanation of the alienation of land during 1953, described in part B of appendix VIII of the report.

7. Mr. EDMONDS (Special representative for Western Samoa) said that all the land concerned was "European land", that was, land not held by Samoan traditional title. The 2½ acres had been alienated to private persons or firms setting up trading stations in the Territory. The area of 942¾ leased to private planters and firms was divided among 46 lessees, most of whom were probably Samoans or part Samoans, with some Chinese.

8. In reply to a question by Mr. S. S. LIU (China), Mr. EDMONDS (Special representative for Western Samoa) said that the report of the departmental committee which had been investigating the question of the British preferential tariff had been submitted to the Legislative Assembly but had not yet been discussed.

9. The PRESIDENT invited members of the Council to ask questions concerning social advancement in the Territory.

10. Mr. RYCKMANS (Belgium) noted from the annual report that the Territory possessed no public library—a deficiency which, he thought, should be made good.

11. The Administering Authority had stated in its report that no compulsory labour existed in the Territory for public works or any other purpose. He wondered whether the work undertaken by family and

¹ See Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the Calendar Year 1953, Department of Island Territories, Wellington, 1954.

village groups, such as the maintenance of roads, water supplies and buildings, did not fall within that category of labour.

12. Mr. EDMONDS (Special representative for Western Samoa) said that although such work was unpaid, it was not compulsory: the *matais*, meeting with the Director of Public Works, decided what jobs required to be done and each *matai* engaged his family for a portion of the work. No member of a family was compelled to assist; he was subject only to the social pressure inherent in the *matai* system.

13. Mr. RYCKMANS (Belgium) agreed that it was probably simpler to organize the work co-operatively than through a system of taxation and remuneration, but felt that the method did not entirely escape the taint of compulsion.

14. He commended the scheme for training semi-skilled workers which was being operated by the Public Works Department, but deplored the lack of an apprenticeship system and of trade schools in the Territory. Technical training in a community like Western Samoa was as important as normal secondary-school education.

15. Mr. EDMONDS (Special representative for Western Samoa) said that a special advisory committee had recently been set up to advise the Territorial Government on technical training and a manual training instructor had been appointed to Samoa College. Although it had been hoped to solve the problem regionally by setting up trades training centres for the South Pacific, it now seemed wiser to proceed on a local basis.

16. In reply to a further question by Mr. RYCKMANS (Belgium), Mr. EDMONDS (Special representative for Western Samoa) said that the Territorial Government was well aware of the need for a market in Apia, and hoped that a large garage building would become available for the purpose during the coming year. There were, however, competing claims for the use of the building.

17. Mr. MAX (France), noting that in Western Samoa women were entitled to hold any public office and exercise any public function on equal terms with men, asked whether in fact any Samoan women held high office or practised any liberal profession.

18. Mr. EDMONDS (Special representative for Western Samoa) said that there was one qualified woman lawyer. There were also one or two women *matais* in Western Samoa. Many high clerical positions in the Public Service Commissioner's office were held by women and there were many Samoan women nurses and teachers.

19. Most of the women scholarship-holders who had returned to Samoa had become teachers. An exceptionally gifted woman, part Samoan part Chinese, had made possible the establishment of an infant clinic under the supervision of the Director of Health. There were as yet no women members of the Legislative Assembly but there was no reason why there should be none.

20. In reply to questions by Sir Alan BURNS (United Kingdom), Mr. EDMONDS (Special representative for Western Samoa) said that there was a chronic shortage of trained men in all the trades in which the Public Works Department was interested: motor mechanics, carpenters, plumbers and so on. The reason was that as soon as men became skilled they tended to go to New Zealand where they could obtain higher wages. An increase in technical training in Samoa would of course help to relieve the situation.

21. The report on labour conditions by an official of the New Zealand Department of Labour and Employment had been examined by the Legislative Assembly at its March session and it had been agreed that the Attorney-General should draw up a draft ordinance based on the author's suggestions which, after approval by the Executive Council, would be submitted to the Legislative Assembly probably in August.

22. In principle Samoan medical practitioners were recalled to a hospital every two years, for a refresher course, but much depended on personal and geographical factors. It was hoped that with the establishment of Samoa College, it would be possible to send Samoans with a higher standard of education to the Central Medical School in Fiji to qualify as assistant medical officers, a considerably higher qualification than that of medical practitioner. The Medical School itself was to be improved and enlarged. It was expected, therefore, that within two or three years Samoan assistant medical officers would be returning to work in the Territory.

23. Replying to a series of questions by Mr. JAIPAL (India) concerning the *matai* system, Mr. EDMONDS (Special representative for Western Samoa) pointed out that, while there had been some subdivision of family groups and greater dispersal of families within the Territory, population increase had not appreciably altered the basic social structure. The proportion of *matais* to the population was 1 in 20. Better roads had increased the solidarity of family groups, which could come together more easily. The ancient rift between the *Tunua* and the *Pule* family groups, while it still subsisted to some extent, was effectively held in check by the two *fautua*. Samoans travelled freely to all parts of the islands and a considerable internal tourist trade had been built up. Social pressure, usually by the chiefs in the majority in a certain village, was sometimes exercised against individuals with different religious beliefs. In some cases persons cultivating land refused to pay their proper respect to the *matai*. If they were put off the land as a result, they could bring the case before the Land and Titles Court, which had been instituted to protect individual rights. Such instances of social pressure were rare, however.

24. While there was some Samoan emigration to New Zealand, it was not on a large scale. Some Samoans went to New Zealand as tourists, others to visit relatives and still others — particularly craftsmen — to secure higher-paid jobs than they could get in the Territory. In order to check what appeared to be a drift of the population from Savai'i to Upolu, the Administration had been concentrating its efforts on improving communications and transportation in Savai'i and on extending education facilities. That policy had proved effective in attracting numerous families from the outlying districts of Upolu to the Apia area.

25. A Registrar of Co-operatives had been appointed, and the Samoans did not appear to regard the co-operative movement as being in conflict with their traditional form of society. Community development, which existed to some extent in the Territory, was also being fostered by the Administration. Samoan communities would eventually be permitted to open up lands recently acquired from the New Zealand Reparation Estates; a first step in that direction had already been taken for the benefit of an overcrowded village in the Apia area.

26. Mr. ROBBINS (United States of America) emphasized that the Samoans were an articulate people. They deliberated among themselves and then spoke

through their orators. That articulateness had been demonstrated at the two South Pacific Conferences of peoples of the Pacific islands, at the second of which a Samoan, after having expressed appreciation for help and guidance, had asked that his people should be allowed to decide for themselves what assistance they wished from the outside and what changes they wished to make in their mode of life. He believed that his people, owing to their remoteness, had been able to retain certain values which had been lost sight of elsewhere in the world. South Pacific peoples could make a contribution to the work by maintaining and guarding those values.

27. In reply to questions by Mr. ROBBINS (United States of America) Mr. EDMONDS (Special representative for Western Samoa) explained that the chief difficulty in providing reading material was the lack of a Samoan dictionary and grammar. A lecturer had now been seconded from the School of Oriental and African Studies of London University to compile a Samoan dictionary. Apart from the Samoan Bible, some government papers in Samoan and Samoan school journals, there was little reading material in the Territory in the indigenous language. On the other hand, the Samoan culture was a spoken culture, and was not likely to require expression through writing until a considerable proportion of the people had been taught to read through the school system. The Administration would then be glad to draw on the assistance of the Literacy Bureau of the South Pacific Commission.

28. The three persons from Samoa studying in New Zealand to become qualified doctors had all been born in the Territory and were considered Samoans. Unfortunately, it had not yet been possible to replace the tuberculosis specialist in the Territory, but it was hoped to secure a person trained in the New Zealand and British form of medical practice within a short time.

29. Although temporary relief from water shortage caused by drought was being provided for the population at the western end of Savai'i, complete water-supply systems would have to be delayed until completion of a comprehensive ground and aerial survey. The new hydroelectric dam in Upolu would provide a certain amount of water in that area.

30. Mr. TARAZI (Syria) asked what the Administering Authority proposed to do about the European community in Western Samoa.

31. Mr. EDMONDS (Special representative for Western Samoa) replied that it was the declared policy of the Administering Authority to effect the fusion of the European and Samoan communities; it had accordingly recommended a common status in Samoa to the Working Committee on the Development Plan. The Committee, however, wished to go more thoroughly into the existing differentiations between the two categories of the Samoan population. Obviously, no solution could be foisted on the islanders.

32. In reply to a further question by Mr. TARAZI (Syria), Mr. EDMONDS (Special representative for Western Samoa) said the three fundamental rights to which Mr. Tarazi had referred, namely, the right to work and form labour unions, the rights to free, compulsory education and to freedom from slavery, would all be discussed by the Legislative Assembly or its competent organs, and the Samoan people themselves would thus decide the practical applicability of those rights to the form of society they wished to retain. The report on labour legislation prepared by Mr. Duncan, an official of the New Zealand Department of Labour and

Employment, and the draft labour ordinance being prepared would come before the Assembly in August, and its reactions would be reported to the Trusteeship Council. The report on education prepared by Dr. Beeby, Director of Education in New Zealand, which advocated free and compulsory elementary schooling, would also be considered by an organ of the Assembly. The Administering Authority hoped that it would prove practical gradually to introduce such a system in the Territory. Finally, the Legislative Assembly, in discussing labour legislation, would certainly consider the impact of such laws on the traditional social structure. Slavery, however, was illegal in Western Samoa, and where custom imposed some form of pressure or coercion, the individual concerned could take their case to the court, where the principles of British common law prevailed over Samoan custom when individual freedom was threatened.

The meeting was suspended at 4 p.m. and resumed at 4.30 p.m.

33. Mr. TARAZI (Syria) said that he was concerned at the little information on world events and world opinion that seemed to be reaching the people of Western Samoa. He wondered whether the Administering Authority had considered encouraging the development of the Press in the Territory, possibly by the establishment of educative periodicals.

34. Mr. EDMONDS (Special representative for Western Samoa) replied that the budget estimates for the current year contained a sum of several thousand pounds which the Government of Western Samoa hoped to spend on a modern duplicating machine. It would then be able to produce its own newspaper in Samoan and English, with items of overseas as well as local news. A suitable machine had been found but the purchase had been temporarily delayed, pending investigation of the possibility of reproducing photographic blocks on it.

35. In reply to a number of questions by Mr. TARAZI (Syria), Mr. EDMONDS (Special representative for Western Samoa) explained that the Territorial Government had almost complete autonomy on immigration policy. The Samoans felt that in a few years they would need every inch of land for themselves and that it would be inadvisable to introduce large numbers of immigrants into the Territory. Every application to enter Samoa was considered on its merits in the Executive Council or by an official acting on a policy laid down by the Executive Council. Persons who were Samoans or part-Samoans or married to Samoans or part-Samoans were felt to have the first claim. An immigration policy along those lines could be said to have been built out of case histories but it had never been laid down in writing by the Executive Council.

36. Like the Syrian representative, he had at first been surprised that the Administering Authority countenanced the continued existence of "customary" marriages. Many leading Samoans deplored the fact that they still existed but they all felt that it would be very harmful to Samoan society, at its present stage of development, to try to stop them. In law, registered marriages were recognized as legal. In the case of customary marriages, the marriage itself was not formally recognized but the children of such unions were regarded as legitimate for the purposes of law. If the Territorial Government refused such recognition on moral grounds, the Samoan people would be most disturbed, because in their eyes the customary marriages were real marriages as long as they fulfilled certain principles, that was to say, as long as the persons concerned lived

together publicly and with the consent of both parties. If and when they separated, there was no hardship to either party; under the Samoan system of society any individual always had a home to return to and any children were very well looked after by relatives. There was evidence however, that an increasing number of Samoans were being married in registered ceremonies.

37. The Administering Authority felt that some labour legislation was probably desirable but was not sure exactly how much was practicable. The Legislative Assembly would have an opportunity to consider the subject thoroughly and come to a decision on that issue when it studied Mr. Duncan's report on labour conditions and the draft ordinance. In a Territory such as Samoa, which was not organized on the lines of a cash economy, certain administrative difficulties might arise in implementing labour laws. The Territorial Government needed the expert comments of the Legislative Assembly on that point.

38. The labourers who worked for 8s. 6d. were mostly casual labourers. Many of them received more than 8s. 6d. and most of them were not completely dependent on wages for their livelihood. Those who worked on plantations, for example, were fed by the plantation owners. Most people worked for only part of the time, when ships called at the port, for example, or when they wanted money for a particular purpose. The rest of the time, they worked on their own plantations. The average Samoan labourer spent his money on bread, cloth and such things as tinned meat or tinned fish. His diet was greatly augmented by his own home-grown foodstuffs, such as taro, bananas, chickens and various types of seafood.

39. As far as he was aware, there had never been any malaria in Western Samoa or American Samoa. The malaria mosquito was unknown in the Territory and the Administration was taking every care to perpetuate that happy state of affairs.

40. In reply to questions by Mr. LOOMES (Australia), Mr. EDMONDS (Special representative for Western Samoa) said that the Administration hoped to continue the policy of employing Samoan dental practitioners until there was a supply of Samoans sufficiently educated and interested to go to a New Zealand university and become fully qualified dentists. Two or three Samoans were training in Fiji to be dental practitioners. For a long time there had been no fully qualified dentist in Western Samoa. Fortunately, however, there was now a very able and energetic New Zealand dentist; he apparently spent a great deal of time instructing the Samoan dental practitioners, whose work had greatly improved since his arrival.

41. Since the beginning of the year a chief sanitary inspector had been appointed, one of whose duties was to supervise the inspection of food, a field in which he had been particularly active. He tested the Apia milk supply twice a week and made every effort to visit the outside villages and see the conditions under which food was kept and prepared there. He was training a staff of Samoans to take over that sort of work. It was also hoped to train Samoans as fully qualified food inspectors. In addition, for many years, a part-Samoan had been working on food inspection, mainly the cattle killed. One of the senior officers of the New Zealand Agriculture Department had recently visited Western Samoa and had stated that the part-Samoan in question, although not academically qualified for his position, was as competent an inspector as any in New Zealand. There had been no outbreaks of food poisoning. The inspection was inadequate mainly from the point

of view of abstract medical perfection. Improvements could be expected.

42. In reply to a question by Mr. QUIROS (El Salvador), Mr. EDMONDS (Special representative for Western Samoa) explained that a customary marriage could be terminated by the husband as well as by the wife. Normally such termination was brought about without conflict, and the parties agreed on the custody of the children. The family unit in Samoa comprised a wider group than that of parents and children, and a child even of a successful marriage was often adopted by its grandparents.

43. Mr. QUIROS (El Salvador) asked why, despite the shortage of skilled workers in the Territory and the prohibition of the recruitment of workers for employment outside it, some skilled workers left the Territory to work in New Zealand.

44. Mr. EDMONDS (Special representative for Western Samoa) replied that skilled workers went to New Zealand to gain experience and earn wages which Samoa could not offer, and to see the country. In recent cases some workers had trained in New Zealand as motor mechanics and had returned to Western Samoa and opened garages.

45. In reply to a question by Mr. QUIROS (El Salvador), Mr. EDMONDS (Special representative for Western Samoa) said that no inhabitant of the Territory was denied medical or dental treatment on the grounds of inability or refusal to pay the hospital charges for food and accommodation. Those charges amounted together to 6s. a day. No means test was applied to patients. The population enjoyed complete medical security without payment of a corresponding tax.

46. In reply to questions by Mr. S. S. LIU (China), Mr. EDMONDS (Special representative for Western Samoa) said that the select committee appointed to study the proposal for the establishment of a permanent arbitration board to decide wage claims and disputes had recommended to the Legislative Assembly action on the lines of the report prepared in 1953 by Mr. Duncan, an official of the New Zealand Department of Labour and Employment. The report would be debated by the Assembly and draft legislation based on it and providing for arbitration boards would be laid before the Assembly at its next session.

47. Mr. Duncan had suggested that the Government should encourage the voluntary adoption of some form of workmen's compensation, but had considered existing labour statistics an inadequate guide as to the form or rates of such compensation. Mr. Duncan had recommended the appointment of a labour officer to collect and analyse statistics on industrial accidents as the basis for a workmen's compensation ordinance, but had doubted whether even such statistics would provide sufficient information for the purpose.

48. The Administering Authority contemplated issuing the Liquor Commission's report on the liquor trade as a White Paper so that all concerned might study it before action was taken on the Commission's recommendations. After debating the report, the Legislative Assembly had approved the constitution of a liquor authority to operate a system of individual permits to deal in liquor; the extension of the court's jurisdiction to cover those permits in appropriate circumstances; and the retention by the Government of control over liquor import and sale. The Assembly had requested the enactment of the necessary legislation in New Zealand.

49. Mr. S. S. LIU (China) expressed the hope that the next report of the Administering Authority would

include information on the action taken with regard to establishing an arbitration board.

50. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether, in the light of the 1951 census, the special representative could now describe the standard of living, income and expenditure of the average Samoan family.

51. Mr. EDMONDS (Special representative for Western Samoa) replied that the 1951 census and other available statistics did not contain an answer to that question. Economists were in general agreement that subsistence economies could not be expressed in terms of standard of living. Furthermore, the Samoan family unit was large and ill-defined, and he had little hope that adequate statistics could be prepared. The health, capacity for enjoyment, happy disposition and very high rate of increase of the Samoans, however, bespoke a standard of living which, from those points of view, was among the highest in the world.

52. In reply to a question by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. EDMONDS (Special representative for Western Samoa) explained that most offences against property were of such a nature as stealing taro from someone else's plantation. The Samoan conception of private property was less developed than in European communities, but today persons robbed tended increasingly to prosecute the offender. Most such petty thefts were committed by young people, and in some cases by children. Other offences against property included the childish prank of throwing stones at cars.

53. The police offences were mainly traffic violations; the statistics of those offences had risen owing to a more stringent application of the traffic laws. Breaches of the by-laws were of a trivial nature. Very few serious offences had been committed during the year. Most of the so-called criminals were young people, and the favourite penalty at the High Court of Apia was a fine of 5s.

54. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked when, in view of the difficulties of access to the Apia general hospital by patients from outlying districts, to which the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, had drawn attention, the Administering Authority planned to set up a hospital in each district. He also wished to know the mortality and infant mortality rate among the European population of Western Samoa.

55. Mr. EDMONDS (Special representative for Western Samoa) replied that the large central hospital at Apia had become overcrowded and was being enlarged. The thirteen dispensaries or cottage hospitals in other districts were usually staffed by Samoan medical practitioners and nurses, who treated minor ailments. The Director of Health regarded the establishment of a large hospital in each district as uneconomic, and had not been notified of any case in which lack of access to the Apia hospital had caused a serious case to be neglected.

56. The Samoan medical practitioners in the outlying districts were efficient but unsuited for major surgical work. Such districts were visited by a mobile clinic, but he understood that the main effort would be devoted to building up the dispensaries, one of which had recently been built at Sava'i, as full-scale 24-bed hospitals to treat minor ailments and also cases en route to the Apia hospital. The best method of using the available highly

qualified practitioners was to concentrate them where they had access to the best equipment, namely at Apia.

57. The infant death rate among the Europeans was too small to be analysed; the total European death rate for the year had been 3 per 1,000, which probably meant some 12 or 14 deaths including not more than one or two children under 1-year-old. There had been no still births, and 184 live births.

58. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether the Administering Authority contemplated action to remedy the absence of a public library and a bookshop in the Territory, to which the New Zealand Director of Education had drawn attention in his report.

59. Mr. EDMONDS (Special representative for Western Samoa) said that one leading Samoan personality had repeatedly raised the question of a public library in the competent advisory organs. The matter was still under discussion, and the report of the Director of Education would doubtless have a great influence on the decision reached. It was certainly desirable to provide a library, and a considerable collection of books had been built up at the central office library, available free to the public. The response was poor; comparatively few Samoans appeared to be interested in reading as yet; but the provision of a library might accelerate the increase in interest in reading which time would certainly bring.

60. Mr. OBEREMKO (Union of Soviet Socialist Republics) pointed out, with reference to the question of priorities, that at the end of the year there had been a total accumulated cash surplus of £626,540, much of which was invested in New Zealand Government stock. Some of that surplus could be spent on building a public library and a bookshop. The reference to any lack of interest in reading among Samoans was invalid since there were no facilities in the Territory for buying or borrowing books.

61. Mr. EDMONDS (Special representative for Western Samoa) said that the need to devote resources to other projects might explain why Samoan leaders in the Executive Council had never requested a grant from the New Zealand Reparation Estates to build a library. Such a request, if made, would receive the Administering Authority's earnest attention. It was possible to buy books in the Territory, but the type of book sold was of little cultural value.

62. The PRESIDENT invited the members of the Council to consider educational advancement in the Territory.

63. Mr. DESTOMBES (United Nations Educational, Scientific and Cultural Organization) introduced UNESCO's observations on the annual report on Western Samoa for 1953 (T/1126).

64. UNESCO had recently received a copy of the report on education in Western Samoa prepared by Dr. Beeby, Director of Education in New Zealand. He was aware that neither the Legislative Assembly nor the New Zealand Government had yet taken any decision on that report, but he wished to express UNESCO's appreciation of the recommendations contained in it.

65. If the Administering Authority adopted the recommendation that an ordinance should be promulgated making education compulsory for all children between 7 and 13, it would be complying with one of the main recommendations of the Regional Conference on Free and Compulsory Education in South-East Asia and

the Pacific. In its observations in 1953 (T/1062), UNESCO had recommended that education should be compulsory for all children between the ages of 6 and 11, or even 6 and 13. The seven-year period suggested in the Beeby report, however, would give the Samoans a very firm basic schooling, and it was sufficiently long to prevent any return to illiteracy, even taking into account the rapid rise in population. Furthermore, children of 6 could be admitted to the schools when buildings permitted. Because of the shortage of buildings, the ordinance would inevitably have to be applied progressively, district by district, but the Administering Authority should bear in mind that in a tropical country, the school buildings were not of such vital importance as in countries where the climate was harsher.

66. If more indigenous teachers were to be trained, as the report recommended, the Teachers Training College must be greatly expanded; the number of pupils in the secondary department of Samoa College should also be increased and the full secondary curriculum should gradually be introduced.

67. UNESCO would have liked to see agricultural courses started in the Territory as soon as possible, but Dr. Beeby apparently felt that for two or three years the teachers at Samoa College would be too busy to undertake any additional work.

68. He welcomed the special representative's statement that the Administering Authority was giving serious consideration to the question of establishing a public library.

69. In conclusion, he expressed UNESCO's hope that the recommendations in the Beeby report would be adopted *in toto*.

70. In reply to questions by Mr. JAIPAL (India), Mr. EDMONDS (Special representative for Western Samoa) said that the idea of compulsory education and its introduction by districts had been discussed in the Territory for several years. There had been some diffidence about whether the Territory could afford to introduce such a system immediately and the Samoan leaders had felt the need of expert advice on the matter. The Samoan people in general were firmly persuaded of the desirability of education. Isolated cases of opposition to the idea of compulsion might be found, but they would probably amount to little if the Legislative Assembly accepted the principle of compulsory education.

71. Apart from the financial factor, progress would also be limited by the shortage of staff. There was a wastage of slightly over one-third of teaching staff in Western Samoa and almost one-third in New Zealand. The Administration therefore found it difficult to obtain staff even from New Zealand. In any event, the Legislative Assembly would undoubtedly receive Dr. Beeby's report favourably and, with his expert advice behind it, the Administration should be able to persuade the Samoan political leaders that Samoa must have compulsory education.

72. Most opposition to the idea of compulsory education would doubtless be based on the argument that it might prevent the children from working in the family plantations or fields. It had been noticeable in many villages in recent years that boys had been working on the plantations instead of going to school. It was significant that there was a higher degree of literacy among girls than among boys. The problem varied from district to district and would have to be solved on a district basis. It was reassuring, however, to note that

the enrolment in government primary schools had increased by 1,600 in 1954. Many of the new enrolments were children who had not previously attended school, although of school age; others were children who had come from villages where there were no schools to live in villages with schools; others, of course, were accounted for by the increase in population.

73. The introduction of compulsory education would not leave the Samoan economy undisturbed. There was bound to be some hardship and possibly misgivings in certain districts, but it was too early to predict exactly how firm the opposition would be.

74. Mr. JAIPAL (India) suggested that the Administration might be able to overcome the difficulty either by building schools in the villages where there were none or by making it possible for the children to attend classes for part of the day and work for the remainder.

75. He asked the special representative how the Administering Authority reconciled the decline in the number of schools shown in the UNESCO observations with the 1953 Visiting Mission's finding that more schools were necessary.

76. Mr. EDMONDS (Special representative for Western Samoa) explained that the decline in the number of government schools was due to the amalgamation of various schools in areas where the population was not large and where it was considered that greater efficiency would be obtained by concentrating the available staff in a single school. He had no information on the decrease in the number of mission schools but would make inquiries on that point. Two new schools had already been opened in 1954 and a third would be shortly.

77. In reply to further questions by Mr. JAIPAL (India), Mr. EDMONDS (Special representative for Western Samoa) admitted that in many mission schools there was a very large number of pupils per teacher. Even in government schools, there were many classes with 50 to 90 children. Such classes were far too large for efficient teaching but they were inevitable in view of the shortage of staff. The Government's policy, as an interim measure, was to admit groups of 30 students to the Training College and to give them a concentrated course on infant teaching. It was hoped that 90 teachers could be given such a course in 1954. As they became available, other teachers could be promoted to the older classes. If possible, the Training College would be expanded.

78. A district school was being built in one of the most populous parts of Upolu and a village school in Savai'i. As far as he was aware, no other new school buildings were planned for 1954. It was useless to build schools when the teachers were not available.

79. In reply to a further question by Mr. JAIPAL (India), Mr. EDMONDS (Special representative for Western Samoa) explained that in the old days there had been no examination for teachers and no certificates had been given. It would be a mistake for the Council to consider uncertificated teachers as necessarily inferior teachers. Many of them were the senior teachers in the schools; the chief inspector, indeed, was an uncertificated teacher, an excellent teacher and a very good inspector. Some of the younger uncertificated teachers were endeavouring to obtain certificates. In considering promotion, the teachers were judged on their ability regardless of whether or not they were certificated.

The meeting rose at 6.10 p.m.