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ADMINISTRATION OF THE TRUST TERRITORY OF WESTERN SAMOA
REPORT OF THE GOVERNMENT OF NEW ZEALAND FOR THE YEAR 1957

Note by the Secretary-General

In accordance with the terms of Article 88 of the Charter, the Secretary-General has the honour to transmit to the Members of the General Assembly the report of the Government of New Zealand on the administration of the Trust Territory of Western Samoa for the year 1957.

As only a very limited number of copies of this report are available, it has not been possible to make a full distribution. Delegations are therefore requested to ensure that their copies are available for use at the meetings of the General Assembly during its thirteenth session.

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REPORT OF THE NEW ZEALAND GOVERNMENT ON THE ADMINISTRATION
OF THE TRUST TERRITORY OF WESTERN SAMOA FOR THE YEAR 1957

Note by the Secretary-General

~~The Secretary-General has the honour to transmit to each member of the Trusteeship Council one copy of the report of the New Zealand Government on the Administration of the Trust Territory of Western Samoa for the year 1957.~~^{1/}

Forty-four copies of the report were received by the Secretary-General on 30 June 1958.

~~RAPPORT DU GOUVERNEMENT DE LA NOUVELLE ZELANDE SUR L'ADMINISTRATION
DU TERRITOIRE SOUS TUTELLE DU SAMOA-OCCIDENTAL POUR L'ANNEE 1957~~

Note du Secrétaire général

Le Secrétaire général a l'honneur de transmettre à chacun des membres du Conseil de tutelle une copie du rapport du Gouvernement de la Nouvelle Zélande sur l'administration du Territoire sous tutelle du Samoa-Occidental pour l'année 1957.^{1/}

Quarante-quatre exemplaires de ce rapport sont parvenus au Secrétaire général le 30 juin 1958.

^{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 1957. R.E. Owen, Government Printer, Wellington, New Zealand, 1958.

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ISSUED BY
THE DEPARTMENT OF ISLAND TERRITORIES

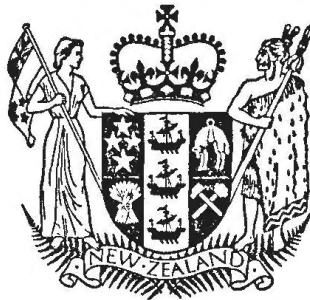
REPORT

BY THE NEW ZEALAND GOVERNMENT TO THE
GENERAL ASSEMBLY OF THE UNITED NATIONS

ON THE

ADMINISTRATION OF WESTERN SAMOA

FOR THE CALENDAR YEAR 1957



ISSUED BY
THE DEPARTMENT OF ISLAND TERRITORIES

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ADMINISTRATION OF WESTERN SAMOA

FOR THE CALENDAR YEAR 1957

Preface

IN accordance with Article 88 of the United Nations Charter, the annual report on the Trust Territory of Western Samoa is based upon the questionnaire approved by the Trusteeship Council for transmission to those nations administering Trust Territories.

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Wellington, 30 May 1958.

SIR,—

I have the honour to submit the report on the administration of Western Samoa for the calendar year 1957.

I have the honour to be,

Sir,

Your obedient servant,

J. M. McEwen, Secretary,
Department of Island Territories.

The Hon. J. Mathison,
Minister of Island Territories.

Part I: Introductory Descriptive Section

THE Territory of Western Samoa lies between latitudes 13° and 15° south and longitudes 171° and 173° west. It comprises the two large islands of Savai'i and Upolu, the small islands of Manono and Apolima, and several islets lying off the coasts. The total land area is about 1,130 square miles (2,929 square kilometres), of which 700 square miles (1,814 square kilometres) are in Savai'i and about 430 square miles (1,115 square kilometres) in Upolu. The islands are formed mainly of volcanic rocks, with coral reefs surrounding much of their coasts. Rugged mountain ranges form the core of both main islands, and rise to 3,608 ft. (1,100 metres) in Upolu and 6,094 ft. (1,857 metres) in Savai'i. Samoa is an area of dormant volcanoes, large areas of previously cultivated land in Savai'i having been covered by lava between 1905 and 1911, the most recent period of activity of the volcano Matavanu.

The climate of Samoa is tropical, with two distinct seasons, wet and dry. Temperature ranges are not considerable, either daily or seasonally, the mean daily temperature remaining reasonably constant at about 80°F. Although Samoa lies outside the normal track of hurricanes, occasional severe storms are experienced. Over the last sixty-six years the average maximum temperature has been about 85·0°F; the average yearly rainfall 112·77 in., and the average yearly relative humidity 83·0 per cent, ranging from 80·4 per cent in August to 84·8 per cent in February and March. The average annual number of hours of bright sunshine is approximately 2,544 based on thirty-two years' records.

At the time of the last census, in September 1956, the population of the Territory was 97,327, comprising 49,863 males and 47,464 females. Of these, 91,833 were Samoans and 5,494 persons were of European status. Of the total population, 70,429 live in Upolu and 26,898 in Savai'i. Apart from Apia, the political capital and commercial centre of the Territory, with a population approaching 19,000, there are no towns. Most Samoans live in some 400 foreshore villages where populations range from one hundred to five hundred, while Europeans and part Europeans tend to congregate round the Apia area.

Except for the New Zealand Maoris the Samoans are the largest branch of the Polynesian race and speak a Polynesian dialect. Most Samoans live within the traditional social system based on the aiga, or extended family group headed by a matai. A matai title is conferred by the common consent of the aiga and, generally speaking, any member of the group is eligible for election. The matai assumes responsibility for directing the use of the family lands and other assets and for the general welfare of the aiga. He also represents the family group in village and district fono, or councils.

The part-Europeans number approximately 5,500 and in their way of life range between the completely Samoan and the completely European.

Religious observance is strong in all groups. The London Missionary Society is the main denomination and claims as adherents approximately 55 per cent of the population, while the Roman Catholic and Methodist churches each claim about 20 per cent, leaving about 5 per cent of the population as adherents of other groups.

Economically, Western Samoa is predominantly an agricultural country; the village communities maintain an economy, based on agriculture and fishing, which makes them largely self-sufficient in almost all essential commodities, while they produce copra, cocoa, and bananas for export. The 1950 forest survey showed that the Territory cannot consider its forests as one of its main assets. There are no known deposits of commercially valuable minerals.

HISTORICAL SURVEY

Although the Samoans are believed to have lived in their islands from as early as A.D. 500 little is known of their history before about the year 1250. The Dutch navigator, Jacob Roggeveen, who called in 1722, is believed to have been the first European to visit the Samoan Islands, but the Group gained its name of Navigators' Islands from the French explorer, Bougainville, in 1768. From this time onwards European contact became increasingly common and it culminated in the arrival of the missionary John Williams, in 1830 and the establishment of the London Missionary Society in the Group two years later. Between 1847 and 1861, Great Britain, the United States, and Germany established Agencies at Apia.

Samoa society has thus been in contact with the western world for more than a century, yet it has largely retained its traditional organisation, responding by a process of growth, adaptation, and modification to the various external influences to which it has been exposed. The Church and the trading stations have become integral parts of village life, but politically the traditional institutions have shown more resistance to change. For a variety of reasons Samoa failed to obtain internal political unity such as that established in Tonga and various other parts of the Pacific. Samoa society does not readily accept the dominance of a single leader. A Samoan kingship was established under Western influence, but it failed to build up a workable administration. Germany, Great Britain, and the United States obtained privileges for themselves and for their nationals, and they were granted the right to establish coaling stations and to bring Europeans under a form of extra-territorial jurisdiction.

Internal intrigue and jealousy among the representatives of the interested Powers reached its climax in 1889. In that year the three Powers signed the treaty known as "The Final Act of the Berlin Conference on Samoan Affairs." Samoa was declared neutral and independent, and Malietoa Laupepa was recognised as King. A Supreme Court was set up, with extensive jurisdiction, presided over by a European Judge. A separate municipality of Apia was constituted, with a multiplicity of officials to take care of the area where most Europeans were settled. However, these arrangements brought about no real solution.

The death of the King in August 1898 and a dispute over the succession gave the Powers another chance, and in 1899 they sent a Commission to Samoa. It secured the acquiescence of some of the Samoan leaders

to the abolition of the kingship. The three Powers then agreed to divide the islands. In a series of conventions, signed on 16 February 1900, it was agreed that the United States should annex Eastern Samoa (including the fine harbour of Pago Pago), while Germany acquired Western Samoa (including the town of Apia and the important plantation properties of the Deutsche Handels und Plantagen-Gesellschaft). Great Britain withdrew from the Group in return for the recognition by the other Powers of certain of her claims in other parts of the Pacific.

Germany administered Western Samoa until 29 August 1914, when the Territory was occupied by New Zealand military forces. On 7 May 1919 the Supreme Council of the Allied Powers conferred a Mandate for the administration of Western Samoa on His Britannic Majesty, to be exercised on his behalf by the New Zealand Government. By the Samoa Act 1921, New Zealand made provision for a civil administration to replace the wartime military régime. The new Constitution provided for a Legislative Council with unofficial members, and the Administration began to build up a system of representative local government and instituted schemes for economic development. For some years considerable progress was made, but in 1926 and 1927 the Administrator found himself faced with a growing body of opposition among both the Samoan and the European communities, which found an organised outlet in the "Mau". It appeared that the faults of the Administration had been more in matters of tactics and timing than in the overall objectives of policy. In 1927 the Mau embarked on a programme of civil disobedience which lingered on for nine years.

In 1936 agreement was reached with the leaders of the Mau, who then re-entered political life. During the three years that followed, preliminary steps were taken towards making the Samoan Administration more effectively representative, but the participation of New Zealand in the Second World War from 1939 restricted further advances. In December 1946 a Trusteeship Agreement for Western Samoa was approved by the General Assembly of the United Nations, and New Zealand, as the Administering Authority, formally committed itself to promote the development of the Territory towards ultimate self-government.

The Samoan people were consulted on the terms of the Trusteeship Agreement, but, while conceding that the agreement marked a considerable advance on the terms of their former Mandate, they concluded that their ultimate aim of self-government would not be furthered by their acceptance of it. They asked instead that they be granted immediate self-government, with New Zealand remaining as their adviser and protector. This petition was considered by the Trusteeship Council in April 1947 and, on the invitation of the New Zealand delegate, a mission led by the President of the Council was sent to Samoa to inquire and report on the matter.

The report of that mission, which was presented in October 1947, was in close agreement with a statement of New Zealand's proposals for political development which had been made in August of the same year. The new proposals were implemented by the passage of the Samoa Amendment Act 1947, which came into force in March 1948.

In March 1953, the Prime Minister of New Zealand made a further policy statement on the Trust Territory. He suggested that a Constitutional Convention, representative of all sections of the Samoan

community, should be convened to study the proposals for further political progress outlined in the White Paper. The Convention met at the end of 1954 and an account of its proceedings was given in the Report for that year. Its resolutions were studied in New Zealand and replied to finally in December 1955 (See Appendix XXVII, 1955 Report), after the Minister of Island Territories had visited Samoa for discussions with a Joint Session of the Legislative Assembly and the Fono of Faipule.

A second Joint Session, in February 1956, accepted in broad principle the New Zealand proposals (See Appendix XXVII, 1955 Report) and the first of a series of amendments to the Samoa Act to implement the agreement thus reached was passed by the New Zealand Parliament in May 1956.

Since the first United Nations Mission visited the Territory in 1947 there have been visits in 1950, 1953, and 1956.

MAIN EVENTS OF 1957

Politically, the main events of the year were the abolition of the Fono of Faipule, the General Election of 15 November 1957, and the enlargement and reorganisation of the Legislative Assembly and Executive Council in terms of the Samoa Amendment Act 1957. These developments are described in greater detail elsewhere in this report.

On 1 April the Western Samoa Trust Estates Corporation assumed possession and control of the properties and assets of the former New Zealand Reparation Estates.

A team of New Zealand Treasury and banking officers spent three weeks in the Territory in May, examining fiscal and banking problems.

By the middle of the year it became apparent that the Territory was confronting immediate as well as long term financial difficulties.

In mid-year the Hon. Tualaulelei, M.E.C., and Mr T. R. Smith, the Secretary to the Government, visited London for discussions on the marketing of copra after 1957.

In early December Mr J. Mathison assumed responsibility as Minister of Island Territories under the new Labour Government in New Zealand.

During the year representative rugby and cricket teams from Tonga toured the Territory.

Part II: Status of the Territory and its Inhabitants

STATUS OF THE TERRITORY

Western Samoa is administered by New Zealand under a Trusteeship Agreement approved by the General Assembly of the United Nations on 13 December 1946. This Trusteeship status of the Territory is recognised in the 1947 and 1957 Samoa Amendment Acts. New Zealand's original jurisdiction over Western Samoa, however, was derived from a decision of the Supreme Council of the Allied Powers on 7 May 1919 to confer a Mandate for the Territory upon His Britannic Majesty, to be exercised by the Government of New Zealand. The terms of this Mandate were confirmed by the League of Nations on 17 December 1920. To provide a form of civil government, the New Zealand Parliament in 1921 passed the Samoa Act, and this Act and its amendments remain as the foundation upon which the legal, political, and administrative structures are built. The Samoa Amendment Act 1947 established the Legislative Assembly (the membership of which was redefined and enlarged by the 1957 Amendment) and the Council of State, and the Samoa Amendment Act 1949 created a separate Samoan Public Service. The Samoa Amendment Act 1952 made provision for an Executive Council, and further amendments in 1956 and 1957 increased the powers of this Council.

The New Zealand Parliament still retains its inherent legislative power in respect of Western Samoa, and, under the Samoa Act 1921, the Governor-General in Council has the power to make regulations "for the peace, order, and good government" of the Territory. This Act, together with the 1947 and 1957 Amendment Acts, defines the status and constitution of the Territory. No Act passed in New Zealand applies to the Territory unless express provision is made to that end. The Territorial Legislature can legislate freely on almost all purely domestic matters but is not competent to legislate on a few reserved subjects such as external affairs, and may not pass legislation repugnant to any New Zealand legislation which has been declared a "reserved enactment". The inherent legislative powers retained by the New Zealand Parliament are intended to safeguard New Zealand's position as Trustee and are not used as a normal means of legislation.

STATUS OF INHABITANTS

Under the existing legislation, every inhabitant has a double status. His national status, affecting his rights outside the Territory, is that of either a "New Zealand protected person" or a national of some Sovereign State. In domestic status inhabitants are divided into "Samoan" and "European". The two classifications—that of domestic status and that of nationality—are related only accidentally, in that the majority of Europeans are nationals of some Sovereign State and

the majority of Samoans are New Zealand protected persons. It is possible for a European to have no national status other than that of a New Zealand protected person and, conversely, it is possible for a Samoan to be a national of a Sovereign State. Thus, although the laws governing the status of the inhabitants are fairly complex, there is provision whereby every inhabitant of the Territory has a recognised status, both within and without the Territory.

A Samoan—that is, an inhabitant possessing the domestic status of a Samoan—is defined in the Samoa Act 1921 and its amendments as “a person belonging to one or more of the Polynesian races.” The term “Polynesian” is itself defined as including “Melanesian, Micronesian, and Maori”. The definition includes as Samoan, without qualification, all who are of pure Polynesian descent (in this extended sense of the term “Polynesian”). 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 regulations or ordinance to possess some status other than Samoan status and incompatible with it. Persons of three-quarters or less Polynesian blood are not classed automatically as Samoans—

- (a) If they are declared of a different status; or
- (b) If of their male ancestors in the male line none have more than three-quarters Samoan blood nor have been deemed or declared a Samoan in accordance with the law while under the age of eighteen years; or
- (c) Are under eighteen years, children of a man to whom (a) or (b) applies, and have not been declared Samoans.

Any person of half-Samoan blood or more who has been declared or deemed to be a European may petition the High Court to declare him a Samoan. In other words, persons of “Samoan” status must be half (or more) “Samoan” in blood, but the converse does not apply.

A European may have acquired his domestic status in any of a number of ways. Members of any of the classes of persons who were registered as foreigners at the time New Zealand civil administration was set up possess European status. In effect, this includes all descendants in the male line of European fathers by legal marriages. Additionally, since 1944 all persons not regarded as Samoan, whose male ancestors have not been more than three-quarters Polynesian, are classed as Europeans. It is also possible for an inhabitant of the Territory to claim European status by virtue of non-Samoan descent on the female side. Further, any person who is deemed or declared to be a Samoan may petition the High Court for inclusion in the register of Europeans if he is not of pure Polynesian descent. For such a petition to be granted the Court must be satisfied that the petitioner is above a specified age (eighteen years for males, fourteen for females), that he can read English, and that his registration as a European is in his own interest. Thus persons of “European” status need have no European blood although they must have some non-“Samoan” ancestors. Chinese, for instance, have “European” status.

In the Prime Minister’s 1953 statement on policy in Western Samoa reference was made to the ideal of developing “a united population comprising all Samoan citizens regardless of race”.

At present the principal legal consequences of the difference in status are as follows:

- (1) A Samoan may not be a member of any incorporated company or partnership without the sanction of the High Commissioner.
- (2) A Samoan may not be enrolled as a European elector.
- (3) A Samoan may not have any contract or security over property enforced against him except at the discretion of the High Court.
- (4) The right of succession to the property of a Samoan who dies intestate is determined by Samoan custom.
- (5) A Samoan may not be a European M.L.A. or assessor in the Land and Titles Court.

A European may not—

- (1) Share, as of right, in the use of Samoan land, or in the rents or profits derived from it, or acquire Samoan land by inheritance:
- (2) Permit a Samoan title to be conferred on him, except with the express consent of the High Commissioner:
- (3) Exercise any of the rights associated with a Samoan title if he has been permitted to accept one:
- (4) Be a Fautua, Samoan M.L.A., or a Samoan Judge in any Court.

In accordance with the express wish of the Samoans themselves, the national status of the great majority of Samoans is that of New Zealand protected persons. There are two small classes of Samoans whose national status differs from that of the majority. The first consists of those Samoans who have acquired British nationality by naturalisation, and the second of former Europeans who have acquired the domestic status of Samoans by declaration of the High Court, but who retain the national status which they possessed as Europeans.

With Europeans, the national status is dependent upon the nationality of a direct male ancestor from whom, in the great majority of cases, they derive their European status. Consequently there are groups of Europeans of British, American, and German nationality, and small numbers who are nationals of other States. Many Europeans, however, do not retain their full rights of nationality, and could have become Stateless persons. Most nationality laws lay down that those who acquire nationality by descent must take some positive step to assert their rights, and in some cases even those whose nationality derives from births may lose it if they fail for a certain period to register with a Consulate or take some similar action. These persons may, however, attain status as New Zealand protected persons by registration. Europeans, like Samoans, can apply for naturalisation as British subjects.

The Administering Authority has noted the opinion of the Trusteeship Council on the question of domestic status and considers that the abolition of the present dual domestic status is drawing slowly closer as the political and economic education of the indigenous inhabitants progresses. The indigenous inhabitants, furthermore, now possess so much more political and economic power that the legal discriminations which established the split status seem increasingly out of date. The Prime Minister, in his statement in March 1953, indicated, by the inclusion of the ideal of a common citizenship in the plan for Western Samoa, that the Administering Authority hoped that a solution acceptable to all parties would soon be found. Some of the present

legal differentiations between persons of European and persons of Samoan status are trivial. Others result from the recognition of basic differences between the Samoan and non-Samoan ways of life.

The Constitutional Convention set the problem aside and did not debate it, thereby tacitly endorsing the view of the Working Committee (Development Plan) that the many factors involved should be more closely studied before the Government came to a decision. Realising that some solution was necessary, the Executive Council agreed that it was properly a task for a committee representative of all sections of the community, and such a committee was set up in 1955. On the question of citizenship, as distinct from status, the committee has recommended that legislation be introduced into the Assembly to make provision for the following basic principles:

Western Samoan citizenship to be acquired by—

- (a) *Birth*—All persons born in Western Samoa to be Western Samoan citizens:
- (b) *Descent*—Any person, one of whose parents was born in Western Samoa, to be a Western Samoan citizen:
- (c) *Naturalisation*—Any aliens living in Western Samoa and able to comply with certain conditions relating to length of residence and otherwise should be entitled to apply to be naturalised as Western Samoan citizens:
- (d) *Registration*—Any alien woman married to a Western Samoan citizen should, subject to certain conditions, be able to become a Western Samoan citizen by registration.

The Committee has also given consideration to the question of domestic status and, for a starting point, has recommended that the law be amended to provide that, in future, in order to be classed as a Samoan, a person must belong to the indigenous race of the Samoan Islands. The Committee has not yet fully studied the differences at present embodied in law as regards Samoan and European. During the year under review this complex subject was receiving close legal study and it is likely that during 1958 some statutory differences will be repealed.

Any future discrimination by Ordinance of the Legislative Assembly on grounds of race is prohibited by s. 33 of the Samoa Amendment Act 1957 which, however, does not affect the validity of existing legislation. Nor does it restrict the power of the Legislative Assembly to make Ordinances prohibiting persons other than Samoans from acquiring any interest in Samoan land.

Despite the differences outlined in preceding paragraphs of this chapter, national or domestic status has no greater restrictive effect on personal rights than those specific instances mentioned. A register is kept to record births, deaths, and marriages, and there are separate electoral registers of adult Europeans and Samoans holding matai titles but none of these registers is used for other than its prime purpose.

Part III: International and Regional Relations

INTERNATIONAL RELATIONS

The external relations of the Trust Territory of Western Samoa are controlled by the Government of New Zealand as Administering Authority. International conventions signed by New Zealand are, if appropriate, extended to the Territory after consultation with the Samoan Government. Of these, the most important is, of course, the Trusteeship Agreement. A list of other such agreements applied to the Territory during 1957 is given in Appendix XXIII.

Technical assistance has been made available to Western Samoa by the various specialised agencies of the United Nations. During 1957 the main item was the completion of the follow-up portion of the yaws control project.

No non-government international bodies are active in the Territory apart from the various Christian missions, and organisations such as the Red Cross and South-East Asia and Pan-Pacific Women's Association. Youth organisations with world wide affiliations such as the Boy Scouts, the Girl Guides, and the Boys' Brigade, play a large part in the lives of the younger people, and on occasions representative groups visit New Zealand or other Pacific Territories. Towards the end of 1957 a Boys' Brigade delegation visited New Zealand for a camp commemorating the 75th anniversary of the Brigade.

INTER-SAMOA CONSULTATIVE COMMITTEE

This committee was formed officially in 1955 with the object of strengthening and placing on a more coordinated basis the cooperation which has always existed between Western Samoa and American Samoa. The membership is representative of the various executive and legislative bodies in both territories, and meetings are held alternately in each Territory. The committee discusses a wide variety of topics of mutual interest. One meeting was held in 1957.

Western Samoa is not associated with any other Territory through customs, fiscal, or other arrangements.

REGIONAL AGREEMENTS

South Pacific Health Service

An agreement for the establishment of the South Pacific Health Service was made between the Government of New Zealand (in respect of Western Samoa and the Cook Islands), the Government of Fiji, and the Western Pacific High Commission on 7 September 1946. The Government of Tonga joined on 1 January 1947. This agreement established a South Pacific Board of Health, with a chief administrative officer, known as the Inspector-General, South Pacific Health Service, with headquarters at Suva. The functions of the board are to advise the participating Governments on health matters, to assist generally in the

more effective control of disease and the promotion of health in the territories under their control, and to cooperate in the provision of professional staff.

This agreement was renewed in 1951 for a period expiring on 31 December 1954. The agreement continued in force after this date by exchange of letters until 10 January 1958, when a new agreement for a period of five years entered into force. The Government of Western Samoa (and the Government of Tonga) signed the new agreement as separate parties and are now represented on the board. This was the first international or regional agreement which Western Samoa has signed as a separate party.

South Pacific Commission

During the year the Administering Authority continued its membership of the South Pacific Commission, an advisory and consultative body established in 1947 by the Governments of Australia, France, the Netherlands, New Zealand, the United Kingdom, and the United States of America, all of which administer non-self-governing territories in the region.

The aims and achievements of the Commission are adequately described in its own publications. It is sufficient to say here that the Commission is a means of promoting the well-being of the inhabitants of those territories with which it is concerned. The scope of its activities is wide, covering the fields of social, economic, and health development. Its experts and its advice are available for the benefit of territories which may require specialised assistance.

The South Pacific Commission Local Committee, an advisory body of representative official and non-official membership, met several times during the year to consider the application of various Commission projects to the Territory.

In September Dr R. J. Seddon, the Commission's Executive Officer for Social Development, visited the Territory. Mr B. E. V. Parham, Director of Agriculture in Western Samoa, attended the meeting of the Research Council held at Noumea in June, while one S.M.P. and one nurse attended a Health Education Course held at Noumea from June to August under the joint auspices of the South Pacific Commission and the World Health Organisation. One candidate from Western Samoa had attended earlier the Commission's Fisheries Course held at Noumea from November 1956 till February 1957.

The appointment of Mr T. R. Smith, then Secretary to the Government of Western Samoa, as Secretary-General of the South Pacific Commission was announced in October.

Part IV: International Peace and Security; Maintenance of Law and Order

INTERNATIONAL PEACE AND SECURITY

No obligations with respect to the Territory have been undertaken by the Administering Authority towards the Security Council during the year.

MAINTENANCE OF LAW AND ORDER

The maintenance of law and order is entrusted to the Department of Police and Prisons under the administrative control of the Superintendent of Police and the general direction of the Minister of Police and Prisons. The Department also has certain subsidiary functions, including the registration of vehicles, the issue of drivers' licences, and the registration and control of firearms, ammunition, and explosives. It is also responsible for the control of immigration and emigration and the issue of passports and travel permits.

As at 31 December 1957 the total strength of the force (exclusive of messengers) numbered ninety-nine.

Recruits are enrolled as messengers in most cases and if suitable are appointed as constables as vacancies occur. The majority of the members of the force are full Samoans, while the Superintendent is a part-Samoan. Promotion is subject to the passing of promotion examinations.

Details of criminal cases dealt with by the High Court are given in Appendix III. One case of murder and three of manslaughter are recorded for 1957. There have been no instances of collective violence or disorder during the year.

FIRE CONTROL SERVICES

The former Chief Fire Officer returned to New Zealand in January 1957 on completion of his three-year contract, and a seconded officer who was previously acting as Deputy Chief Officer has carried out the duties of Chief Fire Officer on a part-time basis. Two permanent Samoan officers of the brigade went to New Zealand to attend a course at the New Zealand Fire Service training college early in 1958 and it is expected that on their return they will be able to take full control of the brigade.

The Apia Fire Brigade has continued to operate efficiently with a total establishment of twenty-four, of whom eighteen are auxiliaries. Equipment consists of one fire engine and a light trailer pump, with two static pumps operating from the sea to cover the high risks in the commercial area; total pumping capacity is 1,700 gallons per minute. Regular training is carried out and equipment has been maintained to a high standard. During 1957 the brigade attended twenty-nine calls, in which, with one exception, loss of property was small.

Part V: Political Advancement

CHAPTER 1: GENERAL POLITICAL ORGANISATION

STRUCTURE OF GOVERNMENT

The legislature of Western Samoa consists of a single house, containing an absolute majority of elected Samoan members, which meets at least twice a year to approve the annual budget, to make Ordinances "for the peace, order, and good government of Western Samoa", to ask questions, to consider petitions, and to pass resolutions which bring its opinion on any problem before the High Commissioner and the Administering Authority. By the Samoa Amendment Act 1957 the elected membership of the Legislative Assembly was greatly increased and the High Commissioner was replaced as President by an elected Speaker. (This development is discussed in more detail in Chapter 2 of this section). At the same time provision was made for the appointment of a Leader of Government Business. This appointment is to be made when the Assembly convenes in February 1958.

Early in 1953 an advisory Executive Council was established and in 1954 the Associate Member system was introduced whereby the elected members of the Council were associated with the official members in the administration of Departments. A further development in the process of giving elected members of the Council greater experience of the machinery of government was the inauguration in September 1956 of the Member system, under which full executive responsibility for the administration of most of the Departments of Government passed to the elected members of the Council. At the same time the law was amended to provide that, in the exercise of his powers, the High Commissioner should consult with and accept the advice of the Executive Council in all but a few cases.

In the year under review changes were made in the executive government of Western Samoa which are indicative of the political progress made in the Territory. Under the Samoa Amendment Act 1957 members of the Executive Council are now styled Ministers, a designation more appropriate to their increased departmental responsibilities.

When the membership of the Legislative Assembly was increased, and direct election introduced in November, the advisory body known as the Fono of Faipule was abolished. This assembly of forty-one members, each representing a geographical constituency, had previously advised the High Commissioner on matters affecting the Samoan people, and also elected the twelve Samoan members of the old Legislative Assembly and nominated persons for certain other Government positions outside the Public Service. The Fono had no legislative powers. In the re-constituted Assembly the forty-one Samoan members are elected to represent the former Faipule constituencies.

The High Commissioner, as the head of the executive government of Western Samoa, is dependent on the Legislative Assembly for funds for all Government services. In the exercise of all but a few of his powers he is bound to act on the advice of the Executive Council. In the exercise of the remainder of the powers that he exercises as head of the Government, the High Commissioner consults the Council of State, of which he is Chairman. The other members of the Council of State are the Samoans, at present two in number, who for the time being hold office as Fautua. All members of the Council of State are also members of the Executive Council.

The Territorial Government is served by the Western Samoa Public Service, which includes officers from overseas, most of whom are seconded from New Zealand. Salaries, conditions of service, etc., in the Public Service are the responsibility of an independent Public Service Commissioner, and provision is made to ensure the freedom of the Public Service from political interference or influence. Certain public officers, including the Samoan Judges, and officials of local government such as the Pulenu'u, are not members of the Western Samoa Public Service, but are appointed by various authorities within the executive government.

The judiciary is independent of both legislature and executive, except, of course, that it bases its decisions on the laws and regulations constitutionally passed and promulgated by the two powers.

The Judges and Commissioners of the High Court are appointed by the Minister of Island Territories, and are removable only by him. Disputes amongst Samoans regarding lands and matai titles are settled in the Land and Titles Court.

Indigenous inhabitants, both Samoan and part-Samoan, are intimately connected with the work of government at every level. Together with the High Commissioner, the two Fautua, representatives of the Samoan kingly lines, form the Council of State. The Legislative Assembly and the Executive Council both have a majority of Samoan Members and the vast majority of those employed in the judiciary, in the Public Service, and in the local government organisation, many of them in senior positions, are persons of full or part-Samoan descent. One Assistant Public Service Commissioner, the Registrar of the Land and Titles Court, and the Registrar of the High Court are Samoans; the full-time Commissioner of the High Court, the Superintendent of Police, the Postmaster, the Superintendent of Radio, the Collector of Customs, and the Assistant Secretary (District Affairs) are part-Samoans of European status. During the year under review the European Resident Commissioner in Savai'i retired and was replaced by a Samoan Administrative Officer.

Tribal organisations as such do not exist in Western Samoa. Society is nevertheless based on family, parochial, and traditional ties and loyalties, through which in pre-European days political and ceremonial power was exerted. The stable centre of the pre-European political power was the village community. Samoan custom finds political expression through the matai system, which still provides the main link between the people and the modern political, judicial, and the administrative organisation which has been superimposed on the old order. Thus the matai system remains as the core of Samoan political and economic life, and there is a tendency to resist any innovation

which might modify the established bases of society. While there are signs that the Samoan viewpoint on these matters may become more liberal, the Administering Authority realises that it must not press for too rapid a change, and shapes its policy accordingly.

PROGRESS TOWARDS SELF-GOVERNMENT

In 1957 Western Samoa, as has already been indicated, continued to progress towards self-government. To further implement the proposals of the 1954 Constitutional Convention, which were accepted with minor modifications in the Administering Authority's policy statement of late 1955, the Samoa Amendment Act 1957 was passed by the New Zealand Parliament on 11 October 1957. The most important provisions of this major Act redefined the functions of the High Commissioner, redefined and enlarged the membership of the Executive Council, provided for the appointment of a Leader of Government Business, reconstituted the Legislative Assembly with a reduced official membership and a greatly increased elected Samoan membership, provided for a Speaker and Deputy Speaker to be elected by the Assembly, redefined the privileges of the Assembly and its power to make ordinances, and abolished the Fono of Faipule.

Under the proposals agreed upon in early 1956 between the Administering Authority and the Samoan leaders there remain only two major changes to be made in the governmental structure of the Territory before complete self-government is achieved. The first, which (it is hoped) will take place towards the end of 1960, is the withdrawal from the Executive Council of the High Commissioner and the replacement of the projected Leader of Government Business by a Premier who will preside over his own Cabinet. At a later stage, when the future relationship between New Zealand and Western Samoa is defined, the Fautua will assume the position of Joint Heads of State and the office of High Commissioner as a part of the Government will be abolished and a New Zealand representative of lesser status and powers appointed.

Dr C. C. Aikman (Professor of Constitutional law, Victoria University of Wellington) was appointed in early 1958 as special consultant to the Administering Authority on all constitutional aspects of the final stages of the development of self-government, including the future relationship between New Zealand and Western Samoa after termination of the Trusteeship Agreement.

RELATIONSHIP BETWEEN ADMINISTERING AUTHORITY AND TERRITORIAL GOVERNMENT

Under the Trusteeship Agreement the Government of New Zealand, as the Administering Authority, assumed full powers of administration, legislation, and jurisdiction over Western Samoa, subject only to the provisions of the Agreement and of the Charter of the United Nations.

The main link between the Metropolitan and the Territorial Governments is the Minister of Island Territories, who is appointed in terms of the Island Territories Act 1943. The High Commissioner (who is appointed by the Governor-General) is the representative in Western Samoa of the Government of New Zealand as well as the head of the executive government of the Territory. In the wording of the 1957 Amendment Act, the High Commissioner shall "in the exercise of his

powers and the discharge of his functions be subject to the general control of the Minister of Island Territories". The High Commissioner reports to the Minister at frequent intervals and receives instructions and suggestions from him. The Minister also recommends to the Governor-General the officers to be appointed to the positions of Deputy High Commissioner, Public Service Commissioner, and Assistant Public Service Commissioner. The Public Service Commissioner in Western Samoa and the Controller and Auditor-General (in respect of Western Samoa) are required by a statute to report annually to the Minister. The Minister directly appoints the Judges and Commissioners of the High Court. In all matters he is the means by which the policy of the Administering Authority is made known to the Territorial Government. Very important policy matters he refers to Cabinet.

The New Zealand Government has in law some means of control over the legislature in Samoa in that the Minister may direct the High Commissioner to exercise his power of veto in respect of an Ordinance passed by the Assembly or, if an Ordinance assented to by the High Commissioner is found to be undesirable, it may, within one year of that assent, be disallowed wholly or in part by the Governor-General by notice published in the *New Zealand Gazette*. These powers have never been used, but are necessary if the New Zealand Government is to have legal control sufficient to ensure that the aims of the Trusteeship Agreement are fulfilled. A few matters, detailed later in this report, are reserved from the jurisdiction of the Territorial Government.

The New Zealand Reparation Estates, up to 31 March 1957, were administered by a General Manager subject to the direction of the Minister of Island Territories. Since 1 April 1957 they have been controlled by the Western Samoa Trust Estates Corporation on behalf of the Samoan people. This is in accordance with the pledge of the Administering Authority given in 1953 that at an appropriate time the New Zealand Reparation Estates would be handed over as a going concern to the Government and people of Western Samoa. Four Directors of the Corporation are appointed by the High Commissioner (on the advice of the Executive Council) and one by the Minister of Island Territories. The General Manager of the Corporation and the Director of Agriculture of Western Samoa complete the membership of the Corporation which is required "to have regard to the views of the Government of Western Samoa as communicated to it in writing from time to time by the High Commissioner". Until such time as Western Samoa becomes self-governing the assenting vote of the Director appointed by the Minister is required for any transfer of profits from the Corporation to the Territorial Government and for the alienation of Corporation land the assent of both this Director and the High Commissioner is required.

The Island Territories Act 1943 also provides for the appointment of a Secretary of Island Territories who, under the control of the Minister of Island Territories, exercises and performs such secretarial and other functions as the Minister determines. The Secretary is therefore the Minister's executive officer in New Zealand, and it is his Department which prepares and considers information on which the Secretary advises the Minister on all questions of importance affecting the Territory. The Department of Island Territories is also the channel

through which the advice and services of other New Zealand Government Departments are made available to the Territorial Government. Frequently these New Zealand Government Departments continue to pay the salaries of their officers when they go to the Territory to do some specific task or undertake some special brief study for the Government of Western Samoa. Similarly, the services of the New Zealand Embassies and Consulates overseas are freely available. Many officers of the New Zealand Public Service are seconded for long terms of duty in the Western Samoa Public Service. These officers are paid by the Territorial Government.

CHAPTER 2: TERRITORIAL GOVERNMENT

EXECUTIVE COUNCIL.

Under the Samoa Amendment Acts of 1956 and 1957 the Executive Council, first constituted in 1953 as an advisory body, became effectively "the principal instrument of policy" of the executive government of Western Samoa. The 1957 Act provided that members of the Executive Council (other than the High Commissioner and Fautua) should be designated Ministers. The 1956 Amendment Act had required the High Commissioner to consult with the Executive Council in the exercise of his powers (with certain exceptions) and to act in accordance with the advice of the Executive Council in any matter in which he is obliged to consult with it. The exceptions to this rule are few and, as redefined by the 1957 Amendment Act, are—

- (a) Matters relating to defence (except the taking of land for defence purposes and the recruitment and maintenance of a volunteer force for local defence) or to external affairs or to the title of New Zealand Government land;
- (b) Powers exercised under the 1957 Amendment Act itself, namely prorogation, dissolution of the Legislature, allocation of portfolios to Ministers, assent to Bills, etc.;
- (c) Powers exercised under other reserved enactments of the New Zealand Parliament;
- (d) Powers exercised by the High Commissioner in his capacity as the representative of the Government of New Zealand;
- (e) Matters, in the judgment of the High Commissioner, too unimportant to require the advice of the Executive Council;
- (f) Matter which, in the judgment of the High Commissioner, are too urgent to admit of the advice of the Executive Council being given by the time within which it may be necessary for him to act, but in such a case he shall, as soon as practicable, communicate to the Council the measures that he has adopted, with reasons therefor;
- (g) Powers exercised under any future enactment which specifically provides that the High Commissioner may act at his discretion.

The Executive Council now consists of the High Commissioner as President, the Fautua, the official members for the time being of the Legislative Assembly (at present the Secretary to the Government, the Attorney-General and the Financial Secretary); five Ministers appointed by the High Commissioner from among the Samoan elected members of the Legislative Assembly on the nomination of those

members, and two Ministers appointed by the High Commissioner from among the European elected members of the Assembly on the nomination of those members. All members of the Council, with the exception of the High Commissioner and the two Fautua, hold portfolios which are allocated by the High Commissioner. (These are detailed in Appendix XXV.) The High Commissioner may delegate to any Minister such of his powers and functions as he deems expedient.

Regulations made under the Act provide that when a Departmental Head disagrees with the instructions of the Minister to whom he is responsible he may submit to the High Commissioner, through his Minister, a statement of his reasons. The High Commissioner may then decide the case as he sees fit. Decisions of the Council are taken by simple majority. A quorum is six members in addition to the High Commissioner or other member presiding. There is a Clerk of the Executive Council who is responsible for the presentation of papers, the keeping of the records, and for conveying the decisions of the Council in the form of instructions to the various officers concerned. The Council usually meets once a week. A Finance Committee of the Council meets weekly to consider financial policy in all its aspects, to assist the Financial Secretary in the preparation of the Budget, and to decide without reference to the Council various minor matters.

Policy emanates from the Executive Council and, through the Minister holding the portfolio, is given administrative effect by the Departmental Head or controlling officer of the Department concerned. Apart from the Administrative Officer in Savai'i, who is a member of the Secretariat Department staff, there are no district or regional officers in Western Samoa.

LEGISLATIVE ASSEMBLY

The Legislative Assembly, created by the Samoa Amendment Act of 1947, underwent considerable development during the year under review. The 1957 Amendment Act reconstituted the membership of the Assembly as—

- (a) Forty-one Samoan elected members representing single member constituencies elected for a period of three years:
- (b) Five European elected members elected for a period of three years:
- (c) Not more than three official members to hold office during the High Commissioner's pleasure.

Previously, the Assembly had consisted of the members of the Council of State; twelve Samoan members nominated by the Fono of Faipule (see following section), five European members elected for a period of three years, and not more than six official members. The new and enlarged legislature thus greatly increases the representation of the people of Western Samoa.

Under regulations made in 1957 (which are described in more detail in Chapter 5 of this Part) separate rolls have been established for Samoan and European electors. For those persons possessing European status suffrage is universal but in the forty-one Samoan constituencies (in accordance with the present wishes of the Samoan people) only persons whose names appear on the Register of Matai may register as electors or be nominated for election.

The regulations provide that in any Samoan constituency if only one person qualified for election is nominated, or if any person qualified for election is nominated by an absolute majority of the electors of the constituency he shall be deemed to be elected. If more than one nomination is made and there is no absolute majority, the members, as in the case of the European members, is elected by secret ballot. In the elections held on 15 November 1957, ballots were required in ten of the forty-one Samoan constituencies. The constituencies are at present the former Faipule constituencies, which vary greatly in population. It is hoped that before 1960 the Territorial legislature will provide for an increase in the number of constituencies to forty-five, based on more equal population. The names of present members of the Legislative Assembly and their constituencies are listed in Appendix XXV.

Of the forty-one Samoan members elected, twenty-five were nominated unopposed and six by an absolute majority of the matai in their respective constituencies. Elections were held in the remaining ten constituencies. Twenty-eight of the successful Samoan candidates were neither members of the previous Assembly nor of the former Fono of Faipule and only six sitting members of the Assembly (two of whom were European representatives) and nine sitting members of the Fono were returned. Three new European representatives were elected, one of whom had served two terms previously in the Legislative Assembly.

In the old Assembly, the High Commissioner acted as President, with a casting but not a deliberative vote. Under the Samoa Amendment Act 1957 the reconstituted Assembly elects (from its own members or from outside the House) its own Speaker and also a Deputy Speaker. For its first Speaker, the Assembly went outside its own membership and chose the Chief Interpreter to the Government, the Hon. Luafatasaga Kalapu. The Speaker has a casting vote only.

The Samoa Amendment Act 1947 and subsequent amendments give the Legislative Assembly extensive legislative powers over domestic matters within the Territory. It has full financial authority (subject to the powers of the High Commissioner already referred to), and its power to make laws is limited only by the provisions, first, that it may not legislate with reference to defence, external affairs, or Crown land other than that held in right of the Government of Western Samoa, and second, it may not pass any legislation repugnant to certain reserved enactments. These enactments comprise mainly the "constitutional" parts of the Samoa Act 1921 and its amendments and the regulations relating to the appointment of the Fautua and the election of members of the Assembly itself. The 1957 Act provides that the Assembly may not legislate repugnant to the provisions of the Trusteeship Agreement, nor may it make Ordinances which discriminate on grounds of race, save Ordinances restricting or prohibiting persons other than Samoans from acquiring any interest in Samoan land.

Any member of the Assembly may initiate legislation but financial measures may be passed only upon the recommendation or with the consent of the High Commissioner. Regulations and legislation may arise from resolutions and motions moved in the Assembly, discussion in the Council of State, Executive Council, and Standing Committees, reports of Select Committees and Commissions, or executive decisions and suggestions.

Two ordinary sessions of the Legislative Assembly are held each year. The first session, at which the Budget is presented, is held in March, and the second in August, when most legislation is enacted. Following the 1957 general election, a formal session lasting two days was held in November for the purpose of electing a Speaker and nominating Ministers for appointment by the High Commissioner. The duration of the normal sessions is usually about three weeks.

The session is conducted in two languages (English and Samoan), all proceedings of the Assembly being interpreted. The records kept by the Assembly are—

- (1) Debates of each session, giving a full verbatim report of the proceedings. These are prepared in the English language only;
- (2) Minutes of the Legislative Assembly. These are prepared in English and Samoan and are merely a record of voting and decisions of the Assembly;
- (3) Bound reports of all Business Papers, Order Papers, Reports, Reports of Select Committees, and all other documents that are tabled in the Assembly for the information of members.

Liaison between the legislative and executive branches of Government has been assisted by the work of Standing Committees of the Assembly, particularly during the consideration of Departmental Estimates. During 1957 established Standing Committees were Agriculture and Co-operatives, Education, Health, and Public Works. Members of the Executive Council were also members of the Standing Committee most closely connected with their portfolios. It is probable that the present system of Standing Committees will be reorganised when the new Legislative Assembly meets early in 1958.

THE HIGH COMMISSIONER AND COUNCIL OF STATE

The High Commissioner of Western Samoa is appointed by the Governor-General of New Zealand and is responsible to the Minister of Island Territories. He is President of the Executive Council, and Council of State, and Chairman of other advisory bodies such as the Land Use Committee, the District and Village Government Board, and the Samoan Status Committee.

The High Commissioner has no "reserve" or emergency powers of his own, but no Ordinance passed by the Legislative Assembly can become law without his assent, and no Bill which would, if passed, have the effect of disposing of public revenue may be passed in the Assembly except upon his recommendation or with his consent. The relationship of the High Commissioner to the Administering Authority has already been described.

Provision is made in the 1947 Samoa Amendment Act for a Council of State consisting of the High Commissioner and the Samoans for the time being holding the office of Fautua. The office of Fautua originated in 1912, when it was established by the German Administration which wished to recognise the kingly families and to abolish the title of Ali'i Sili. Before the abolition in 1957 of the Fono of Faipule, that body, together with the Samoan members of the Legislative Assembly, recommended to the Governor-General of New Zealand through the High Commissioner, persons to be appointed as Fautua. This function is now to be exercised by the Assembly. Although the

regulations provide for the appointment of up to three Fautua, for some years there have been only two, Hon. Tupua Tamasese and Hon. Malietoa Tanumafili. They hold office at the pleasure of the Governor-General.

Under the new provisions of the 1957 Act, the Council of State is consulted by the High Commissioner in the exercise of those powers about which he is not bound to consult the Executive Council, other than those he exercises as representative of New Zealand. The Council met regularly until the formation of the advisory Executive Council in 1953. As all members of the Council of State were also members of the Executive Council, formal meetings of the former Council then became much less frequent. Following the establishment in 1956 of the new Executive Council with greatly extended powers, however, the practice of holding a weekly meeting of the Council of State has tended to revive.

THE FONO OF FAIPULE

The Fono of Faipule was abolished in 1957. This Fono, formed in 1905 by the German administration to provide a link between the Government and the people of the outer districts, was continued under the New Zealand administration and given statutory recognition. The Samoa Amendment Act 1923, as amended, gave the Fono of Faipule the right "to consider such matters relative to the welfare of the Samoan people as of their own initiative they think proper or as may be submitted to them by the High Commissioner and to express their opinions and make their recommendations to the High Commissioner". In addition, the Fono elected the twelve Samoan members of the old Legislative Assembly and made nominations for the lesser judicial officers and certain administrative officers not under Public Service Commissioner control.

During 1957 the Fono of Faipule met twice, finally in September, after which it was abolished on the establishment of the new enlarged Legislative Assembly. Liaison between Government and the outer districts is now provided for political purposes by the members of the Assembly whose constituencies are those of the former Fono of Faipule; in Departmental matters the Pulenu'u (of whom there are about 220) still act as Government agents in the villages.

ADVISORY BODIES

Over the last few years several advisory Committees and Boards have been created to associate more closely all members of the community with the activities of Government. Among the more important statutory bodies are the Copra Board and the District and Village Government Board. The main non-statutory advisory bodies, all of which have a very wide representation, are the Harbour Development Advisory Board, the Samoan Status Committee, the Town Planning Committee, and the Land Use Committee. Each is discussed more fully elsewhere in this Report.

CHAPTER 3: LOCAL GOVERNMENT

A more fully coordinated system of local government is desirable but it has not yet been possible to arrive at an acceptable formal system of decentralised administration. There is, of course, in the villages the

traditional form of local Government based upon the matai and carried out through village fono and, where and when necessary, meetings of the district. For the maintenance of peace and order in the villages and the building of schools, hospitals, and roads by community effort the traditional method usually suffices, but with the growing financial burden which is being placed on the central administration, the Government is anxious to secure some devolution of responsibility for the cost of district and village services and amenities, particularly roads, water supplies, and education. It has therefore consistently endeavoured to promote the growth of local government authorities, and to this end a Village and District Government Board was formed in 1954. The Board investigates proposals for local authorities, taking into account the suggested membership of each authority, proposed bylaws, rating powers, and other factors connected with its establishment.

Administrative districts, based mainly on the geographical regions of the Territory, were established towards the end of 1956. Although these districts affect only the operations of Government services such as education, health, agriculture, and police in the outer districts, they do provide a basis on which future district councils could be built. Experience gained in the administration of these districts should indicate the extent to which public opinion is prepared for the formation of regional or district councils, but there is no present indication of any real desire among the people for anything other than their traditional system.

The local bodies in Western Samoa which are recognised in law are the Aleisa Council, the Apia Park Board, eleven District Water Supply Committees, and eight local bodies established under the 1953 District and Village Government Board Ordinance. The Aleisa Council, consisting of a Mayor and three Councillors, was established under the Samoa Aleisa Council Regulations 1946 and has power to make bylaws for the good rule and government of the Aleisa area. The Council is elected for a two-year term by the settlers of Aleisa—persons of part-Samoan ancestry and European status. The five-member Apia Park Board was established by an Ordinance passed in 1953 and is charged with controlling, maintaining, and managing Apia Park in such a manner as to secure to the public the fullest proper use and enjoyment of the park.

The local bodies created under the 1953 Ordinance have been established by the Local Government Board in accordance with the provision of the Ordinance which requires any proposed local government scheme to be in accordance with the wishes of the majority of the people who will be under its jurisdiction and also to be reasonably consonant with Samoan usages and custom. These local authorities have power to levy or impose taxes on persons or produce.

The problems of the Apia area have received the attention of departmental officers concerned with the provision of urban services, and also of a Town Planning Committee representative of all sections of the community. Eventually a form of local government suitable to the special needs of the urban areas may evolve from this body, which is to be reconstituted early in 1958 as the Apia Advisory Committee.

CHAPTER 4: CIVIL SERVICE

A separate Western Samoa Public Service was established in 1950, with a Public Service Commissioner appointed by the Governor-General of New Zealand. Previously, public servants in Samoa were members of the New Zealand Public Service. The Public Service Commissioner is assisted by a Samoan Assistant Public Service Commissioner appointed by the Governor-General of New Zealand on the nomination of the Council of State. The law provides that the Secretary of Island Territories has also the status of Assistant Public Service Commissioner.

The relevant legislation (as amended in 1956) charges the Public Service Commissioner with the duty of ensuring a proper standard of efficiency in the Western Samoan Public Service and contains provisions giving the Public Service Commissioner authority over the recruitment, promotion, and transfer, etc., of employees, the grading of officers, and power (with the approval of the High Commissioner) to make regulations for the discipline, leave, and working conditions and the training of the Public Service. It also bestows on the Public Service Commissioner the powers necessary to carry out his duties and functions, provided that "in the exercise of his powers, he shall at all times have regard to the policies and objectives of the Government of Western Samoa, and of the Government of New Zealand as the Administering Authority". Care is also taken in the Act to remove the Public Service from the sphere of political patronage. The Public Service Commissioner is bound to report each year to the Minister of Island Territories and his report is laid before the Legislative Assembly of Western Samoa. The legislation also provides for reciprocity with the New Zealand Public Service under certain conditions.

Of the total Public Service of approximately 1,300 persons, only eighty are imported officers. Many full- and part-Samoans hold senior positions, and the heads of seven Departments or sub-departments are locally born officers.

Recruiting for minor or non-specialised positions is by selection from such local applicants as are available and, although no special entrance examination is held, other things being equal preference is given to those with the best scholastic records. The educational standard of recruits is improving steadily. Candidates for training as teachers and medical assistants sit a qualifying examination before commencing their training courses. In addition there are usually several members of the Service in New Zealand on courses or being trained in metropolitan Government Departments.

All permanent members of the Western Samoan Public Service over the age of seventeen are required to be contributors to the New Zealand Government Superannuation Fund.

Training within the service is the special responsibility of the Staff Training Officer appointed to the office of the Public Service Commissioner in late 1956. During 1957 this officer reviewed the training needs of the Service, held two courses in management, and exercised general supervision over training in the separate Departments of Government.

CHAPTER 5: SUFFRAGE

Suffrage in the Territory is determined by s. 23 of the Samoa Amendment Act 1957 and the Western Samoa Legislative Assembly Regulations 1957 (which lay down full details of the machinery governing franchise,

nomination, elections, etc.). Both Act and regulations are reserved enactments and thus the territorial legislature is not competent to legislate repugnantly to their provisions.

Under the regulations suffrage is universal for persons of European status over the age of twenty-one years who have resided continuously in Western Samoa for at least one year immediately preceding the claim for enrolment, provided that they are not disqualified by—

- (a) Being an undischarged bankrupt; or
- (b) Undergoing sentence of imprisonment for a term of one year or upwards or undergoing sentence after having been convicted of a corrupt practice; or
- (c) Being of unsound mind; or
- (d) Being a national of any State between which and Her Majesty a state of war exists.

Any qualified person may register by applying to the Registrar of Electors, who enters the applicant's name on the electoral roll. In the 1957 elections 1,437 persons were registered and 1,134 persons (742 males and 392 females) voted. Eighteen voting papers were declared informal.

For the General Election of 1957 direct voting and the secret ballot were introduced into Samoan politics. The concepts of secret voting and majority decisions are alien to Samoan custom under which decisions of all kinds are made by discussion which continues until unanimous agreement is reached. Samoan traditional political practice has been allowed for, to a degree, in the provisions of the regulations which permit election by nomination of the absolute majority of electors in the constituency. Representatives of six constituencies were nominated in this way in 1957 while twenty-five were nominated unopposed. Secret ballots were held in ten constituencies.

The electoral roll for the forty-one Samoan constituencies is compiled from the Register of Matai (established under local Ordinance). Although an elector may appear on the Register of Matai several times, holding more than one title (often in different constituencies) he is entitled to vote only once. Provisions for disqualification from the electoral roll are substantially the same as for European electors. The total number of names on the roll of the forty-one Samoan constituencies for the General Election of 1957 was 5,030. In the ten constituencies in which ballots were required valid votes cast ranged from sixty to 161. Only eighteen voting papers out of the 1,141 issued were declared informal. Four petitions for re-elections were made, two of which were accepted and by-elections ordered by the Court.

Both European and Samoan candidates must be nominated by any two electors on the appropriate roll on a nomination paper signed by them and the candidate and delivered to the Returning Officer. Voting is by secret ballot, and each candidate may appoint a scrutineer for each polling booth.

The provisions for Samoan suffrage set out above are in accordance with the recommendations of the Constitutional Convention and, it is believed, express the present wishes and sincere convictions of the majority of Samoans. The Administering Authority, while it continues to point out the desirability of working towards a more liberal suffrage, does not intend to force such a suffrage upon the people of the Territory against their wishes. This policy was endorsed by the Trusteeship

Council. To preserve maximum flexibility in the Samoan franchise and permit liberalisation as it becomes possible, the legal provisions governing the qualifications of Samoan electors are embodied not in a statute but in regulations. The principle of universal suffrage for European electors is, on the other hand, protected by statute (the 1957 Samoa Amendment Act).

CHAPTER 6: POLITICAL ORGANISATION

Organised political parties have never been a feature of the Samoan political scene and most candidates for both Samoan and European seats have usually sought election by bringing before the electors their civic virtues and past experience of business and administrative affairs rather than by stating policies. An interesting development during the 1957 election campaign was the appearance of the Progressive Citizens League, which propounded a general policy of development and put up five candidates out of the eleven standing for the five European seats. Four were successful and both European Ministers are members of this party. The election success of the League suggests that it may have in it the seeds of an established party system.

During sessions, especially before an important debate, an unofficial caucus of Samoan members sometimes meets.

CHAPTER 7: JUDICIARY

The High Court of Western Samoa is constituted under the Samoa Act 1921 and consists of a Chief Judge and a puisne Judge (an appointment first made early in 1957), one full-time and two part-time Commissioners (the Attorney-General and a local solicitor), four Samoan Associate Judges, and fourteen Samoan District Judges.

The Chief Judge and the Judge, together with the Commissioners of the Court, are appointed by the Minister of Island Territories and hold office during his pleasure. The Associate Judges and District Judges are appointed by the High Commissioner. The Associate Judges hold office during the High Commissioner's pleasure and so long as they remain Samoan Judges of the Land and Titles Court (three years). The District Judges hold office during the High Commissioner's pleasure. These appointments are reviewed annually and any District Judge found unsuitable for any reason is replaced. All judicial officers are completely independent of the Government. The Judges and the full-time Commissioner are employed wholly in judicial work and have security of tenure. Associate Judges, whose appointments are for three years only, may be reappointed on the completion of their terms.

Any Samoan of good standing is eligible for appointment as a Samoan Associate Judge or Samoan District Judge. All members of the community, either European or Samoan, irrespective of sex, are eligible for appointment as assessors in criminal trials in the High Court. In practice a list of assessors is gazetted and the assessors for each trial are chosen by the Judge, upon the recommendation of the Registrar, from the gazetted list.

Both English and Samoan are used in the proceedings of the High Court and in records of the Court. The official language, however, is English. Official Court translators and interpreters must have a good knowledge of both languages.

The High Court has full jurisdiction, both civil and criminal, for the administration of justice in Western Samoa. The Chief Judge and Judge have authority to exercise all the powers of the Court, but the Commissioners, Associate Judges, and District Judges have only such jurisdiction as has been prescribed for them. In practice, the Commissioners hear a large proportion of cases which come before the Court in Apia and Tuasivi. Provision is made in the High Court Amendment Rules 1951 for enlarged jurisdiction for specified Commissioners when there is no Judge of the High Court available to act. The Samoan Associate Judges sit in the High Court at Apia and at Tuasivi and hear and determine cases, both civil and criminal, which come within their prescribed jurisdiction. If they are of less than two years' standing they have no power of imprisonment and their jurisdiction extends only to Samoans (Samoa Amendment Act 1953). One Samoan Associate Judge has limited jurisdiction over persons of European status. In addition, at Apia, they sit in an advisory capacity to the Judges and to Commissioners. The fourteen District Judges preside over District Courts with jurisdiction prescribed in the Samoan Judges Jurisdiction Order 1954. Their jurisdiction is also limited to Samoans.

In the more serious defended criminal cases the High Court is constituted with four assessors and the Chief Judge or Judge. In Samoan cases it is usual to appoint two Samoan assessors, one part-European assessor, and one full-European assessor and the same principle is applied when a part-European or full-European is on trial.

There is a right of rehearing from a decision of a Commissioner of the High Court to the Chief Judge or Judge and a further right of appeal from a judgment of the Chief Judge or Judge to the Supreme Court of New Zealand. Appeals to the Supreme Court of New Zealand are rare. There were, however, two such appeals in the year under review. In both cases the convictions in the High Court were upheld but the sentences were reduced. Of more practical importance is the right of rehearing in the High Court of cases tried by District Judges, Associate Judges, or Commissioners. A case tried by a District Judge or by an Associate Judge can be reheard by a Commissioner and again by the Chief Judge.

The method of trial and the Court procedure in the High Court is that followed in most British Courts of Justice, in respect of both criminal and civil proceedings. In the High Court evidence by question and answer is elicited on the examination and cross-examination of witnesses on oath. Both parties have the right of address.

The fees payable in the High Court are fixed from time to time by Ordinance and do not exceed £8 on any count. In general, they are much less and range mainly from 3s. to £1.

In murder cases the accused must be represented by counsel, and, where he has insufficient means to obtain counsel himself, legal aid is provided by the Government. In civil cases a litigant is permitted to be represented by counsel, or by a person who acts as *amicus curiae*, or to appear on his own behalf.

The penalties which may be imposed by the High Court are set out in detail in the Samoa Act 1921 and in Ordinances, there being no discrimination between the various sections of the population. Under the Samoa Act 1921 the death penalty is provided in cases of conviction for murder. During the year under review the sentence of death of a

convicted murderer was commuted by the Governor-General of New Zealand to imprisonment for life. There is no provision for the deportation of Samoans. At times, though very rarely, the Land and Titles Court makes an order removing a man from Samoan customary land when it is not his own land and when he is causing trouble in the community. This is done upon a petition by the family, or the chiefs and orators of the village concerned.

There is no system of conditional release on probation. Young offenders are, however, frequently placed under the care of Child Welfare Officers appointed by the High Commissioner. Three female officers were appointed in 1956. The effect of probation for adults is, to some extent, achieved by convicting and ordering the offender to come up for sentence if called upon within a specified period, but providing that he is not to be called upon if he observes certain conditions.

For details of the Apia and Tuasivi Courts' business during the year refer to Appendix III.

The only legally constituted judicial body other than the High Court of Western Samoa is the Land and Titles Court, which has jurisdiction in respect of disputes over Samoan land and succession to Samoan titles. A similar body was established during the German administration. The present constitution of the Court and its powers are established by the Land and Titles Protection Ordinance 1934 and an amending Ordinance passed in 1937. The Chief Judge of the High Court is President of the Court and he is assisted by assessors and Samoan Associate Judges. It is provided that the Court shall not execute any jurisdiction conferred upon it unless there be present the President, at least one assessor, and at least two Samoan Judges, plus one other assessor or Samoan Judge. The President of the Court appoints assessors at each sitting from a panel approved by the High Commissioner. These are men of standing in the community who possess a good knowledge of the Samoan language and Samoan custom. The Samoan Judges of the Land and Titles Court also act as Associate Judges in the High Court.

In the Land and Titles Court evidence is given in the official language of the Court, which is Samoan, and interpreted into English. After each party has concluded its evidence the witnesses are examined by the members of the Court. All parties have the right of reply at the conclusion of the evidence. Lawyers are not permitted to appear in the Land and Titles Court, but each party appoints its own leader, usually a chief or an orator.

The fees in the Land and Titles Court are also fixed by Ordinance and are—

Filing fees on petition, £5.

Hearing fees, £2 10s.

CHAPTER 8: LEGAL SYSTEM

The Samoa Act 1921 laid down the basis of the private as well as the public law of the Territory. It provided that the law of England as existing on 14 January 1840, the year in which British jurisdiction was established in New Zealand, should be in force in Western Samoa, subject to various modifications. These included the provision that no action shall be brought for an offence at common law, and that the Acts of the British Parliament should apply only so far as they were in

force in New Zealand at the coming into operation of the Samoa Act. New Zealand statute law was declared not to apply to Western Samoa, except where it was especially made applicable to the Territory. The Samoa Act declared a number of New Zealand Acts so to apply. A complete criminal code was laid down in the Act, which also provided the law of marriage, and control of intoxicating liquor. The Act also made many provisions regarding the ownership and control of land.

Subsequent additions and amendments have been made to the law of the Territory by Acts of the New Zealand Parliament, by New Zealand Orders in Council, and by Ordinances of the former Legislative Council and the present Legislative Assembly. The New Zealand Acts which apply to the Territory in whole or in part are applied to Samoa by the Samoa Act 1921 or by subsequent Acts or Orders in Council. The present policy of the Government is to attain a more nearly autonomous legal system, and it is anticipated that New Zealand legislation applying to the Territory will gradually be replaced by local Ordinances as circumstances permit. The Samoa Act 1921 provides that equal treatment in the administration of justice be accorded to all residents of the Territory, irrespective of nationality.

In the High Court, Samoan custom is taken into account in certain cases. If, for example, proper ceremonial apologies have been made to an aggrieved person in a case of theft or assault, and amends made in accordance with Samoan custom, this is taken into account in assessing the penalty imposed by the Court. Decisions in the Land and Titles Court are largely based on Samoan custom.

Samoan law and customs have not been codified, but the Land and Titles Court acts consistently with its own decisions, and its principles in respect of the more important phases of its work, are reasonably well understood by the Samoan litigants.

Part VI: Economic Advancement

SECTION 1: FINANCE OF THE TERRITORY

CHAPTER 1: PUBLIC FINANCE

The administration, collection, and expenditure of the public moneys of the Territory are governed by the Public Revenues Ordinance 1948, and, subject to specific provisions which relate to the reserved items of defence and external affairs, the Legislative Assembly is empowered to authorise such payments for public purposes out of the public moneys of Western Samoa as it thinks fit.

The Government's financial year ends on 31 December, and the Estimates for the year are presented during the March session of the Legislative Assembly. The draft estimates prepared by Departments are carefully considered by the Finance Committee of the Executive Council who, in the light of available revenue, recommend a draft budget to the full Council. After final approval in the Executive Council, each Minister, assisted by the Financial Secretary, presents his Departmental Estimates to the Assembly. The Budget Statement also contains details of the receipts and payments in the previous financial year. If necessary, Supplementary Estimates are submitted at the August session of the Assembly. The enactment by the Assembly of the annual Appropriation Ordinance is the authority for payments proposed in the Budget. Provision is made for emergency expenditure prior to legislative authorisation, but it must be approved by the High Commissioner, on the advice of the Executive Council, and later ratified by the Legislative Assembly.

Since the introduction of the Member system, and particularly with the development of Ministerial Government in 1957, control of government expenditure has been placed more firmly in the hands of the Executive Council.

So far, Samoa has no requirement for separate budgetary systems for local government bodies, but thought is being given to the various methods and types of financial organisation which may be adapted to Samoan conditions when district government bodies are established.

The Territory is not a partner to any administrative, fiscal, or Customs union.

An analysis (£000's) of revenue and expenditure is as follows (reference should be made to Appendix IV for comparison with previous years):

<i>Receipts</i>				<i>Payments</i>			
		£	£			£	
Taxation—				Civil administration ..	..	333	
Direct..	..	146		Internal security ..	..	96	
Indirect	..	569		Economic development ..	..	190	
		—	715	Social services ..	..	225	
From public property	..		13	Educational services ..	..	251	
From public undertakings	..		91	Stores purchases ..	..	179	
Other ..	..		244				
Total receipts	..		1,063				
Deficit	..		211				
			<u>£1,274</u>				<u>£1,274</u>

The deficit was met by withdrawals from the accumulated funds of the Government.

It is not possible to state the proportion of revenue derived from indigenous inhabitants, as no distinction is made. On the other hand, it is safe to say that either directly or indirectly all expenditure is for the benefit of the indigenous inhabitants, the Legislative Assembly exerting a powerful control in this respect.

The Territory has no public debt. Of the accumulated cash surplus, £92,000 (£262,000 in 1956) is invested in New Zealand and £130,000 (181,000 in 1956) is held in Western Samoa, Wellington, and London. Over the last ten years the total accumulated cash surplus rose from £314,000 in 1946 to a peak of £781,000 in 1951, but has declined to £222,000 in 1957. In addition to this general reserve the following specific reserves are held: insurance £55,000, currency £170,000.

The team of experts that prepared a Financial Survey of Western Samoa during 1957 made no detailed recommendations concerning possible methods of increasing revenue but made some useful suggestions about public finance. With regard to the budgetary difficulties that the Territory encountered during the year under review, the team was of the opinion that Western Samoa should try to live within its income and that the only satisfactory and lasting way to increase Government revenue was to increase the national income through increased production.

While recognising the validity of the argument that only increased national income can ensure revenue sufficient to maintain and increase public services and to finance development, the Territorial Government, in view of the decline of its revenue in 1957, was compelled to make several immediate economies and to plan others. The difficulty of the position was increased by the fact that a large grant which had been expected from the profits of the Western Samoa Trust Estates Corporation was not available.

CHAPTER 2: TAXATION

The Department of Inland Revenue (which was created in 1956) assessed for the first time, during the calendar year 1957, income tax on income derived during a full twelve-months period. For the year ending 31 December 1956 tax collected amounted to £126,310.

The standard of returns from small trading stores improved considerably during the year under review and the establishment in the Territory of two New Zealand qualified public accountants has assisted in the difficult transition to a modern taxation system.

The rates of income tax remained unaltered. Commencing rate is 1s. in the pound, increasing by 0·01d. for every £1 of taxable income to a maximum of 8s. in the pound, reached at £8,400. The rate is the same for companies and individuals but the latter obtain personal exemption of £200, with further exemptions of £200 for wife, £75 for each dependent child under eighteen years of age, and life insurance and superannuation fund contributions up to a maximum of £150. Details of typical instances of tax payable, together with an analysis of assessed taxation, are given in Appendix V.

LICENCES

The Inland Revenue Department is also charged with the duty of issuing and renewing business licences. All persons or companies in business are, under the Revenue Ordinance 1929, required to obtain a licence, and taxpayers conducting multiple business must license each department separately, viz.: trading company pays licence fees for each outlying trading station or store, plus separate fees as butcher, baker, insurance agent, petrol reseller, etc.

Fees are fixed at £2 per licence, and revenue from this source, obtained from some 800 licences spread amongst 300 licence holders, amounted to £1,999. This figure includes arrears from previous years and penalties for late payment. An Ordinance which clarifies and brings up to date the provisions of the Revenue Ordinance 1929 as they relate to licensing is at present before the Legislative Assembly.

No taxes or fees are imposed other than by the Territorial Government. Voluntary assistance is rendered by the people on such specific developmental projects as roading extensions and in the construction and maintenance of district and village schools and medical stations.

PENALTIES FOR TAX EVASIONS, ETC.

Under the Income Tax Ordinance 1955 persons refusing or failing to furnish returns, wilfully or negligently making false or misleading returns, refusing or failing to give evidence when required, obstructing any official in the discharge of his duties, or aiding, inciting, or abetting any other person to commit an offence are liable to a fine not exceeding £100. In the event of any person wilfully evading or attempting to evade taxation a penal tax of up to three times the amount of the tax evaded may be imposed. In the event of late payment of taxation a penalty of 5 per cent is imposed. Other offences under the Ordinance are punishable by a fine not exceeding £50.

SECTION 2: MONEY AND BANKING

The currency in circulation in the Territory consists of Samoan Treasury currency notes and New Zealand coinage. The note issue is made under the provisions of the Samoa Act 1921, which requires the issue to be fully backed by Samoan Treasury investments with the New Zealand Treasury.

The banking and credit systems employed in the Territory are those normally used in commercial circles. The Bank of New Zealand, with its branch at Apia, operates the only trading bank in the Territory.

Western Samoa is a member of the sterling pool, to which her hard currency contributions are made, these being derived mainly from the proceeds of cocoa exports. Under the Exchange Control Regulations 1948 foreign currency and securities may be called in for exchange into sterling. Hard currency payments are permitted only under a quota system based on essentiality, following a directive issued in March 1952 when the critical position of sterling became apparent.

The fiscal and banking investigation carried out by a New Zealand team during 1957 paid special attention to the proposal that banking facilities in Western Samoa should be more closely identified with the Territory by the establishment of a commercial bank in which the Samoan Government would have an interest and in the making of whose

policy the Samoan Government would have a voice. This is at present the subject of negotiation between the Government of Western Samoa, the Administering Authority, and the Bank of New Zealand. Associated with this proposal is the establishment of an independent or separate Samoan currency, which has already been approved in principle by the Administering Authority. The best method of doing this is now being studied. At present the value of Samoan currency is, by legislation, set at par with that of New Zealand, but the New Zealand Minister of Finance may vary the value of the Samoan pound in relation to the New Zealand pound. No such variation has been made.

The Bank of New Zealand (the only trading bank in the Territory), in accordance with standard New Zealand practice, pays no interest on balances in current accounts, but short- or long-term investments may be made at varying interest-earning rates. The Bank is willing to advance money against securities or in the form of an overdraft.

The Post Office operates a savings bank in which all investments are at call. Interest payable is 3 per cent on amounts up to £1,000 and 2½ per cent on amounts from £1,001 up to £7,500. The number of accounts and amounts held to credit continue to increase steadily.

Most of the credit required by Samoans is needed to permit them to buy goods and materials from the trading firms. These firms allow credit on a small scale to reliable individual customers, but frequently make substantial advances for community projects such as church and school buildings.

SECTION 3: ECONOMY OF THE TERRITORY

CHAPTER 1: GENERAL

The economy of Western Samoa is almost completely based on agriculture, the main export crops being copra, cocoa, and bananas. These are produced mainly by Samoans, who grow over 95 per cent of the bananas exported, 80 per cent of the total output of copra, and 60 per cent of the cocoa. Plantation agriculture, private or controlled by the Western Samoa Trust Estates Corporation, accounts for the remainder. Part-Samoans and a few full-Europeans predominate in the sector of the community which employs plantation methods of agriculture, although the Samoans are gradually tending towards this method of production and an increasing number are seeking the capital necessary to embark on this type of farming. For the most part, however, the Samoans in the villages retain their traditional subsistence agriculture, their working day being taken up in cultivating taro, bananas, and other food crops. Pigs and poultry are raised for local consumption and the coconut satisfies in a multitude of ways the domestic needs of the people.

During 1957 world market prices for cocoa and copra fell to low levels—copra from £58 10s. per ton in 1956 to £54 per ton in 1957 and cocoa to the low price of £185 per ton at one period. By value these two crops represent about 77 per cent of the Territory's export and the low prices are reflected in the decline in export and import duties for the year. These duties form the greater portion of Government revenue. A further decline in prices, at least for copra (on the expiry of the M.O.F. contract) is anticipated in 1958. Production of copra also declined significantly during the year. Also contributing to the fall in

Government revenue in 1957 was the inability of the W.S.T.E.C. to make any grant to the Government of Western Samoa. In the period 1947 to 1956 the Administering Authority had devoted the trading profit derived from the then N.Z.R.E. as grants to specific projects of social and economic benefit to the Territory. Grants to a total of £636,500 have been made.

When it became apparent during the year that Government revenue was falling below the level estimated the territorial Government had no alternative but to stop work on some development projects and to cut maintenance expenditure wherever possible. At the same time further measures were taken to encourage increased production.

In May 1957 a survey team of representatives from the New Zealand Treasury, the Reserve Bank of New Zealand, and the Bank of New Zealand visited Western Samoa to examine the fiscal and banking problems of the Territory. This team agreed that the Territory's basic economic problem is to increase production, thereby providing the sources of revenue that are essential if the present social services are to be maintained and increased. The Administering Authority has long pointed out that this is the main economic difficulty facing the Territory and the territorial authorities have concurred.

A Select Committee of the Legislative Assembly was appointed to consider the Report of the Survey Team and the Territorial Government is already endeavouring to implement some of the recommended policies.

This survey virtually completes the "stocktaking" stage of the programme for economic development which was outlined in the White Paper of March 1953. Some of the recent investigations have provided information on the geological, soil, and water resources of the Territory, and on forestry, while an aerial survey had enabled an extensive study of land use to be carried out. Although some immediate benefit has been derived from these surveys, the real value of the basic information obtained will not be felt until a development plan for the Territory has been prepared and implemented. The appointment of a Minister of Economic Development is designed to facilitate the preparation of such a plan, which it is hoped will be presented for the Territorial Government's consideration in 1958.

The British Ministry of Food contract, which had ensured a guaranteed price for Samoan copra over a period of ten years, expired at the end of 1957 and from the beginning of 1958 Western Samoa once more has to enter the open market for copra. A contract (initially for one year) has been entered into with Unilevers.

About 300 trading firms and other businesses are established in the Territory. Only two of the trading firms are of overseas origin, all the others being financed by local capital and managed by local personnel. Most of the larger local firms are controlled by part-Samoans and have their headquarters in Apia. Together with the Government they provide employment for those living in and around Apia, and as a result the urban population tends more and more towards complete dependence on a money economy.

Owing to the impossibility of obtaining any reliable indication as to income from Samoans living on a subsistence income, it has not yet proved possible to compile accurate statistics of national income, although an assessment was made in 1952 by Mr A. J. L. Catt, working under the auspices of the South Pacific Commission.

The two non-governmental economic organisations of long standing in the Territory – the Chamber of Commerce and the Planters Association – represent the two sections of the community implied by their names. Both have a fluctuating membership of between twenty and thirty members. In both associations there is no distinction made between persons of different racial origin. An interesting development during 1957 was the formation of a Planters Union, an organisation of Samoan planters. Its membership is reported to be over 1,000.

CHAPTER 2: POLICY AND PLANNING

The Administering Authority assists the economic development of the Territory in many ways, both direct and indirect. Among the latter must, of course, be included New Zealand's contribution to the South Pacific Commission and also to the organised Agencies of the United Nations, whose representatives visit the Territory from time to time. The Administering Authority has granted sums of money for many purposes, but probably more important, it constantly makes skilled administrative and technical officers available for both short visits and longer-term periods of secondment. The Territorial Government has a number of Departments whose major responsibilities are connected with economic development. Prominent among these are the Public Works, Agriculture, and Lands and Survey Departments. The main organisations which assist government in this field, and on which the Government is represented by officers from the relevant Departments, and in some cases by the Ministers holding the portfolios most closely concerned, are the Copra Board, the Western Samoa Trust Estates Corporation, the Apia Advisory Committee, the Harbour Development Board, and the Land Use Committee. On these bodies indigenous inhabitants are fully represented.

An important development during 1957 was the appointment in November of a Minister of Economic Development who, with the assistance of other Ministers and departmental officers, will be responsible for formulating a development plan for Western Samoa. Although since World War II there has been considerable development of the basic services of the Territory, the budgetary situation of the last year has emphasised the desirability of a long-term plan for economic development. The various surveys of recent years have provided the first stage in the formulating of the plan which, it is anticipated, will be considered by the Government of Western Samoa, with any appropriate assistance from the Administering Authority, in 1958.

The policy pursued by both the Administering Authority and the Territorial Government is aimed at reducing discrimination between the indigenous inhabitants and persons of European status. In the past it was necessary to protect Samoans from exploitation, but with the wider diffusion of wealth, education, and opportunity, and in particular political power and with it the development of common loyalties, the position has been considerably modified and the differences between sections of the population reduced. In fact, where differentiation still exists, particularly over land, it often tends to operate to the disadvantage of the person of European status.

The economic resources of the Territory, except land, are regarded as being available for the benefit of all inhabitants without distinction, although Samoan customary land, which includes by far the greater

part of the area of the Territory, is protected from alienation to non-Samoans. Land purchased from the former New Zealand Reparation Estates is made available to those villages which may suffer from a land shortage. It is in the distribution of such land that the Land Use Committee offers its advice to the Government, and in such disposals the claims of all sections of the community are considered. The differences in tenure at present existing between European and Samoan land, particularly with respect to freehold rights, are now being studied. In other ways the policy of the Government does not differentiate between the two sections of the community save that it seeks to ensure that no Samoan suffers economically because of possible ignorance of European business methods.

The Administering Authority does not distinguish between New Zealand nationals and corporations and those of other countries. The sources of imports and markets for exports are dictated by economic and not political factors. The Legislative Assembly and Executive Council have of recent years advised against permitting the entry into the Territory of outside business interests which might compete with firms established by local people with local capital. Thus at present no person from New Zealand or any other country could set up business or trade without permission from the Territorial Government. Each case is considered on its merits by the Executive Council, where, as stated elsewhere, indigenous inhabitants predominate. Exchange regulations (particularly those connected with hard and soft currency areas) and the British Preferential Tariff do of course impose a measure of discrimination against trade with individuals and corporations belonging to various foreign nations but they are the only forms of differentiation applied, and are by no means peculiar to Western Samoa.

The major natural resources of the Territory are, undoubtedly, the land, the soil, and the natural vegetation. In the past little has been done actively to promote conservation of these resources, but, on the other hand, instances of unwise exploitation of natural resources have been rare. The Land Use Committee in 1956 laid down a general policy concerning conservation of forest and water catchment reserves. A fuller appraisal of the situation and further development projects in the utilisation of surplus land are being considered as part of the Economic Development Plan. The Samoan leaders are beginning to appreciate the benefits to be derived from planned development and to realise that crop investigation should be carried out and experiments and demonstration plots established before new areas are settled.

Credit facilities for development are available through the Bank of New Zealand, and, on a small scale, from the trading firms. The number of loans made by the bank during 1957 was so small that to furnish details would be a breach of confidence. The Territorial Government, which has at present no facilities for granting financial assistance, has under consideration schemes for the development of rural and long-term credit facilities. It is thought that the establishment of a local commercial bank would assist greatly in the provision of such facilities.

CAPITAL GOODS

No major purchases of capital goods were made during the year and no requests were made for financial or technical assistance from international agencies.

ECONOMIC DEVELOPMENT

The most important achievement during the year was the completion in May of the Alaoa hydro scheme. This scheme, with a maximum service loading of 820 kW., supplied 39 per cent of the total energy generated by the Apia system.

Although the unfortunate budgetary situation forced a curtailment midway through the year of several developmental projects considerable progress was made with the roading programme, especially in the less developed island of Savai'i. During 1957 investigations into the possibility of constructing a deep-water port for the Territory were continued and a full scale engineering survey of Apia Harbour by an overseas firm will be carried out in 1958.

There was no occasion during the year when rehabilitation measures had to be taken as a result of natural or other disasters.

CHAPTER 3: INVESTMENTS

The outside investments in the Territory are as follows:

- (1) The capital investment of the few overseas firms that conduct businesses in the Territory.
- (2) The capital invested by individual overseas shareholders in companies registered in Western Samoa. No details of this are available, but it is estimated that well over 50 per cent of the capital in local companies is held locally.

There are only seven overseas firms operating in the Territory and many of these are unable to give exact figures of their capital investment in the Territory as no separate balance sheet for the Samoan branch is prepared, while most firms have asked that any figures rendered be kept confidential. Capital investment is usually in building premises, trading stations (in some cases in the land on which they stand), stock and equipment needed in carrying on the business, and staff houses. Assessing all the assets of the firms at their current value, the maximum estimate obtainable would be about £2 million. The actual capital investment would be much less, of course. Profits made are in general not large, and in some cases are claimed to have been negligible in recent years. Other overseas firms such as insurance companies, motorcar, and other manufacturers have agents in the Territory, but have invested no capital and have no tangible assets.

The Government's policy is to permit outside investment in the Territory only to the extent that it may prove beneficial to the community, but to do everything possible to encourage the investment of local capital, much of which at present lies idle. Samoan leaders are not eager to see more outside business firms established unless they bring some substantial benefit to Samoa.

CHAPTER 4: ECONOMIC EQUALITY AND PRIVATE INDEBTEDNESS

As already stated, no discrimination is made against any person or corporation on economic grounds, irrespective of nationality. There is very little private debt in Samoa. Usury is not practised in the Territory.

SECTION 4: ECONOMIC RESOURCES, ACTIVITIES, AND SERVICES

CHAPTER 1: GENERAL

During the period of New Zealand's administration of Western Samoa many legislative provisions and regulations have been made relating to the conservation and protection of those resources upon which the export trade of the Territory and the material well-being of the inhabitants depend.

The Beetle Ordinance of 1921 was directed particularly against the rhinoceros beetle which was doing great damage to the coconut trees. This Ordinance was amended and brought up to date in 1954. The Copra Ordinance 1948 prescribed a new high standard of quality for copra exported from the Territory, and authorised inspectors to carry out any necessary inspections. The Cacao Disease Ordinance 1925 and the Cocoa Beans Ordinance 1945 were designed to ensure the maintenance of the quality of cocoa trees and cocoa beans. In 1955 the Copra Ordinance and the Cocoa Beans Ordinance were both amended to make provision for the supervised destruction of grossly inferior produce. In addition, a clause in the Cocoa Beans Ordinance made it possible for cooperative or other groups to process cocoa at central fermentaries. Further provisions to conserve and protect economic resources are contained in the Noxious Weeds Ordinance 1926, the General Laws Ordinance 1931, the Port Control Ordinance 1932, and in the Plants and Soil Importation (Disease Control) Ordinance 1950. These Ordinances and regulations issued under them enable inspectors of the Department of Agriculture and other authorised officials to inspect the export crops and the plantations of the producers to ensure that a certain level of good agricultural practice and a certain standard of quality in the export crops is being maintained. Offenders may be punished for neglect.

The 1956 Geological Survey confirmed previous reports that the Territory has no exploitable mineral resources. The only legislation that refers to mineral resources provides that mineral rights in Samoan land may not be alienated save to the Crown. No provisions to preserve forests have been made excepting in cases such as the catchment areas of hydro-electric plants and water supply areas. The Government, in late 1957, announced its intention of introducing in 1958 an Ordinance to reserve for water conservation purposes an area of 6,400 acres.

Indigenous laws and customs are not necessarily in conflict with provisions made to conserve resources, and many village councils are most cooperative in enforcing the various regulations relating to agricultural produce. Other legislative provisions are not contrary to custom, but completely outside it, and are accepted as a necessary part of the process whereby Western Samoa fits into the world economy through her import and export trade.

As mentioned previously, both the Department of Agriculture and Western Samoa Trust Estates Corporation maintain experimental areas where various types of agricultural products are dried, tested, and propagated. Information gained from these experiments should help the Government to conserve the Territory's resources.

PRODUCTION

1. *Copra*—It has been estimated that about 80 per cent of the copra exported is produced by Samoans, most of whom cut and sun-dry their product, selling to licensed traders in the district. Kiln-dried copra is produced mainly by non-Samoans. The minimum prices paid to growers for second-grade copra during 1957 varied between £26 11s. and £27 14s. 6d. per ton, depending upon the distance from Apia, the point of shipment. A premium of £5 12s. per ton is paid for first-grade copra. Under the ten years contract with the United Kingdom Ministry of Food (which expired on 31 December 1957) the price paid for Samoan copra could not deviate by more than ten per cent from the price paid in the previous year. In 1957 the price paid by the Ministry of Food for first-grade copra was £54 per ton, although the price actually paid to merchants by the Copra Board was £55 as an additional incentive for the production of first-grade copra.

The system of differential prices for quality introduced from 1 February 1957 was reflected in the marked increase in the quantity of first-grade copra exported. However, total production of copra, unlike other export crops, dropped from the 1956 figure of 17,154 tons to 11,064 tons during 1957.

As at 31 December 1956, 5,332 tons remained in store awaiting shipment, whilst as at 31 December 1957, 2,071 tons had not been exported. Copra exports for 1957 were valued at £806,471, representing about 43 per cent of the total value of the Territory's exports. The quantity exported was 14,325 tons, 744 tons more than the previous year.

All marketing is controlled by the Copra Board (see following section).

2. *Cocoa*—It has been estimated that more than half the total cocoa crop is produced by Samoans, most of whom pick the ripe pods and ferment the beans for a short period before washing and drying them in the sun. The dried beans are sold to licensed traders who, during 1957, paid prices varying from 190s. to 315s. per 100 lb. This was a very considerable increase on the 1956 average of approximately 135s. Kiln-dried beans, prepared mainly by larger European growers, are almost always sold by consignment through the trading firms, which charge 2½ per cent brokerage. Licensed merchants export the beans to markets in a variety of countries, principally the United Kingdom, the United States of America, and Australia. During 1957, 3,069 tons of cocoa (export value £648,562) were exported—about 34 per cent of the total value of the Territory's exports. This was about 270 tons fewer than were exported in 1956, but over 1,000 tons remained in store at year's end awaiting shipment.

3. *Bananas*—About 95 per cent of the bananas exported are produced by Samoan growers. A Government Banana Scheme arranges for the supply of cases, the collection of fruit at plantation depots, its transport to Apia, inspection, and shipment to New Zealand. Marketing within New Zealand is controlled by a commercial organisation which, in consultation with representatives of the Territorial Government, purchases the bananas f.o.b. Apia. The price paid to the growers is this price less the cost of cases and various handling and administrative costs. These costs are reviewed periodically and new agreements reached.

Growers are now paid 10s. per case. In the year under review 329,185 cases of bananas were exported at an export value of £370,316—about 19 per cent of the total value of the Territory's exports.

4. *Rubber*—Rubber production recommenced on a small scale in 1955 and in the last two years has shown considerable advance. In 1956 37 tons valued at £9,346 were exported, and in 1957 44 tons valued at £10,519. This advance is expected to be maintained as hundreds of acres of young trees which have been carefully husbanded since tapping ceased some years ago are brought into production.

5. *Cattle*—Of about 13,000 head of cattle in the Territory, 10,500 are owned by the Western Samoa Trust Estates Corporation. Originally introduced as a means of keeping plantations free from undergrowth and weeds, a greater interest has been taken in cattle as a source of beef supply during recent years. Consequently a policy of herd improvement and experimentation with breeds more suited to tropical and local conditions is actively being carried out by the Corporation. In 1957 some 2,615 cattle were slaughtered for local consumption, the gross annual revenue derived from this source being slightly in excess of £15,690. Slaughtering of Samoan-owned cattle is negligible.

6. *Timber*—Timber produced by the Western Samoa Trust Estates Corporation and one local miller totals approximately 300,000 superficial feet per annum. Prices range from £5 to £8 per 100 super. feet. No royalties are paid on locally consumed timber but all exports pay a duty of 5 per cent. Only a small quantity is exported. During 1957 Samoan hard-wood to the value of £313 was exported to American Samoa and the U.S.A.

Other export crops of less importance are coffee of a high quality, of which 23,524 lb. (export value £3,706) was exported during 1957, mainly to Australia, and salted hides, of which 74,224 to the value of £7,888 were exported to New Zealand in 1957. Over the past two years there has been a marked interest in the cultivation and processing of coffee and it is being grown by an increasing number of planters. Only a small proportion is exported.

Other items of produce exported which showed marked increases during the year were taro (3,609 cases) and miscellaneous fruits (4,007 cases).

COPRA BOARD

The Copra Board, set up by Ordinance in 1948, is composed of representatives of the Territorial Government, Samoan copra producers, European copra producers, copra traders, and copra exporters. An ordinance is to be introduced in the February 1958 session of the Legislative Assembly reconstituting the Board in line with recent constitutional developments. The Board centralises the management of the export of copra, negotiates overseas contracts, and controls a stabilisation fund for producers.

In 1957 the Board marketed 14,325 tons of copra valued at £806,471—about 43 per cent of the value of the Territory's exports. All but 3,388 tons (exported to New Zealand) were exported to the United Kingdom under the ten year Ministry of Food contract which expired on 31 December 1957. Although in line with the general fall on world markets, the price paid under this contract dropped from £58 10s. (f.o.b. Apia) in 1956 to £54—in 1957 this was still considerably higher than the average price paid on the open London market.

In preparation for the expiry of the Ministry of Food contract at the end of 1957 the Copra Board negotiated extensively with Boards in other South Pacific territories and with prospective buyers. To this end the Hon. Tualaualei, M.E.C., and the Chairman of the Copra Board (Mr T. R. Smith, Secretary to the Government) visited London in the mid-year. Eventually the Board entered into a one-year contract with Unilevers Ltd. for 11,000 tons (with a margin of 10 per cent more or less) during 1958. The balance of production is reserved for sale to New Zealand.

The Board makes a levy on copra exported for payment into a special reserve fund designed to protect the grower against price fluctuations in the industry. At the end of 1957 this fund amounted to £400,000 invested in New Zealand Government securities. No funds from the reserve have been used to date.

The rights of the Copra Board and the Banana Scheme constitute the only monopolies that are permitted to operate in the Territory.

WESTERN SAMOA TRUST ESTATES CORPORATION

As has already been mentioned, the former New Zealand Reparation Estates, which were taken over from the German owners in 1914, were transferred by the Administering Authority to the Western Samoa Trust Estates Corporation as from 1 April 1957. This was in fulfilment of the pledge given by the New Zealand Government in their White Paper of March 1953 that the estates would eventually be handed over to the Samoan people as a going concern.

The board of the new corporation consists of seven directors – four appointed by the High Commissioner, two *ex officio*, and one appointed by the Minister of Island Territories as his representative on the Board. The composition of the first board of directors is as follows:

Hon. Tupua Tamasese, C.B.E. (Chairman);
Hon. Malietoa Tanumafili, C.B.E.;
Hon. Fiaame M. II (Minister of Agriculture, Samoan Government);
Mr E. Annandale (Managing Director, O. F. Nelson and Co. Ltd.);
Mr K. Meyer (Appointed by the New Zealand Minister of Island Territories);
Mr P. W. H. Kelly (General Manager, *ex officio*);
Mr B. E. V. Parham, O.B.E. (Director of Agriculture, *ex officio*).

The General Manager of the board is the chief executive officer of the new corporation as well as an *ex officio* director. Subject to the general direction of the board, the General Manager is charged with the control and management of the operations of the corporation.

The relationship between the board and the Government of Western Samoa is determined by the Samoa Amendment Act (No. 2) 1956 and the Western Samoa Trust Estates Corporation Regulations 1957. In the exercise of its functions the board is required to have regard to the views of the Government of Western Samoa as communicated to it in writing from time to time by the High Commissioner. The Corporation, after setting aside sums for reserves at its discretion is required to transfer the annual profits to an account in the Western Samoa Treasury. This transfer must be approved by the director appointed by the Minister. This account is to be used for the welfare and economic and social benefit of the inhabitants of the Territory in such manner as the Legislative Assembly decides. This continues the policy of the

Administering Authority which returned an estimated total of £636,500 to Western Samoa from accumulated profits of the New Zealand Reparation Estates for the building of such institutions as Samoa College, a Teachers' Training College, the provision of an X-ray plant and a radio broadcasting system, the financing of the Scholarship Scheme and for medical research and investigations on the rhinoceros beetle. A resolution by the board concerning the disposal of land or any interest therein requires the approval of both the High Commissioner and the director appointed by the Minister.

Originally the estates consisted of some 113,560 acres of former German plantation lands which were vested in the New Zealand Government. The rapid increase in the Samoan population has caused population pressure on land, and it was the New Zealand Government's policy to divest itself of areas from the estates so as to permit the Samoan Government to relieve this pressure. Since 1920 a total of 81,161 acres has been utilised in this way, or disposed of for other reasons.

The areas now held by the Corporation comprise:

(1) Under cultivation:						<i>Acres</i>
Cocoa	..	..	..	..	..	2,060
Coffee	..	..	..	..	..	240
Coconuts and cattle grazing					..	7,500
Rubber	..	..	..	..	..	800
Cattle ranch	..	..	..	..	..	4,700

(NOTE—Approximate acreages only.)

(2) Unimproved bush land	..	..	..	11,754
(3) Areas leased to individual tenants	..	..	..	5,098

The Corporation plays an important part in the agriculture of the Territory. Not only is it of great importance economically, with assets totalling over £1,100,000, but it also provides for the Samoans an example of highly efficient plantation practice in the application of the techniques of tropical agriculture and estate management. The Corporation is also the largest individual employer of labour in the Territory, regularly employing some 145 Samoans and providing casual work for a further 1,420. Profits for the year ended 31 March 1957 were £59,161, after making provision for tax deductions.

Production figures for the last two financial years (ending on 31 March) are as follows:

				Production		Value of Quantity Sold	
				1955-56	1956-57	1955-56	1956-57
				Tons	Tons	£	£
Copra	..	..	..	1,859	1,973	110,841	97,855
Cocoa	..	..	..	466	399	106,064	76,469
				lb.	lb.		
Cattle	..	..	..	751,333	764,576	34,859	35,247
Rubber	..	..	..	..	105,336	..	10,664
				Sup. ft.	Sup. ft.		
Timber	..	..	..	239,080	73,372	11,660	2,981
				No.	No.		
Hides	..	..	..	..	1,592	..	1,353

COOPERATIVE SOCIETIES

Expansion of the cooperative movement continued during 1957. The number of registered societies increased from nineteen to thirty-six and there was a corresponding increase in trading turnover. Details are given in Appendix XIV.

Trading societies continue to prove the most popular form of cooperative organisation, the numbers increasing from fifteen to thirty-one. The number of credit societies is now three. The two service or importing societies continue to function.

Arrangements were in hand to register an agricultural production society early in 1958 and there are indications of further applications for registration of this type of society during the year. It is expected that the main crops produced will be bananas, cocoa, and staple food crops.

Towards the end of the year registration was granted to the Public Service Cooperative Society Limited. On 31 December 1957 total membership was 848 and paid-up capital £4,477 16s. 8d. The object was to open a retail store for the benefit of Government employees, a very high proportion of whom have become members. As trading did not commence till the end of November no turnover figures for this society appear in the statistics given in the Appendix.

Despite the expansion indicated by the increase in turnover, the existing societies have not realised their full potential. This is partly due to intensification of trading competition, which has imposed a strain on the loyalty of members. Another important factor was a tendency to deviate from cooperative principles. The staff of the Registry of Cooperatives is currently engaged in an educational programme designed to stimulate the necessary corrective action.

During the year the senior Samoan member of the staff of the Registry attended the Inter-regional Seminar on Cooperation in Denmark.

CONCESSIONS AND PROTECTIVE MEASURES

No concessions have been granted by the Metropolitan or the Territorial Government in respect of any economic resources of the Trust Territory. As the indigenous inhabitants do not comprise an economically weaker section of the population but, on the contrary, own most of the land and produce most of the crops exported, and as many of them now have their own trading stations, it is considered that there is not at present any great need to protect them further than to encourage them to keep up production and to organise cooperatives. Further protective measures would be taken if the economic position of the indigenous inhabitants were in any way threatened. Political power within the Territory is in the hands of the indigenous inhabitants.

It is not the policy of the Administering Authority, nor of the Territorial Government, to encourage the indigenous inhabitants in the view that they must take over the "functions" of the local European community, as far as that community has any special functions. The aim is a merging of the two sections, not a replacement of one by the other, and there are signs that this merging is taking place particularly rapidly in the economic field.

ECONOMIC ORGANISATION

Primary produce for export, most of which is grown by indigenous inhabitants, is exported through trading firms whose trading stations are in every village of the Territory. Produce is brought into Apia in lorries and boats, mainly privately owned by the various trading firms or by the transport companies. Some lorries are owned by indigenous inhabitants, but details of these are not available.

The Western Samoa Trust Estates Corporation is to a large extent a self-sufficient economic entity and handles its own produce. It also manages one of the two sawmills in Western Samoa, the other being owned by a private citizen of European status.

The main overseas shipping lines which visit the Territory are the Union Steam Ship Company (New Zealand), the Pacific Islands Transport Company (Norway), and the Bank Line (Great Britain). All exports are shipped through the port of Apia. Several small motor vessels run regularly between American and Western Samoa.

The following is a list of the major trading firms with their countries of registration:

Burns Philp (South Sea) Co. Ltd.	..	Fiji.
Morris Hedstrom Co. Ltd.	..	Fiji.
C. Bartley and Sons Ltd.	..	Western Samoa.
I. H. Carruthers Ltd.	..	Western Samoa.
E. A. Coxon and Co. Ltd.	..	Western Samoa.
*F. M. Fatialofa Ltd.	..	Western Samoa.
*J. B. Fonoti and Co. Ltd.	..	Western Samoa.
*Lepa Traders Ltd.	..	Western Samoa.
*Leauva'a Trading Co. Ltd.	..	Western Samoa.
S. V. Mackenzie and Co. Ltd.	..	Western Samoa.
O. F. Nelson and Co. Ltd.	..	Western Samoa.
Pacific Traders and Planters Ltd.	..	Western Samoa.
A. G. Smyth and Co. Ltd.	..	Western Samoa.
A. M. McDonald Ltd.	..	Western Samoa.

Of the trading firms registered in Samoa, those marked by an asterisk are predominantly or completely owned by Samoans, the others (save A. G. Smyth and Co. Ltd.) being controlled by part-Samoans of European status, although full-Samoans have interests in some of them.

The main transport firms are Gold Star Transport Co. Ltd. and Central Cabs Ltd. These firms are controlled by part-Samoans of European status. Other "local Europeans" (as they are called) also own most of the private taxis and trucks, but an increasing number of these are now owned by Samoans. Various trading firms and the Gold Star Transport Co. Ltd. own almost all the coastal shipping except for two pilot launches owned by the Territorial Government.

Samoa Theatres Ltd., which with Savai'i Theatres Ltd., owns most of the moving-picture facilities, Samoa Bulletin Ltd., Samoa Printing and Publishing Co. Ltd., Samoa Industries Ltd., Ululoloa Dairy Co. Ltd., and Sale'imoa Plantations Ltd. are controlled by persons of European status, most of them with part-Samoan ancestry, but some with all European ancestry. The Apia Butchery and Freezer is owned by a European.

Electricity (apart from several village systems), mails and telegraph, the telephone system, and broadcasting and similar services, are owned and managed by the Territorial Government, as is the main Upolu water supply. The only airline is operated by Tasman Empire Airways Ltd. (New Zealand).

CHAPTER 2: COMMERCE AND TRADE

Most of the available details concerning the general structure of commercial life in Western Samoa have been given above, but the information may be briefly summarised.

The trade and commerce of the Territory follow the pattern usual in a small community which lives mainly by agriculture. The organisation for the handling of produce for export and the importation and distribution of common commodities is comparatively simple.

Apia, the only port of entry and the only town, is the centre of commercial life, and in it are the principal offices of the various firms, large and small. The Bank of New Zealand's Samoan branch is in Apia, as is the Union Steam Ship Company's office. Many firms act as agents for shipping and airlines, oil interests, insurance companies, motorcar manufacturers, and other overseas commercial organisations. Four or five persons carry on business solely as commission agents.

Throughout the Territory are trading stations, linked by launch and road transport for the collection of produce and the distribution of consumer goods. Four major firms (two local and two overseas enterprises with head offices in Fiji) operate approximately two hundred trading stations in outer districts and secure a large share of the total commercial business. The two local firms, one of which is the largest in the Territory, are controlled by part-Samoans of European status. There are several smaller trading firms and a number of independent traders. These latter often import through commission agents in Apia, or use the facilities provided by the larger firms.

Domestic products are sold in Apia by the various trading firms and small shops, and are also retailed at the Apia market, which is a small privately owned concern. Other local products and curios are sold at one or two places in the streets of Apia.

EXTERNAL TRADE

The general pattern of external trade is governed partly by geographic facts, partly by the transport available, and principally by the economic principles of selling and buying in the best market available, taking into consideration the need for earning at least a certain minimum number of dollars. The need to enter the open market for copra on the expiry of the Ministry of Food contract at the end of 1957 may eventually result in changes in the direction of foreign trade.

The pattern of the import trade for Western Samoa is much the same now as it was under the German administration (1900-14), and even the overall scheme of export trade has not been affected as much as might be expected.

Details of the Customs Tariff are given in the annual report on the Trade, Commerce, and Shipping of the Territory of Western Samoa, copies of which are transmitted to the United Nations Organisation.

PRICE CONTROL

The Price Tribunal of Western Samoa, which was set up in September 1939, consists of three members appointed by the High Commissioner under the provisions of the Control of Prices Emergency Regulations 1939, and amendments. Only some thirty commodities, mainly foodstuffs, were retained under control at the end of 1957. This does not in any way affect the powers of the Copra Board to issue price orders as regards copra. The price of controlled goods, which include household groceries, building materials, oils, and motor spirits, is based, with minor adjustments, on the margin of profits as at 1 September 1939. Higher prices, up to 7½ per cent mark-up, are permitted in outlying districts to cover additional expenses and overhead. Price lists of those goods subject to specific control and in everyday use are circulated to merchants and the goods listed may not be sold to the public at an increased price until an amended price order is published by the Tribunal. The police investigate any complaint of overcharging, and prosecute where necessary.

Prices of domestic products are not subject to control.

IMPORT AND EXPORT LICENCES

No licences or quotas are issued for any imports save those from hard currency areas and from Japan, and for wheat and flour (which are imported under an international agreement) and motor vehicles imported from the United States of America.

Export permits are needed for all exports save personal effects, mainly as a matter of routine administration. No fees are charged on any export permit or licence.

No substantial difference exists between the trade of the Territory with New Zealand, and its trade with other countries, in the soft currency areas. The countries most affected by the regulations relating to hard currency imports are Canada and the United States. The commodities principally concerned are canned fish and timber (both from Canada); cotton piece goods, textiles, machinery, and motor vehicles from the United States of America. Trade figures with those countries are given in Appendix VII.

CHAPTER 3: LAND AND AGRICULTURE

HISTORICAL AND GENERAL

The history of formal land alienation in Western Samoa may be said to date from the Berlin Act of 1889. From 1864 there had been rapid purchasing of land, in many cases with gross abuses of the Samoans' lack of appreciation of land values, but with no overall policy or recognised legal title.

The 1889 Act forbade further alienation, except by lease or sale inside the Apia Municipality on the authority of the Chief Justice, and outside that area by leases for a term not exceeding forty years. In 1893 a Commission with members appointed by the three Great Powers commenced a full investigation into land sales. This Commission studied claims totalling more than double the area of the Samoan islands, and

finally the Supreme Court allowed some 8 per cent of them, these titles being registered as "Court Grants". Under the German régime further alienation of Samoan land, except under official auspices, was forbidden. After 1914 the New Zealand Administration followed much the same lines, and in 1921 the Samoa Act distinguished the three kinds of land title at present recognised. These are "Crown", originally "enemy" property, both public and private; "European", being land owned by non-German settlers; and "Samoan" land, which was also vested in the Crown as trustee. Traditional methods of land alienation were brought under control, all owners of European land were required to register their titles and, in 1925, any Samoan who had acquired individual title was permitted to bequeath this land by will.

Although the New Zealand Government experimented with forms of land tenure, mainly with a view towards gradually introducing a modified form of individual title, Samoan custom proved sufficiently strong to prevent any violent break with tradition. In 1924 the Fono of Faipule passed regulations whereby each Samoan could acquire 10 acres on a lifetime lease of 1s. an acre, and each young man at marriage could obtain an eighth acre house lot. By 1927 one-third of the villages had voluntarily allotted land in this way. In the previous year, however, the New Zealand Government had attempted to introduce a system of direct inheritance, but the refusal of the Fono to cooperate showed that too drastic a step had been taken and the resulting controversy became a contributing cause in the Mau conflict. Any further thought of liberalising the land system was discarded and in 1934 the Samoan Land and Titles Protection Ordinance confirmed the existing system, but brought it under a Land and Titles Court which was given exclusive jurisdiction in all claims and disputes relating to Samoan land.

The present position is that Samoan land may not, in general, be permanently alienated except to the Crown (Samoan Government), although with the sanction of that Government areas may be leased. Permanent alienation has taken place only for public purposes, and compensation in land has been made when the land so taken was in a densely settled area. Less than 3,500 acres have been taken in this way. Leases are strictly controlled and the leasing of only very small areas for village trading stations or church sites, amounting in total to less than 100 acres, has been permitted, although there are still a few leases made in German times or earlier for periods which have not yet expired. The Government of New Zealand owns only the airport at Faleolo and the observatory at Apia.

Until the cadastral maps of the Territory are completed any estimate of the comparative areas of Samoan, Government, and European land is subject to a large margin of error. The Western Samoa Trust Estates Corporation now owns some 32,000 acres of land, having in 1931 passed to the Crown in the right of the Samoan Government 18,500 acres which are held in trust for the inhabitants of the Falealili district, while in 1952 a further 41,600 acres, mostly in Savai'i, were sold to the Territorial Government. Other Samoan Government land amounts to about 12,500 acres, of which 1,500 acres is leased out and 2,200 acres held in trust for various villages. There are about 5,000 acres of mission-owned land, and perhaps 16,000 acres of European freehold. Samoan lands total between 580,000 and 585,000 acres.

LAND USE AND TENURE

In general it is true to say that land used for commercial plantations by Western Samoa Trust Estates Corporation or by private planters is more intensively cultivated than that belonging to various Samoan communities, but there are exceptions to this rule. About half the non-Samoan land is used for commercial agriculture, building sites, and for roads and public works. The areas where plantation agriculture is practised tend to form a more or less rectilinear pattern in so far as surface configuration will permit. On the lower coastal fringe coconut palms planted in orderly rows in fields, ranging in size from 10 to 50 acres, are found. On the higher levels, cocoa trees in smaller blocks, the divisions marked with roads, fences, and shelter belts, form the cultural pattern. Kiln dryers are situated in the area around the plantation house, or in the larger plantations, at convenient spots. Orderliness and tidiness are, in general, the distinguishing marks. At present no estimate can be given of the area in the various crops, as the compilation of the data in the land use survey is not yet complete.

On the other hand, because much of the produce of Samoan land is for purely domestic consumption, shifting cultivation is still largely practised. Rarely are the crops planted on a permanent field system, and normally a semi-formal layout is found only in banana or taro patches. As the land around the village precincts has in most cases become depleted, the tendency is for this area to be mainly in poor coconuts and used for pig raising, while further up the slopes but below the bush level, coconuts gradually give way to cocoa and bananas. With the increasing interest being shown by Samoan farmers in the production of commercial crops, particularly bananas and cocoa, many new areas of the higher ground and further from the coastal strip with its peripheral line of villages are being brought under cultivation. Recent estimates indicate that on Savai'i, where the total land area approximates 416,000 acres, only 35,000 acres have been cleared, that is, a little over one acre per head of population. Of this cleared area about 23,000 acres, or 64 per cent, are planted in coconuts. On Upolu (total area 276,000 acres) the figures are more complete and show that over 57,000 acres have been cleared and are planted as follows: 31,000 acres in coconuts; 7,000 acres predominantly in bananas; 7,000 acres predominantly in cocoa, and 12,000 acres in cash and subsistence crops planted on a rotation system. It should be remembered that the figures given apply only to Samoan land, and exclude Apia and its environs. In addition much of the Samoan owned land comprises lava fields (5,000 acres in Savai'i) and high standing uplands which are mostly uncultivable or reserved area. Government, European, and mission-owned land falling in these latter categories amounts to about 92,000 acres in the two islands.

In Samoan custom the ownership of land lies in the family or kin group and is traditionally vested in one or more titles of the group. The matai assumes with his title the overall responsibility of administering the land for the benefit of the group. This control (or pule) is distinct from the usufructuary rights, which are vested to a greater or less extent in the sub-groups occupying the land as long as they fulfil certain local customary conditions.

The tendency in recent times has been for the overriding rights of pule to be modified and for the actual control of land to be localised in those groups that in fact cultivate it. The trend for pule to be in a sense

reinterpreted as the rights of occupation possessed by the small family group under its own lesser matai has been far more pronounced than has any inclination to individualise land titles. In newly opened up areas untitled males with the sanction of the matai sometimes assume those rights of occupation formerly exercised only by the matai.

Persons of European status may hold land either as an estate in fee simple or as a leasehold property. Samoans may also hold European land by these tenures, but Europeans have no direct access to land held under Samoan customary title. The Governor-General may grant fee simple to any Crown land, and he (or the High Commissioner under delegated powers) may grant any lease, estate, or interest in Crown land (Samoa Act 1921). Individual freehold titles to land are eagerly sought by Samoan and European alike, but it is not the present policy of the Government permanently to alienate its real estate assets, except as a means of regularising holdings where small, isolated parcels of land are involved.

PROBLEMS ASSOCIATED WITH LAND AND LAND TENURE

The serious problems associated with land are the basic and long-range ones of adapting Samoan tenure to changing circumstances and to the productive needs of the increasing population, and of giving all citizens of Samoa access to land in some way. While pressure of population is not yet general, a drift from the outer areas in Upolu to the Apia area is evident.

The resettlement of landless people from the villages around Apia on the 1,700 acres Vaivase block of Government land continued during the year under review. The first sections (one hundred and six) were leased in December to individuals nominated by their villages. Leases are for twenty years (with a right of renewal for a similar period) on the condition that effective use is made of all the land. Members of the Land Use Committee formed in 1956 advised on the method of settling this land.

Erosion is not yet a problem of any great magnitude in most parts of Samoa, although at some places on the coast it has been necessary to build groynes and sea walls to prevent further encroachment. While inland erosion has not reached any serious proportions it is becoming more apparent as more land is cleared and subjected to the soil-depleting actions of sun and rain, and it is evident that better education of the Samoan farmer in conservation techniques is necessary. From the preliminary findings of the soil survey it seems that much of the land covered by rain forest has only a low potential productivity.

The most important contribution of the recent geological survey was its assessment of potential water-supply sources. At present, in the dry season water supply to many Samoan villages is inadequate.

LAND DISPUTES AND TRANSFER

Samoa land is traditionally vested in matai who hold the land in trust for their family group. Land disputes arise mainly out of badly defined village boundaries and from conflicting claims of individual matai. The great majority of disputes are settled out of court by the

staff of the Registrar of the Land and Titles Court through the application of the principles of Samoan custom. During 1957 110 cases came before the Court (whose decisions are well respected by the indigenous inhabitants), including 61 land cases, 43 title cases, and 6 cases of removal from family land.

The Land and Titles Protection Ordinance 1957 which provides for the keeping of a register of all matai titles is an important development in the establishment of clear titles to Samoan land. The lands vested in each matai title are not registered except in so far as specific titles come before the Land and Titles Court. In these cases the land title with a description based upon a compass survey is entered in a special register. All non-Samoan land must be registered by the Registrar of Lands, who is an official of the High Court in Apia. Transfers of European land are entered in this land register, as are the interests held by indigenous inhabitants in land not held by Samoan title.

Under the Samoa Village Regulations 1938, the High Commissioner may proclaim Samoan land to be reserved for church purposes under certain conditions if satisfied that it has been given or set aside by its Samoan owner exclusively for that purpose.

From this brief summary it is clear that the Administering Authority and the Territorial Government have made ample legislative provision to protect the tenure and future needs of the indigenous inhabitants. These provisions are reinforced by the deep-rooted love of Samoans for their traditional lands and their reluctance to see land permanently alienated. Much of present-day Samoan custom stresses this feeling, and implies that members of an aiga hold land in trust for those who come after.

LAND FOR PUBLIC PURPOSES

Under the Samoa Act 1921 any European or Samoan land may be taken by Ordinance for any public purpose, with any compensation for loss settled by agreement between the parties or assessed by the High Court. Public purposes include public health, education, public reserves, burial of the dead, water supply, provision of public buildings, provision of harbours and wharves, etc. This Act further provides that the High Commissioner may by warrant under the Seal of Samoa proclaim any Crown or other land a road, and that all persons having any interest in such land and suffering loss or damage should be entitled to compensation as in the case of land taken for public purposes.

All lands taken for public purposes, apart from those used for roads, are taken by way of Ordinance of the Legislative Assembly, in which there is a majority of indigenous inhabitants. This is also a sphere in which the Land Use Committee has taken an active part, particularly in regard to the provision of forest reserves and reserves for catchment areas and hydro-electric power supply schemes. As was mentioned in last year's report, the Committee's recommendation that an area of 6,280 acres containing the catchment basins of the Vaigafa and Vaiola Rivers be taken for water conservation reserves was accepted by the Government. Negotiations with the representatives of the districts concerned have taken some time but an Ordinance providing for the acquisition of this land will come before the Legislative Assembly in 1958. Action on the other recommendation concerning the 2,700 acres covering the headwaters of the A'uga River is still pending.

AGRICULTURE

The staff and activities of the Department of Agriculture have been considerably extended in the past two years. Five divisions of the Department have been established: Administration, Field Station and Extension Services, Pest Diseases and Weed Control, Experimental and Research, and Produce Inspection. A Marketing Division is to be established from 1 January 1958 to administer the marketing of the Territory's bananas. This was previously the responsibility of a separate Department.

The basic aim of the Department of Agriculture is to improve the quantity and quality of the export crops of the Territory, and an important step was taken during the year to associate all sections of the community with the efforts of the Department. This was the introduction of a Production Campaign based on five districts throughout both islands. The Chamber of Commerce, the *Samoa Bulletin*, the Broadcasting and Education Departments, and representatives of the churches have cooperated with the Department of Agriculture to publicise the need for greater efforts to increase production. The Department's own staff, working in teams led by a senior Samoan officer, advised by a seconded official, are impressing this same need on the people in the outer districts.

The main experimental and demonstration work of the Department is undertaken at three stations, all of which are still in the initial stages of development. At Vailima, the 30-acre station is devoted to forestry development, and at the 20-acre Nafanua Station which is in close proximity, a wide range of crops is being developed. Although the main emphasis of this station is placed on cocoa propagation and experimental work and the demonstration of correct husbandry and techniques, many new crops such as vanilla, pepper, edible canna, grain sorghums, etc., have been planted, and investigation is also being undertaken on introduced vegetable crops including tomatoes, carrots, and radishes. On the other side of Upolu the 500-acre Togitogiga Station is also devoted to general work. These three stations, together with a fourth planned for Savai'i, will between them cover over 56 per cent of all the soil types in the Territory – that is, almost all the land needed for agricultural development for many years to come.

Valuable experiments and demonstrations which aroused a great deal of interest have been undertaken with various types of copra dryers. Two small dryers, the Saleimoa, and the Ceylon type "small holder", have been tested, both giving good results, while a larger commercially manufactured and more expensive dryer, the "Perfect 50", which introduces several new principles of controlled drying, has also been successfully tested and demonstrated.

The general pattern of land use has already been described in a preceding section of this report and production figures for the more important crops given. Bananas form the main crop grown by the Samoan farmers, both for domestic use and as a cash crop. The standard of cultivation varies from very good to almost total neglect and the average yield per acre has been found to range from five cases to fifty cases. High standards are imposed on fruit for export. The rejection rate at times reaches nearly 10 per cent, immaturity being the main contributing cause as growers are naturally anxious to maintain their quotas.

Agricultural production during 1957 was marked by significant increases in all export crops except copra. In some areas it was reported that production of copra dropped by as much as 20 per cent – the unusually dry weather during the past two years being held responsible. As a result of departmental effort, including the building of some sixty small dryers in Upolu and Savai'i, there was a marked increase in the quantity of first-grade copra exported, 4,167 tons.

Banana production during the first quarter reached a very low level of 6,000 cases per fortnight, but largely as the result of the Production Campaign, growers' efforts were organised with excellent results and the shipment of 129,000 cases during the last quarter was a record. The year's total of 328,765 cases was the second highest on record. Improvements in the field included attention to management, use of fertilisers, and improved quality, following extension of the inspection services to country depots.

The cocoa crop was favoured by climatic conditions prevailing during the year, with the result that 3,085 tons were exported and over 1,000 tons remained in store at year's end awaiting shipment. Growers throughout the Territory responded well to advice and assistance and many acres of Samoan-owned plantations were pruned and sprayed for the first time by the Department of Agriculture Farm Services Units.

As with other crops, the standard of cultivation and management varies considerably. The Western Samoa Trust Estates Corporation, many part-European planters, and a few Samoan planters achieve good to excellent results, but the type of husbandry practised in the Samoan villages leaves much to be desired. It is estimated that production could be increased by as much as 20 per cent by efficient management of neglected areas. Apart from its experimental work the Department of Agriculture assists in the improvement of standards by instructing traders and growers in the cultivation of minor cash crops. These crops, taro, coffee, and kapok, are beginning to attract more interest than formerly among both the Samoan farmers and the part-European planters.

The total losses of crops due to the ravages of insect pests and diseases has in the past not been fully realised. Recent research indicates that these losses may be as high as 25 per cent for bananas, 15 per cent for cocoa, and 20 per cent for copra. In value this would represent approximately £450,000 f.o.b. annually. The capacity of the Department of Agriculture to combat these infestations has been greatly increased during the year and several measures have been taken. Scabmoth and banana weevil borer have been the subjects of spray treatment trials, while active eradication campaigns were instituted against leaf spot and bunchy top. Black pod and canker in cocoa were investigated in 1955 by a plant pathologist from New Zealand, and as a result of his findings a Farm Service was established to carry out spraying on plantations. The demand for this service has expanded greatly in 1957. The main pest attacking the coconut palm is the rhinoceros beetle. It is the most serious of all the agriculture pests in the Territory, and its control and eradication are receiving close attention. The total loss caused by the beetle is estimated at between 20 and 30 per cent of the whole crop. From late 1954 to April 1956 a South Pacific Commission entomologist was resident in the Territory

working on an ecological study of the beetle. A physical attack is also being undertaken by specially appointed control teams who destroy breeding places, as well as adult beetles, their eggs, pupae, and larvae.

A meeting of the Rhinoceros Beetle Technical Advisory Committee of the South Pacific Commission is expected to be held in 1958, possibly in Fiji, in order that it may advise upon the future conduct of work in the control of the beetle. Western Samoa has a representative on the Committee.

The indigenous inhabitants are not subject to compulsion or restriction of any kind with regard to the growing of food or economical crops. However, the pulefa'atoaga, or part-time agricultural officers who work in the villages, are instructed to ensure that the planting and proper maintenance of food crops are carried out. Every effort is made to apply the traditional authority vested in these officers to the efficient development of agricultural work at village level. An important medium of agricultural instruction is a monthly information circular distributed by the Department.

WATER RESOURCES

In the opinion of the geologists who visited the Territory in late 1956 and whose reports were made available to the Government during 1957, the water supply to the majority of Samoan villages, although generally satisfactory, is inadequate in the dry season.

Most villages rely upon coastal wells or springs, although the Government has been making every effort to extend piped water supplies. The assessment of ground water resources by the geological survey team will enable these resources to be developed more extensively than in the past.

CHAPTER 4: LIVESTOCK

Cattle form the bulk of the livestock of the Territory. Of the total cattle population of 13,000 the Western Samoa Trust Estates Corporation own 10,500. The Corporation is also the most progressive breeder, although an ideal type for the conditions of the Territory has not yet been found. Beef cattle are largely of the Hereford and Aberdeen Angus breed but in recent years Zebu bulls have been imported from Fiji and these have been mated to local bred cows. The resultant progeny are proving most successful as beef producers and further Zebu importations have been planned.

About 300 cattle are kept primarily for milk, the remainder are used to control plantation weed growth and to provide meat for human consumption. Approximately 850,000 lb. of locally produced beef and about 40,000 gallons of milk were sold during 1957.

Pigs and poultry are common in the villages and horses and donkeys are used quite extensively for plantation work. Goats and sheep are not of great importance although an experiment is being carried out at present to establish whether Cheviot sheep will survive and flourish in the climate of the Territory.

Details of livestock numbers are given in Appendix IX.

CHAPTER 5: FISHERIES

There are no organised commercial fisheries in Western Samoa, but large quantities of lagoon and reef fish are caught and offered for sale, or consumed in the villages. A recent survey indicates that the consumption of locally caught fish is in the vicinity of 350,000 lb. per annum.

This survey also revealed that there are up to eighty different methods employed in the exploitation of near-shore waters, and that very little deep-sea fishing is undertaken. While there is as yet no legislation to regulate local fishing or to service the development of this most valuable industry, the establishment of a small fisheries section within the Department of Agriculture has had good results. The Samoan officer in charge attended the Fisheries Course held at Noumea by the South Pacific Commission at the end of 1956.

A fish pond culture project commenced in 1955 is being successfully maintained.

CHAPTER 6: FORESTS

Although a forestry policy was suggested in 1950 by an overseas expert there has been no planned utilisation of the forest areas. The only plantations of forest trees are the experimental areas run by the Department of Agriculture. Two small local timber mills are in operation, one owned by Western Samoa Trust Estates Corporation.

Local timber is used for house and boat building by the indigenous inhabitants and also for furniture making by the Western Samoa Trust Estates Corporation. A considerable amount of timber is imported into the Territory.

No concessions have been granted for the development of timber or other forest industries.

CHAPTER 7: MINERAL RESOURCES

Under the Samoa Act 1921 the mineral rights in Samoan land may not be alienated save to the Crown, unless other provision is made by regulation or Ordinance. This provision does not apply to European land. No discrimination against Samoan land is intended under the Act, but the provision is simply to afford the usual protection to the beneficial owners of Samoan land to ensure that they may receive the benefit of any minerals in the same way as they receive the benefit of any produce or anything grown on the land.

CHAPTER 8: INDUSTRIES

Industries in the Territory are very few in number and small in scope, being confined mainly to timber milling and dressing (by the Western Samoa Trust Estates Corporation and by one private person), small individual enterprises for processing coffee, and the manufacture of curios, aerated drinks, and similar products. A small locally-owned soap factory has been in operation since 1953. Most of the products, with the exception of cocoa, copra, and curios, are consumed in the Territory. Recent exports of Samoan hardwood have been small.

Curios manufactured locally are sold in Apia by the craftsmen and by two or three small retailers. The latter also export them overseas to New Zealand, America, and Fiji. The value of this external trade is small, although it appears to be growing.

The tourist trade has not been an important industry to date. A reasonable number of people visited the Territory by air and sea in 1957, but accommodation facilities and recreational amenities are still not as attractive as in some other Pacific islands. Capital for industrial development is available from the Bank of New Zealand and from

private sources, but comparatively little call is made upon these facilities. While the Administering Authority would like to see a greater encouragement of development capital from outside sources, the Samoan people have shown a marked reluctance to induce investment from overseas.

The Revenue Ordinance 1929 and its amendments contain provisions relating to the licensing of businesses and trades. Licences are issued each year by the Commissioner of Inland Revenue at a fee of £2 per licence after approval by the Finance Committee of the Executive Council, and subject to regulations concerning health, and the interest (mainly in respect of leases of land) of the indigenous inhabitants. During the year about 800 business licences were issued to some 300 licence holders.

FUEL AND POWER

Fuel for cooking consists largely of wood and coconut husks, except in certain areas, almost all near Apia, where cooking by electricity is becoming increasingly popular. The most important development during 1957 was the opening in May of the Alaoa Hydro Scheme with a maximum loading of 820 kW. The output of this scheme represents 39 per cent of the total energy generated by the Apia system.

The existing power schemes serve an area of 20 square miles in and around Apia, and during the year the area suffered a number of power cuts following dry periods which curtailed water storage and forced unduly heavy loads on to the auxiliary diesel plants. A number of small lighting plants continue to function satisfactorily in the districts, and between them produce 53 kW. Altogether about 20,000 persons are served by electric power. From 1 January 1958 consumers will pay at the rate of 3d. per unit, with a fixed minimum charge of £6 per annum.

CHAPTER 9: TRANSPORT AND COMMUNICATIONS

There are no railways or air services operating in the Territory. No subsidies are paid by the Administering Authority or the Territorial Government for any of the internal services operating within Western Samoa. Fares and freight charges of internal transport services are determined by the Transport Licensing Board, a body representative of Government, consumer, and operating interests, and these charges are approved by the Price Tribunal. All internal services are either operated by the Territorial Government or wholly owned by local persons or companies. In no case is discrimination made between indigenous inhabitants and other sections of the community.

POSTAL AND TELEPHONE SERVICES

The normal postal facilities, including receipt and delivery of mails, the issue of money orders and postal notes, and the operation of a savings bank, are maintained in the Territory in conformity with the standards of the New Zealand Post and Telegraph Department. In addition to the Apia Post Office there are 18 sub-post offices at trading stores throughout the Territory. In general, internal mail services to sub-offices on the Upolu north coast road and to Tuasivi (Savai'i) are made daily, while to inland northern Upolu areas and to south coast Upolu, deliveries are made three times weekly. To Western Savai'i

dispatches are made as shipping is available. The distribution of mails in Apia is by means of private boxes. A messenger service operated by the Police Department also assists by carrying on a daily service in Apia and delivering official mail to outer districts once a week.

Overseas mail is dispatched by regional sea and air services. (See International Services).

The telephone system is operated by the Postal Department and provides a twenty-four-hourly service over an area around Apia and up to ten miles along the north coast towards the airport. The exchange, which is equipped with three manually-operated 100-number switchboards, serves 507 subscribers. Rates vary from £7 to £16 per annum according to the type and purpose of the connection.

RADIO TELEPHONE AND WIRELESS TELEGRAPH SERVICES

There are eight radio establishments in the Territory, including the main station at Apia. In addition, there are three radio stations in the Tokelau Islands under the control of the Government of Western Samoa. Apia Radio is the main connecting link for all overseas communications from the Territory. The out-stations communicate with Apia Radio by radiotelephone in addition to radiotelegraph on a daily schedule basis. A local Coast Watching Organisation was set up by the Government during the year.

Additional receiving equipment has been installed in the remote receiving station and reception of voice communications has been considerably improved.

Equipment ordered for the local Small Ships Radio Service arrived early in the year. Four local vessels were fitted with radiotelephone sets and it is now possible for these vessels to maintain regular radio contact with Apia whilst at sea. On two occasions vessels suffered engine failure at sea and in each case radio contacts were established and rescue operations put into effect without delay. Other vessels are to be fitted with radio in the new year. A ship-to-shore radiotelephone service is available for visiting overseas ships, enabling them to be connected with the Apia telephone exchange. Continuous listening watches are maintained by Apia Radio on the international distress frequencies of 600 kilocycles for ocean-going vessels and on 2,182 kilocycles for small craft. A continuous radio link is also maintained with the Faleolo airport for aircraft services.

Telegraph rates for internal communications are fixed by the Territorial Government and are based on an ordinary rate of 3d. per word. Overseas rates are fixed in collaboration with the New Zealand Telecommunication authorities.

RADIO BROADCASTING

Station 2AP of Apia, Western Samoa, broadcasts on 1,420 kilocycles, and during the year transmitted 1,881 programme hours. In the Territory there are approximately 2,000 privately-owned receiving sets, and 200 Government-issued sets. The latter have been issued to the Faipule and village schools where they often serve as community sets. A registration fee is payable on privately-owned receiving sets, but to encourage their wider use they are exempted from customs duty.

ROADS AND TRANSPORT SERVICES

The Government's road construction programme was continued during the year and 377 miles of main and secondary roads are now in use. In the period under review 29 $\frac{1}{4}$ miles of new surfacing were completed.

A feature of the year's work was the completion of an important section of the Savai'i coastal road. The harbour of Salelologa is now available to the western and south-western areas of the island. Much of the road construction on this island is through difficult lava country. Maintenance of these roads is also difficult and costly because of the vagaries of the climate and the rapid vegetation growth. A further three bridges were completed during the year, continuing the policy of replacing one-way wooden bridges with modern full-width concrete structures. Road transport services are extensive and no pack transport is used. Portage is found only in those few parts of Savai'i where the coastal road is not yet complete. There is a large number of vehicles in the Territory and public transport in the form of buses and taxis is plentiful. Details are given in Appendix XV. All bus owners must keep to a timetable. The Transport Licensing Board, which comprises representatives of the Government, the operators, and the users, controls licensing and generally regulates the operation of the public transport services. All public hire and passenger vehicles are locally owned, many by individuals, although one company owns a third of the buses and a large number of taxis.

METEOROLOGICAL SERVICES

The Apia Observatory, which was established during the German régime, is now operated and jointly controlled by the New Zealand Department of Scientific and Industrial Research and the New Zealand Air Department. Apart from the usual six-hourly synoptic surface observations of meteorological elements, climatological observations are taken daily and continuous autographic records of meteorological and climatological data are kept. Meteorological information is supplied to all incoming and outgoing aircraft, and the Harbourmaster is in constant touch with the station. Detailed records concerning terrestrial magnetism, oceanographic factors, and seismology are also maintained.

LOCAL SHIPPING SERVICES

Twenty-five launches, mainly diesel powered, are registered in Apia, and of these fourteen or fifteen are usually engaged in commercial or ferry trips around the two islands. They vary in size from one licensed to carry seventy-five passengers and 30 tons of cargo down to those which carry a dozen passengers and 10 tons of cargo.

The port of Apia has no deep-water wharves or bulk storage facilities for oil; the lighterage service is good. A 10-ton hand-operated crane is in service. The usual maximum for ships tying up to buoys inside the outer reef line is—length 450 ft., draught 30 ft. There are three berths. It is hoped that a survey of the possibilities of constructing a deep-water port at Apia will be carried out by an overseas firm during 1958.

Outer district harbour facilities are usually jetties placed at points where convenient reef passages lend themselves to easy communication with the more heavily populated areas. The wharf at Salelologa in Savai'i, which was opened during 1956, has assumed great importance

with the improved roading connections in this previously less-developed island. Over the past two years there has been a great increase in traffic between Salelologa and Mulifanua in Upolu. This is the shortest crossing between the two main islands.

Most of the launches belong to trading firms. Cargo rates are levied by the piece, but as most firms transport their goods in their own vessels, sundry cargo carried for hire is not large. Fares on passenger launches are regulated and controlled by the Price Tribunal. For local trips the highest rate charged is 16s.

INTERNATIONAL SERVICES

A regular fortnightly cargo and passenger service between the Territory and New Zealand was maintained during the year by the *Matua* and the *Tofua*, vessels owned by the Union Steam Ship Co. of New Zealand. The *Tofua* is of 5,300 tons with passenger accommodation for seventy five people, refrigerated cargo space for 24,000 cases of fruit, and space for 1,100 tons of general cargo, while the *Matua* is a little smaller. Vessels of the same company's trans-Pacific service connect the Territory with Australian and North American ports at frequent intervals. Ships of the British Bank Line and the Norwegian Pacific Islands Transport Service also make calls at regular intervals to load copra. The Apia-Pago Pago service is maintained on a frequent schedule by three small motor vessels two registered in American Samoa and one registered in Western Samoa.

Tasman Empire Airways Limited operates Solent flying boats from the Satapuala sea alighting area as a part of a service connecting New Zealand, Fiji, Samoa, the Cook Islands and Tahiti. There are about three flights per month. The nearby airfield (Faleolo) has, since 1952, been used only for emergency purposes or for instrument check flights by New Zealand Air Department aircraft. Officers of this Department, assisted by locally recruited staff, maintained both the land and sea installations.

Permission to operate international air services to and from the Territory must be obtained from the Administering Authority regardless of the nationality of the operator (International Air Services Licensing Act 1947). International road and railway services are geographically impossible. International shipping services are subject to no licensing contract provided that they comply with legislation relating to seaworthiness and international standards.

Formalities concerning the movement of passengers are simple. All persons not domiciled in the Territory must have permission to enter from the Territorial Government. All persons leaving the Territory after a stay of more than two weeks must obtain permission to leave from the Territorial Government. Ordinary Customs inspections are carried out.

Formalities relating to the movement of goods have been mentioned above. A strict control of plants, animals, and insects brought into the Territory is kept by the Customs and Agriculture Departments. Details of travel statistics are given in Appendix XV.

OPERATION OF SERVICES, ETC.

No distinction is made between indigenous inhabitants and other sections of the population in the use, ownership, operation, or servicing of transport or communication facilities, save that indigenous inhabitants

must have the express permission of the High Commissioner before forming a business company.

The recruiting and training of indigenous inhabitants in the classified employments is similar to the recruiting and training of other employees. Positions are advertised and the most suitable applicant chosen. Training in almost all positions is "on the job", and promotion is determined by skill, experience, and character. Samoan crafts are learned from early childhood at home, as are the techniques of fishing, planting, and hunting. Samoan builders learn their trade under a master builder. A trades training officer has been appointed to the Education Department staff, and commenced classes in motor mechanics, workshop engineering, and allied trades early in 1957.

CHAPTER 10: PUBLIC WORKS

The Public Works Department is responsible for roading, both main and secondary; bridging; water supply for town and villages; electric supply generation, distribution and reticulation for Apia; municipal services for Apia; housing and building construction and maintenance for all Government Departments including Education and Health; wharves and harbour facilities; and also building inspection and the issue of permits.

The Department is controlled by a Director of Works who is also the Engineer-in-Charge. There is a small staff of engineers and European overseers from New Zealand and Australia, most of whom are seconded for a term of three years. A considerable number of Samoans are foremen and the Department's workmen are almost all Samoans.

The Stores Section of the Department purchases stores overseas for all Government Departments. It carries a large stock of material and equipment and makes sales to the public of materials not readily obtainable elsewhere. It sells electrical fittings and utensils to the public to ensure that these are of an acceptable standard.

All engineering and constructional work is carried out by the Department with its own labour force and plant, as at present there are few private contracting firms in the Territory suitably equipped to undertake public works jobs. The Department maintains a large workshop organisation. All aspects of mechanical work, including the maintenance and overhaul of earthmoving plant, motor vehicles, and mechanical gear, as well as the fabrication of mechanical gear, mechanical parts, and structural steelwork, are undertaken.

The Department attends to the generation of electricity, the provision of street lighting, and house installation for all Government and some private buildings. It has an electrical workshop which attends to the repair and maintenance of all electrical equipment, ranging from generators and transformers to household apparatus.

A large joinery and cabinetmaking workshop carries out all the joinery work for Government buildings. It also does all the cabinet making and furniture repairs for Government offices, Health and Education Departments, and Government residences.

In the absence of well-equipped private workshops, the Department is called upon to carry out a considerable amount of mechanical work, electrical repairs, and installations and plumbing and drainage for private persons.

During the year 1957 the following important capital works were carried out.

The Alaoa Hydro Scheme was completed.

The extension to Mulifanua harbour was completed.

A new Trades Training School was constructed.

Several residences were built.

In addition, an active roading and bridging policy was pursued and assistance was given in the construction of village schools, hospitals, and water supply schemes.

Part VII: Social Advancement

CHAPTER 1: GENERAL SOCIAL CONDITIONS

The Administering Authority tries to accelerate the advance of Samoan society by many means, including the raising of the standard of general education and the level of public health. Women's committees in the villages are closely associated with the work of local schools and hospitals or dispensaries.

The subject of social advancement cannot, of course, be divorced from the progress made in Samoan politics, administration, and economics. These matters are dealt with elsewhere in this report.

SAMOAN SOCIETY

Today, as in the past, the unit of Samoan social life is the family (*aiga*). Such a family is not merely a biological group, as Europeans understand the term, consisting of parents and children, but a wider family group of blood and marriage or even adopted connections who all acknowledge one person as the matai or head of that particular group. A matai is a titled person, either a chief (*ali'i*) or an orator (*tulafale* or *failauga*) whose particular duty is the leadership and care of the family under his control, and who is entitled to the services and cooperation of all members of his family in return for his leadership. All members of a family group need not necessarily live under the same roof or even in the same village, but will, when occasion requires it, assemble generally at the residence of the matai, to discuss family affairs or any happenings affecting the interests of the family, or to discharge duties associated with deaths, successions, or weddings. To attend such an assembly to discuss family affairs is not merely a duty on the part of the members of the family, but is a right which is jealously guarded and, if necessary, protected by the Government. It is part of the duty of the matai to administer the family land and to apportion it for the use of the members in return for services rendered to him as their head. He is the trustee of the good name of the family, and is responsible for the maintenance of its dignity and the adequate performance of its social obligations.

There is no ceremony or formality associated with the practice of adoption, which may occur by reason of relationship or friendship or because of a lack of young people in the family concerned. The child is taken into the family and, insensibly with the passage of years and a record of good services, comes to be regarded as one of the family.

The matai bears a family name or title by which he is always addressed and which passes from one holder to another. There is nothing in Samoan custom to prevent his holding two or more titles, as inter-marriage through many generations has united many of the leading families. A title or family name may be split or shared, and there may be two or more holders concurrently in one or more branches of the

family tree, especially if the family has become big and unwieldy. Succession is not necessarily from father to eldest son, but all within the wide family group are eligible. The will (mavaega) of the former holder may play an important part in the election of a new title holder, but there is no definitely known person or heir who is entitled as of right to succeed a matai as the head of the family on the latter's death, although direct descent is an initial advantage. The whole family meet and choose one whose conduct has commended him to them; questions of blood connection and descent, service to the family, previous holders of the title, and personal suitability all being taken into consideration. Adoption is no bar to eligibility if the adopted person is otherwise acceptable.

Thus, although there is a sharp difference of status between titled and untitled persons, progress from untitled to titled rank is the normal aspiration of most adult males. The number of titles on the Register of Matai compiled in 1957 was 5,211.

Few women become matai, although sex alone is no firm impediment and the higher social grades are not closed or exclusive. There is a mutual interdependence and recognition of titled and untitled people. Each has its recognised and respected place in the community, and the two principal elements in society are therefore complementary.

The Samoan way of life has certain social virtues in that the old and the young are looked after and can find a place within the aiga. But economically it had, and has, grave limitations. As Dr Keesing states:

"The Samoan life is a close adjustment to a tropical climate and a fertile but isolated environment. The economic system has as a central ideal a minimum of effort, in contrast to white economic ideals such as maximum production and efficiency."*

Many Samoans have accepted European economic ideals and the greatest part of the main export crops are grown on their family plantations. The new money economy has made its effects felt even in the outlying districts; nearer Apia it reigns supreme, although not alone. There is, however, a growing consciousness that the Samoan aiga system and communal economy offer comparatively few incentives for increasing production or accumulating capital for further exploitation of old or fresh means of production. A matai has, for instance, no sure knowledge that he will be succeeded in his title and lands by his son or even by a fairly near relative. Some untitled men have broken with the matai system to a large extent and now cultivate their own plantations, or work in Apia for their own profit, but, by and large, the traditional system seems flexible enough to tolerate these. At the moment it seems that in the increasing pressure of population on food resources and the rising standard of living lie the most fertile seeds of social change, but this pressure is at present strongly felt only in a few areas, such as part of the north coast of Upolu. Education in European ideas has, of course, affected the thinking of a number of young Samoans. In some cases the response is negative, a mere refusal to work industriously on the family lands; in others the outcome is positive and results in more efficient and intensive production. In some very few cases educated Samoans refuse to take titles and, by disregarding

*F. M. Keesing, *Modern Samoa*.

their use, discourage the continuation of the matai system. But the vast majority of Samoans regard the possession of a title as a prerequisite for high social position and worldly success.

The Samoan hierarchy of titles is most complex. Some titles are conferred by "clans" collectively, while some are conferred by a few chiefs or orators who traditionally have that right. Many of the highest titles carry with them great ceremonial prestige but little practical or political power.

THE EUROPEAN COMMUNITY

A large proportion of the members of the European community belong to families which were founded by male Europeans three or four generations back. Most of these local Europeans live in or around Apia where they play a leading role in trade and provide the greatest number of skilled craftsmen and artisans. Many own or lease plantations or small buildings, but, because of the legal barriers associated with European status, they have no direct access to Samoan land, even when their wife, mother, or grandmother is of pure Samoan blood. This impediment is not found in Samoan custom where any member of an aiga by birth, marriage, or adoption may inherit lands and titles.

While the local European community is growing in numbers many of its members are becoming more Samoan in blood and in outlook. The prodigious rate of increase in the Samoan population removes any fear that the European element will in any way be a threat to the economic or political independence of the Samoan people. In fact, it seems possible that a large proportion of the European section of the community, now almost starved of fresh full-European settlers, will be absorbed, politically and culturally, within a few generations. Samoans overseas who marry Europeans may return with their families to reinforce the European section, but as a cultural entity it is even now very vaguely defined; some of its members live fa'a-Samoa (in the Samoan fashion), some have no European blood (see Status of Inhabitants), most are educated in Samoa, virtually all can speak Samoan, and some have no other language. The poorer Europeans have a lower standard of living than most Samoans. All look on Samoa as their home.

Cases of friction between the two sections of the community are few and insignificant. Most Samoans have relatives of European status, and few local Europeans feel themselves right outside the aiga, especially when it comes to the customary giving of gifts on important occasions in the family's corporate life, such as weddings, births, etc. Many Europeans are, however, rather less conscious of all the ramifications of the Samoan hierarchy of chiefly honours than are their Samoan brethren and less knowledgeable on the subject of Samoan genealogies and customary ceremony.

SOCIAL ORGANISATIONS

Women's committees, composed wholly of indigenous inhabitants, exist in almost all villages in the Territory. The work of these committees is mentioned in the health section of this report.

Other non-governmental social organisations include a Boys' Brigade, a Boy Scouts' Association of Western Samoa, and a Government Schools' Ex-Pupils Association, all of which are composed entirely of

indigenous inhabitants. Other organisations include two general purpose social clubs, a Catholic Club, Returned Servicemen's Association, an Ex-Scholarship Students' Association, a Girl Guides' Association, a Girls' Life Brigade, an Every Boys' Rally, a Marist Brothers' Old Boys' Association, a Mothers' Club, and a Red Cross Society of Western Samoa, all of which have Samoans and part-Samoans among their members. Besides the purely sporting bodies, there is a Calliope Lodge of Freemasons, all the present members of which are Europeans and part-Europeans. Several groups of young people have also formed their own small clubs, mainly for social purposes. A branch of the South-East Asia and Pan-Pacific Women's Association has recently been formed, and to it are affiliated twenty-eight different women's organisations. The Association assists in the coordination of women's social activities.

CHAPTER 2: HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS

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. In a society organised on a communal basis like that of Western Samoa there are occasions when public opinion tends to move against individuals in certain circumstances, and instances have been known where social pressure has been employed in derogation of certain fundamental freedoms. The rights of the individual are, however, well known, and the Government is prompt to support in matters involving such freedoms the opinion of one against the many in so far as it involves personal rights. So, too, the operation of the matai system requires from time to time the subordination of personal opinions to the rights or opinions of the family. Yet even here the individual is secure from suppression of his rights as Samoan custom itself provides that where social inferiors feel dissatisfaction at treatment received they are at liberty to withdraw their support and attach themselves to some other branch of their family connections in another part of the country, and in this way a large measure of social justice is maintained. The provisions of the Universal Declaration of Human Rights are not met fully in so far as "wage" labour, trade unions, free and compulsory education, and universal suffrage and free and secret ballot are concerned. The special conditions attaching to these exceptions are explained in detail in the relevant sections of this report.

There is no restriction placed on the rights of free speech, publication, or broadcasting as long as recognised standards of decency are complied with. There is complete freedom of political and religious conscience and expression. There is a free right of petition. All residents in the Territory are subject to the same laws without distinction and persons may be arrested without warrant only if suspected of serious offences against the person or of crimes involving violence. Persons so arrested must be brought before the Court as soon as possible, and if the Court refuses leave to file an information the prisoner is discharged from custody.

SLAVERY

There exists in the Territory no form of slavery, slave trade, or practice analogous to slavery. Although members of a family are required by custom to perform their share of work on family lands and

in many cases they may not freely dispose of the produce of their labour, they are remunerated for their services (mainly in kind) and may freely leave their employment to work for wages or, more usually, for another branch of the family. Similarly, individuals or groups performing services for a village or district on a customary basis may freely terminate those services.

The marriage custom in the Territory does not include any form of bride price or the giving of a woman without the right to refuse. Likewise, there is no practice in the Territory whereby children may be transferred for payment or other conditions deleterious to their welfare.

The law of the Territory governing the above matters, including that of slavery, is the law of England as it existed at 1840, and as it has since been amended and modified by legislation passed by the Administering Authority and Territorial Government.

UNIVERSAL DECLARATION OF HUMAN RIGHTS

No important judicial or administrative decisions concerning human rights have been made in or in respect of the Territory during the year. The Declaration of Human Rights has been translated and widely circulated.

RIGHT OF PETITION

There were no petitions to the Administering Authority, or to the Legislative Assembly of Western Samoa, during the year. One individual of European status directed three letters to the United Nations during the year calling attention to what he regarded as instances of maladministration in the Territory. These communications were circulated to members of the Trusteeship Council in accordance with the rules of procedure of that body.

The indigenous inhabitants are well aware of their right to submit petitions to the United Nations and have made full use of this right in the past, notably in the petition which led to the first United Nations Visiting Mission in 1947.

INFORMATION SERVICES

No restrictions of any kind were imposed, or were in force, regarding human rights and fundamental freedoms during 1957. These remarks apply also to the printing and publishing of newspapers and the importation of printed matter. No assembly was banned and the activities of associations were in no way curbed.

Many publications from countries outside Western Samoa find their way into the Territory, mainly in the form of periodicals from the United Kingdom, New Zealand, Australia, and the United States of America. An important step forward in the provision of literature in the Territory was taken in November when a Government reference and lending library was opened in Apia. The increasing use of the library facilities by indigenous inhabitants, especially those of school age, is encouraging evidence of their desire for knowledge and education. A donation of £5,000 towards the cost of constructing a permanent library building has been received from the family of the late O. F. Nelson

and it is hoped to press on with this project in the near future. A Mission Bookshop in Apia, which was opened in 1956, has filled a long-felt need in the provision of literature.

A weekly newspaper, *Samoa Bulletin*, is owned by a local company. It is a twelve-page tabloid printed in English and Samoan, and has a circulation of about 1,700 copies (although the number of persons reached by the *Bulletin* is much higher, copies being passed from hand to hand between families). Much of the *Bulletin* space is devoted to Government and political news and to political comment and it is unfortunate that it is the only printed medium for the expression of non-official viewpoints. However, the correspondence columns of the *Bulletin* are opened to all shades of opinion and it frequently prints letters critical of its own editorial policy.

The *Savali*, a Government publication with a circulation of 2,500 copies, is a monthly periodical, printed in Samoan only, which is distributed to the Pulenu'u for the information of the outlying villages, and to other interested persons. It contains information of an official nature, supplementary to that printed in the *Western Samoa Gazette* (in which are made known Orders, Warrants, Proclamations, etc.) and includes news items of wider interest.

A cyclostyled news sheet issued daily by the Secretariat Department contains short items of overseas news, local notices, mail notices, and other items of interest and importance. Other Government Departments, notably the Agriculture and Education Departments, also issue short information circulars covering matters of specialist interest. The proposals for constitutional development agreed upon in early 1956 were published in a small bilingual booklet which has been widely distributed in the Territory.

Four mission organisations publish periodicals covering events which are of interest to their adherents. Virtually all the matter published in these papers is religious and ecclesiastical, and they are printed in Samoan only. Frequency of publication and the number of copies vary.

Broadcasting in Western Samoan is undertaken by a Government Department, transmissions being made through Station 2AP, Apia. Broadcasts are in both the English and Samoan languages, and the station is regarded as the most important means of disseminating information throughout the Territory. By means such as the broadcasting of the proceedings of the Legislative Assembly, by educational talks, news broadcasts, and official information sessions, the service is providing a valuable link between Government and the people. A noteworthy achievement which is attracting much interest in other Pacific territories is the schools broadcasting session, prepared by a section of the Education Department.

Other regular programmes include a children's session, church services, and a radio message service. Most of the entertainment during the Samoan sessions is provided by Samoan artists. Programmes obtained from the United Nations and dealing with the Organisation and its specialised agencies and activities have been featured by 2AP. Most of these talks are translated into Samoan.

All the cinemas in the Territory are owned by private individuals or companies. One company operates a 35 mm. projector in a cinema in Apia with showings four nights a week and some matinees. It is well patronised by all sections of the community. In the outer districts three

operators show 16 mm. films with mobile units. They maintain a circuit, and showings vary in frequency according to the size of the box office and the ease of access to the locality. It is estimated that about 165,000 visits, the overwhelming majority by indigenous inhabitants, were made to cinema showings during 1957.

RELIGION AND MISSIONS

All Samoans profess some form of Christianity and have done so for about three generations. No indigenous religious movement, nor any similar movement, has arisen in recent times. As no legal restrictions on conscience or religious belief exist (save those implicit in the need to maintain the peace and good order of the community), and as no restrictive measure has been taken, there is no impediment in law to the development of indigenous religions or religious variations. The Samoan people are content with their present religious options.

There are no restrictions on the lawful activities of bona fide missionary organisations. Mission schools are not automatically subject to Government inspection, but missions usually welcome inspection by the Director of Education, who also discusses common problems with the mission authorities and has reached basic agreement with them about syllabuses, curricula, and standards of achievement at both the primary and secondary school levels.

The missions in the Territory bear an important part of the burden of education (see Chapter VIII—Educational Advancement), and actively instruct their adherents in their religious tenets. Samoan priests, pastors, nuns, and catechists are trained to share in this work. Almost every village has at least one large church, and there can be no doubt that the need to obtain money for church buildings (often a competitive business when the village pride runs high) has been, especially in the past, an important incentive to the indigenous inhabitants to produce surplus marketable and export crops.

No financial assistance is given to the missions by the Government, but duty is waived on building material, etc., used in building mission schools on the condition that they are open to children of all denominations and that their syllabus and general standard of work are subject to inspection by the Director of Education.

The number of missionaries in the Territory fluctuates during the year, but in general the London Missionary Society, with 53,687 adherents, maintains 4 missionaries (all of British origin); the Roman Catholic Mission, which has 20,869 adherents, normally has some 60 missionaries in the Territory (of various nationalities); the Methodists 3, to minister to 15,411 adherents; while the Mormon Mission, with 4,515 followers, has 99 missionaries (mostly American). The Seventh Day Adventists maintain 4 missionaries for their 1,108 adherents.

ADOPTION OF CHILDREN

By Samoan custom the adoption of children by foster parents is recognised and is extensively practised. In most cases children are adopted by foster parents at a very early age, and foster parents assume control to the exclusion of natural parents. Provided that the child lives in the adopting parents' family as a member of that family and gives allegiance to the adopting parents, it is, to all intents and purposes, recognised by Samoan custom as the child of the adopting parents.

Legal adoption in the Territory is provided for by the General Laws Ordinance 1931, under the provisions of which an application to the High Court may be made by any person of good repute for an order of adoption of a child. Before making such an order the High Court must be satisfied—

- (a) That the person proposing to adopt the child is of good repute and a fit and proper person to have the care and custody thereof and of sufficient ability to bring up, maintain, and educate the child;
- (b) That the welfare and interests of the child will be promoted by the adoption;
- (c) That the child, if over the age of twelve years, consents to the adoption;
- (d) That the parents, if living at the date of hearing of the application, or the legal guardian of the child, consent to the order.

The High Court may, at its discretion, vary, reverse, or discharge an order of adoption, subject to such conditions as it thinks fit. Where an order of adoption has been made, the adopting parent is for all purposes, civil, criminal, or otherwise, deemed in law to be the parent of the adopted child. No child can be adopted by more than one person, except that an order may be made in favour of husband and wife. Under the provisions of the law as they exist today, an order for adoption would not be made in favour of a person who might possibly take the child in marriage.

IMMIGRATION

Immigration into the Territory is administratively controlled by the Secretariat, with the assistance of the Police and Customs Departments, under the provisions of the Samoa Immigration Order 1930 and its amendments. The restriction on immigrants entering the Territory is that they are required to have a permit from the High Commissioner, and this permit usually entitles them to temporary residence for a period of up to six months. They are also required to deposit with the Collector of Customs a bond to cover their fare home and other possible obligations. The issue of permits is restricted to persons who prove to the satisfaction of the competent authority that they desire to enter Samoa as visitors only or for the purpose of business, pleasure, or health for a certain period and who undertake to leave Samoa at the end of that period. If a person to whom a temporary permit has been granted desires to remain in Samoa beyond the period for which the permit is granted, he may make application to the High Commissioner, who may, at his discretion, grant an extension from time to time. No person is permitted to become a permanent resident in Samoa unless and until he is so declared by the High Commissioner in writing under his hand, or until he has resided in Samoa for at least five years.

During the period under review there were no persons declared permanent residents of the Territory; some qualified by residence.

Neither the Territorial nor the Metropolitan Governments have any special policy for the immigration of displaced persons or refugees into the Territory. Samoans prefer to keep Samoa for their own rapidly increasing population, although there are exceptions to this principle. All available figures relating to immigration are given in Appendix I.

CHAPTER 3: STATUS OF WOMEN

Women as organised groups have an acknowledged and respected place in Samoan society. Individually, their position is derived from that of husband or parent and their status in the community changes with that of their menfolk. Women in Western Samoa are far from being an underprivileged section of the community. They are equal in law with men. Though by custom they are considered eligible to hold titles of any degree of importance, in practice few of them are elected as matai. A wife is not responsible in law for the debts of her husband, although a husband is normally responsible under common law for the necessary debts of his wife. The legal capacity of a married woman, whether contractual, proprietary, testamentary, or of any other kind, is the same as that of an unmarried woman, and marriage does not, save in respect of intestate succession, confer on either party any rights in respect of the property of the other. Samoan custom is consonant with the law on this point as far as "personal" property is concerned. Other property rights are, in the main, vested in the aiga as a whole, rather than in the individual.

Women may hold any public office and exercise all public functions on equal terms with men, and there is no differentiation made between the sexes as regards the right to work. Girls and boys have equal opportunities to compete for the award of scholarships tenable in New Zealand or elsewhere, and large numbers of girls are trained as nurses and school teachers or employed in Government and commercial offices and in shops.

Polygamy is contrary to both law and present custom. The minimum legal age for marriage is fourteen years for women and eighteen years for men. The consent of both parties is required. If the male and female are under the ages of twenty-one and nineteen years respectively, the consent of one parent is required, although a Judge of the High Court may, if he thinks fit, grant an exemption from this requirement. "Customary" marriages, where the parties merely agree to live together, are also common. Child marriage and bride price are unknown in Western Samoa.

Several of the women's organisations have already been listed. In practically all the villages, women's committees have been set up. They form valuable auxiliaries, particularly in the fields of public health and maternal and child welfare. In many districts the women's committees exert a powerful influence on the chiefs in matters of local interest or concern. There is a Central Women's Committee consisting of delegates from all the village committees, and meeting twice a year.

CHAPTER 4: LABOUR

Owing to the social structure of the Territory with its absence of a working class in the commonly accepted sense, there has in the past been little demand for a highly organised labour administration or labour legislation. However the increasing number of persons employed as salary and wage earners necessitates some basic labour legislation and a more formal machinery for the settlement of disputes. In 1953 an officer of the New Zealand Department of Labour visited the Territory and reported on labour conditions and desirable labour legislation. His

report has been considered closely by a Select Committee of the Legislative Assembly and by the Territorial Government, and the first of a series of Ordinances relating to labour was passed by the Assembly during the year. This was the Wages Council Ordinance, the provisions of which are described below. It is hoped that legislation will be enacted in 1958 governing employment conditions and workers compensation. In its capacity as an employer the Government has already voluntarily adopted a workers' compensation scheme.

The majority of the people of Western Samoa are still more or less fully employed in agricultural pursuits where the production of cash crops is regarded as subsidiary to the main purpose of food growing. The work of tending food crops and fishing remains a traditional service carried on under the authority of the matai, who, as part of his general exercise of family control, solves any problems connected with labour or the equitable distribution of produce or money earned from the sale of goods or services. In many cases a similar system operates where groups are employed by Government for unskilled work, such as that connected with road making; or by planters for agricultural work, or in other occupations such as wharf labouring, where monetary payment is made for the service rendered. No Samoan is entirely dependent on wages for sustenance: he shares in the products of his family lands and can always return to them. This ability to do without employment for direct monetary payment ensures him a measure of bargaining power. There are about 7,000 persons in the Territory who could be classed as wage and salary earners, and of these probably 6,000 are Samoans. At least half of these are employed in varying grades of skilled work by either the Government or the Western Samoa Trust Estates Corporation.

There is no recruiting of labour by any form of agency, either within or outside the Territory, except in the relatively few cases where the Public Service Commissioner advertises positions. No labour has been recruited into the Territory since the early years of the mandate system, and the few Chinese and Melanesians now remaining number under 200. They now are free citizens with full rights of citizenship. Persons from outside the Territory who accept jobs with either Government or commercial interests are almost invariably Europeans, usually New Zealanders or Australians, and in most cases they arrange contracts, the majority serving a three-year term with the option of renewal. In nearly all cases, transport to and from the Territory and housing are supplied by the employer. There is no friction between these people (who do not exceed 500 in total, including wives and families) and other sections of the population.

There is a tendency for numbers of workers, particularly those who are skilled or semi-skilled to leave the Territory to work in New Zealand. To offset the shortage of skilled labour in the Territory a trades training scheme has been put into operation and instruction at present is being given in motor mechanics, building and plumbing trades. In 1957 the classes were for skilled or semi-skilled workers of the "foreman" level, but it is expected that the range of tuition and of students will be extended in the near future. It is hoped that eventually a modified system of apprenticeship will evolve.

There is no compulsory labour allowed in the Territory, although at times villages provide free labour to assist public works in their locality.

There is no large-scale indebtedness of workers towards their employers or other persons.

No International Labour Organisation Conventions have been applied to the Territory during 1957. Those applied previously include: Weekly Rest (Industry); Forced Labour; Recruiting of Indigenous Workers; Contracts of Employment (Indigenous Workers); and Penal Sanctions (Indigenous Workers).

Before the enactment of the Wages Council Ordinance 1957 a Wages Tribunal set up by the High Commissioner in 1955 had power to recommend to Government from time to time minimum wage rates and also to provide for conciliation and arbitration. With the passing of the above Ordinance the Wages Tribunal has now ceased to exist. Details of wage rates fixed by the Tribunal and still in force are given in Appendix XVII. Rates of wages paid by the Government to casual labour are shown in Appendix II. The Wages Council Ordinance, which came into effect on 1 December 1957, enables the High Commissioner by Order to establish Wages Councils and Commissions of Inquiry if in his opinion no adequate machinery exists for the effective regulation of remuneration within a specified group of workers and employers. Such Councils and Commissions of Inquiry are empowered to recommend to the High Commissioner rates of remuneration to be embodied in a Wages Order. As yet no Councils or Commissions of Inquiry have been established under the Ordinance.

There is no indentured labour in the Territory.

The period of employment for labour employed by the Territorial Government is generally restricted to a forty-hour week, and ample provision is made for the observance of holidays. Most of the private employers follow the Government's standards. The Shopping Hours Ordinance 1931 and amendments limit the hours for which shops may be open to the public, and thus control the hours of shop workers. Payment to labourers is made in cash although in many cases rations are also supplied to workers either as part of, or, in the case of wharf labour, in addition to wages. In most cases quarters are supplied to plantation workers. Adequate sanitary facilities are provided in places of employment. Labour quarters, places of work, and sanitary conditions are all subject to inspection by the Health authorities.

There is no discrimination on account of sex, nationality, race, religious, or other associations in respect of working conditions, freedom of movement, either inside or beyond the Territory, or choice of employment. Women are employed in many light tasks such as cutting copra, weeding, etc., and in shops and stores, but there is little, if any, employment of juveniles outside the traditional Samoan economic organisation. There is no underground work and no night work except on those occasions when ships must be cleared, or copra and cocoa processing attended.

Domestic industry is non-existent except for some basket and mat making and shell work, all of which is sold by the craftsmen themselves to shops or direct to tourists.

Although their establishment is not prohibited, so far no trades unions have been formed. No labour disputes have occurred and there have been no offences against labour laws or regulations during the year.

CHAPTER 5: SOCIAL SECURITY AND WELFARE SERVICES

No comprehensive scheme of social security is needed in the Territory as far as most of the indigenous inhabitants are concerned. Samoan custom and the traditional structure of Samoan society provided that the very old and the very young are cared for by members of their aiga. Aged persons, widows, cripples, orphans, and abandoned and neglected children are considered the responsibility of their relatives, and if these relatives were not to protect and look after them they would incur considerable social odium. Delinquent children, and any other children who are not looked after by their families, come under the protection of the Child Welfare Officer (see Juvenile Delinquency). Persons with serious mental deficiencies are not numerous. Those only mildly affected are easily looked after within the aiga. The more grievous cases, if incurable, are housed in a special part of the prison in Apia. The very serious cases, especially the homicidal or dangerously insane, may be sent to New Zealand for treatment, although this is rarely necessary.

Unemployed workers in the Territory are paid no insurance, but usually return to their village and take up duties with their families. The Government, the bank, and the overseas firms have superannuation schemes which extend to all but casual employees. It should be remembered in this respect that there is among the indigenous inhabitants virtually no working class absolutely dependent upon wages. There are no community welfare services, although the various district hospitals, with the aid of the women's committees, perform some of the health services usually associated with such services. All treatment at hospitals and dispensaries, including maternity treatment, is free.

It is possible that among the poorer sections of the European community there might arise a need for more social security and better welfare services, but in most cases these persons are closely associated with their Samoan aiga and reap the benefit of that association by sharing in the common income through that mutual aid system which is part of Samoan custom. In a few cases the Government has assisted needy persons with grants of charitable aid or pensions. This includes the few old Chinese who cannot support themselves.

CHAPTER 6: STANDARD OF LIVING

There have been no full-scale surveys relevant to the standard of living of persons in the various sections of the community except for investigations undertaken in 1951-52 in connection with a consumers' price index. This index was based on family budgets of public servants, both seconded and local, and was drawn up to assist the Public Service Commissioner in his work of fixing fair and equitable salaries. It is kept up to date and is printed in Appendix XVI of this report. It is difficult, if not impossible, to ascertain the cost of living for indigenous inhabitants for, as already stated elsewhere in this report, the greater part of their food, housing, and fuel is obtained through the traditional domestic economy. Many part-Europeans tend to live more in European fashion, and consequently their expenses on imported commodities are comparatively high, while there is also a tendency for Samoans living in and close to Apia to purchase a greater amount of European type goods of all descriptions than those living in the more remote areas.

Any improvement in the standard of living depends fundamentally on production. Services and facilities of all descriptions are constantly being expanded in the country areas to bring to the people more of the amenities of Western civilisation, but any substantial rise in the people's basic standard of living must depend largely on the money they can earn by the sale of their crops. The prosperity of the Territory in recent years is reflected in the well-being and good health of the persons who make up the community. Malnutrition and poverty are virtually unknown, as is explained at greater length in other sections of this report.

CHAPTER 7: PUBLIC HEALTH

GENERAL ORGANISATION

No legislation affecting public health and sanitation was enacted during the year. The yaws control campaign, which was commenced towards the end of 1955 and which was carried out with the assistance of WHO and UNICEF, was brought to a successful conclusion in October 1957. Continued measures to keep this disease under control, including periodic mass resurveys to assess the position from time to time, will now form part of the normal activities of the Health Department.

A non-official member of the Executive Council, as Minister for Health, is responsible for the affairs of the Department. The administrative control of the Department is exercised by the Director of Health, who is an officer experienced in public health matters and medical administration. The departmental organisation controls one central 250-bed hospital situated at Apia and fourteen district hospitals located at various convenient points round both islands. The district hospitals provide a total of some 200 beds. The dental service is situated at the Apia Hospital, as are ancillary services, such as the laboratory, X-ray department, and the central pharmacy. Also controlled from Apia are the public health services, a tuberculosis control section, and the Yaws Control Campaign.

Over recent years, the Director of Health has also held the position of Medical Superintendent of the Apia Hospital. At the beginning of the year the staff of qualified medical practitioners, in addition to the Director, consisted of a Surgeon Specialist and four Medical Officers, one of whom has special knowledge and experience in the field of tuberculosis control. One Medical Officer resigned, without replacement, towards the end of the year. This Medical Officer had acted for some three or four months as Medical Officer of Health but except for this brief period there was no Medical Officer of Health and the control of all public health activities remained a direct responsibility of the Director. The forty-three Samoan Medical Practitioners (S.M.P.'s) are men who have qualified at the Central Medical School in Suva, Fiji, after completing the medical course at that School. With the very small staff of overseas qualified medical practitioners, the S.M.P.'s form the real backbone of the medical service. All medical work outside the Apia urban area, and a great deal of the day to day work at the Apia Hospital, is carried out by these men. Some are attached to specialised units and one has had the immediate responsibility for direction of the yaws control campaign. Some have had special training and experience in such subjects as public health, tuberculosis control, and mental and

eye diseases. In addition to the medical staff there is a qualified dental officer, a pharmacist, and two radiographers. These, with the exception of one Samoan radiographer who qualified in New Zealand, are seconded personnel. There is also a qualified laboratory technician who is a local European. The public health staff consists of a Chief Sanitary Inspector, a Meat Inspector, and a number of locally trained Samoan sanitary assistants.

A number of local born persons are also receiving training in New Zealand with a view to entering the medical profession in the Territory after qualifying. For an account of this refer to heading of "Training and Health Education."

Except for an arrangement whereby the people in the country areas contribute one-half of the capital cost of new building works in the area, the Government meets all necessary maintenance and construction costs. The hospital centre at Apia, since it serves the whole of Samoa, is entirely a Government responsibility. There are no local boards of health, but the village women's committees and village and district councils cooperate with the Health Department in its health activities and work in close association with the district S.M.P.'s and District Nurses.

The specialised units operating in the Territory covering the treatment of tuberculosis and yaws, and engaging in maternal and child health, are explained more fully below. Malaria is unknown in the Territory. Venereal disease presents no problem, the number of cases being very small and the patients usually willing to be treated without even the exertion of moral pressure. The incidence of leprosy remains low, only sixteen new cases being reported during the year. These cases are now treated effectively at the small eighteen-bed leprosarium at the Apia Hospital, although a number of cases sent in past years remain at the Fiji Leprosy Hospital at Makogai.

NURSING STAFF

The nursing staff is headed by a Matron, an Assistant Matron, a Tutor Sister, a Health Sister, a Sister in charge of the Maternity Ward, and six nursing Sisters. Three nursing Sisters and one Staff Nurse (later promoted to be a Sister) are local girls who have obtained their qualifications in New Zealand. The full composition of the nursing staff as at 31 December 1957 is shown in Appendix XIX. Local training of nurses in each of the past few years is shown in the following table:

	1951	1953	1955	1956	1957
Number of nurses recruited for training at Nurses Training School, Apia	53	59	54	44	51
Number of nurses graduated in the year	6	6	15	24	19
Number of nurses now employed who have completed local training	34	58	61	87	94

REGIONAL AND INTERNATIONAL COOPERATION

The Governments of New Zealand and Western Samoa are members of the South Pacific Health Service and cooperate closely with that organisation, from which the Territorial Government obtains a number of its qualified medical staff. Over the period from August 1955 to October 1957 the World Health Organisation conducted a yaws control campaign in the Territory and supplied an expert team to work in association with staff of the Health Department. Materials for the

campaign, including all penicillin used, were supplied by UNICEF. Discussions with WHO are continuing on the matter of a proposed tuberculosis control campaign, which it is hoped may be commenced with the assistance of that organisation in 1959. The Metropolitan and Territorial Governments collaborate closely with the Medical Research Council of New Zealand, which from time to time sends research workers to the Territory to study local medical and health problems. The Health Department also maintains an association with the South Pacific Commission. An example of this association may be seen from the Health Education Course to which reference has already been made.

TUBERCULOSIS CONTROL

The organised control of tuberculosis in the Territory has been increasing yearly, and since the return of one of the qualified medical staff from a specialised course in New Zealand in 1955, and the subsequent establishment at the Apia Hospital of a small unit to concentrate on this disease, its treatment and control have become even more effective.

The Apia Hospital provides accommodation for some eighty-four tuberculosis patients, but almost all these beds continue to be fully occupied and there is a long waiting list. Treatment in hospital consists largely of bed rest, streptomycin, I.N.H. (isonicotinic acid hydrazide) and P.A.S. (para amino salicylic acid) and occasionally lung collapse therapy (artificial pneumothorax and pneumo-peritoneum). Mantoux tests were carried out in cases where diagnosis was in doubt or as a preliminary to B.C.G. vaccination.

During 1957 some twenty-one persons were known to have died from tuberculosis, but it is likely that this figure falls short of the actual number of deaths from this disease. New cases added to the Tuberculosis Register in 1957 numbered 276. The Chest Clinic at the Apia Hospital is the centre of tuberculosis control work and 2,295 cases were seen there during 1957. During the year 113 visits were made to women's committees throughout the Territory and lectures were given on the prevention and control of tuberculosis by proper care. During these visits a large number of contacts and suspected cases were examined and registered cases reviewed. Housing conditions of tuberculosis patients in the villages were also investigated. The position with regard to known cases of tuberculosis in the Territory at the end of 1957 is set out in Appendix XIX.

THE TREPONEMATOSES

Yaws:

The yaws control campaign conducted with the assistance of WHO and UNICEF was brought to a most successful conclusion in October 1957 with the completion of the final resurveys. The last member of the WHO team left in December and work in yaws control now passes into the hands of the Health Department. Final corrected figures showing work done and results achieved are not yet available but there can be no doubt of the success of the campaign or of the dramatic reduction in the incidence of yaws in the Territory.

Venereal Diseases:

Two cases only of syphilis, while forty-three new cases of gonorrhoea were reported during the year.

RESEARCH

There are no *ad hoc* research institutions in the Territory, but from time to time research workers from the South Pacific Health Service, South Pacific Commission, and the Medical Research Council of New Zealand visit Samoa to investigate matters which appear to require looking into. However, there are no major problems whose causes are in doubt, and the principal need is not research but the effective application of existing knowledge. These matters involve both personal service and money, and some are dependent as well on the general raising of the standards of hygiene and sanitation. Nevertheless, studies carried out by research workers do add to the useful knowledge of the conditions which are encountered in medical work, and tribute should be paid to the stimulus and interest which the presence of the research worker inspires in the local staff, largely due to the spirit of helpfulness displayed by such research workers.

MATERNAL AND CHILD HEALTH

Pre-natal and Maternity Clinics

The principal pre-natal clinic is at the Apia Hospital, and provides a service which is growing rapidly. Expectant mothers are attended by a Sister who is a fully qualified midwife, and, if necessary, by a Medical Officer. Not all expectant mothers attending the ante-natal clinic are confined in the hospital as, particularly among Samoans, it is usual for the confinement to take place in the patient's own home, but the resources of the hospital are available if necessary. In the district areas both District Nurses and Samoan Medical Practitioners provide assistance as required, and the District Nurses, especially in their baby clinic sessions, are consulted by expectant mothers.

Child health clinics, and particularly clinics for young children and babies, are a regular feature of the work of District Nurses. The clinics are well attended, and their work is greatly assisted by the village women's committees. Careful records are kept of the progress of each baby, which is weighed and examined, and treated for minor ailments if necessary. Advice is given to the mothers individually and collectively. Regular refresher courses for nurses are held in Apia, where teaching is given by nursing staff and doctors, techniques are demonstrated, and problems discussed. Special attention is being given at present to problems arising at the weaning period, which is a difficult adjustment period for all babies, but especially so in tropical countries where the variety of food suitable for young stomachs is limited.

There are no fully reliable figures concerning the extent to which mothers have skilled attendance by either midwife or doctor at the time of birth, although a notification system exists whereby all births coming to the notice of medical or nursing staff are required to be notified to the Director of Health. Details of the maternity work carried out during the year are given in Appendix XIX.

Care of Children

The children at the schools are paid regular visits by the District Nurses and Samoan Medical Practitioners. All schools are visited, but the number of visits depends on the ease of access to the school. Many of

the schools have a medicine cupboard where dressings and a few simple medicines are kept for emergency use or for use by the S.M.P. or District Nurse. One S.M.P. and five nurses are employed exclusively on school visiting around Apia.

A mobile dental clinic operates in the villages, while in Apia any children thought by the visiting S.M.P. or school nurses to be in need of dental treatment are referred to the hospital dentist. The value of a six-monthly dental check is emphasised.

District Nurses

There are twenty-six District Nurses stationed at strategic points throughout the Territory. These are fully trained Samoan nurses of experience, and they have the duty of visiting regularly all villages in their areas. Working in close association with the women's committees, they supervise the health and welfare of women and children, treating minor ailments of both school and pre-school children; advising mothers on the care and nurture of infants; seeing and advising pregnant women; visiting schools to inspect children; and conducting health education classes in schools and villages. The work could not be done so effectively without the great assistance given by the women's committees in the villages. The following figures will give some small indication of the amount of work carried out by the District Nurses during 1957:

Examination of babies and pre-school children	..	114,554
Consultations for ante-natal cases	.. ..	8,946
Lectures to schools	.. ..	1,155
Lectures to women's committees	.. ..	5,444

A very large number of treatments for minor injuries and such minor ailments as scabies, impetigo, ringworms, boils, etc., are carried out each year by the district and schools nurses.

QUALIFICATIONS OF MEDICAL AND DENTAL PRACTITIONERS

Persons are entitled to practise as physicians in accordance with the terms of the Samoa Amendment Act 1951, section 13. Briefly, medical practitioners registered in the United Kingdom or in New Zealand may practise in Samoa. A person not so registered, but holding a certificate from the Medical Council of New Zealand to the effect that he has attained a standard of practice in medicine and surgery equivalent to the standard required for registration in New Zealand as a medical practitioner, may also practise in Samoa. One doctor who holds a medical degree obtained in Germany is employed under this arrangement. There is also provision for persons who are graduates of the Central Medical School, Suva, Fiji, to practise medicine and surgery in Samoa under the direction and control of the Director of Health. There are no private medical practitioners in Samoa at present.

Unqualified practitioners do exist, but perform a minor role as comparatively few of the population appear to regard them as in any way competent. Their practice is largely clandestine. Where it is apparent that they are doing positive harm, criminal proceedings are taken. No proven cases have occurred during the year.

The normal establishment also provides for one overseas qualified dentist and a number of locally trained Samoan dental practitioners,

whose training and ability limit their usefulness to the ordinary types of conservative and operative dentistry. They do not undertake prosthetic work. There are no regulations governing the practice of dentistry in Samoa, the Government dentists working under the overall supervision of the Director of Health. Throughout the year much has been done to improve the standard and extent of dental services.

PHARMACISTS, LABORATORY, AND X-RAY WORKERS

The officers in charge of the pharmacy, laboratory, and X-ray services all have full qualifications obtained overseas. One of the two Radiographers is a Samoan who trained and qualified in New Zealand under the scholarship scheme and returned to the Territory during the year. A number of other members of the staff in all these branches have been locally trained but could not be placed in a position of full responsibility for the work and administration of their respective divisions as a whole. Details of the work carried out in these divisions during 1957 are given in Appendix XIX.

ENVIRONMENTAL SANITATION

As has been stated, there was no Medical Officer of Health during the year except for a brief period when these duties were carried out in an acting capacity by one of the more junior Medical Officers, who later resigned. The public health staff has consisted of a Chief Sanitary Inspector, a Meat Inspector, and a number of Samoan sanitary assistants, and the overall direction of public health work has remained an immediate responsibility of the Director of Health.

In Apia there is a daily collection of refuse from the hospital and the main street, and twice weekly from the remainder of the Apia area. This refuse is tipped into the swamp not far from Apia, and covered over. The collection is controlled by the Health Department. At present there is no reticulated sewerage system in Apia but there are a fair number of septic tanks, although owing to the swampy nature of the ground these are not always efficient and nuisances arise from time to time. Pit latrines are mainly used in the town area, but in the villages sea latrines are preferred. At some of the places where pit latrines are used the laval rock causes difficulty in digging with the result that these have not always proved suitable, especially at times of flood. The village latrines, which are generally grouped along the seashore, are usually of substandard construction and soon fall into disuse. To alleviate this situation the idea of pit latrines, communally shared or privately owned, has been introduced. A departmental officer has been trained in the use of explosives to blow holes in the rocks in areas where there is no danger of polluting water supplies. The scheme started off slowly, but now requests for assistance are coming from many villages.

WATER SUPPLY

Apia, the only urban area in Samoa, receives its water supply from the rivers and streams rising behind the town. The main supply is received from the Vaisigano River by means of a 9 in. pipe, and there are also two further supplies - a 6 in. one from Vailima Stream, and a second of 9 in. from a spring on the western branch of the Fuluasou River, both of which augment the Apia supply. A total of 20,000 people

is served by this system. At times the heavy rains wash down the surface soil, causing discoloration.

The rural water supplies are derived from streams, springs, wells, and cisterns. There are some twenty piped supplies, some of which are taken from streams and others from springs. At the end of 1957, over 20,000 persons in country areas were being served from these supplies. In the country areas, the control of water supplies is placed under village and district committees, and the women's committees also assist in supervising the maintenance and distribution of the supplies in the villages. The initial cost of the main distribution is borne by the Government, while capital expenditure for local reticulation is arranged by the appropriate village or district committee, which then becomes responsible for maintenance costs of the whole scheme.

INSPECTION OF FOODSTUFFS

Milk inspection and testing are carried out at the pasturising plant in Apia and this, together with herd testing, has had its effect in improving the quality of the milk. Cooked foods such as pies, bread, etc., are inspected regularly. Stores tend to create a problem as there are over 400 of them scattered over both islands, and many of them do not measure up in all respects to the requirements, but the standards are improving. Butchers' shops are also gradually improving, and in the not too distant future it is hoped that all will have reached a high standard. The methods of transporting meat have already been markedly improved. All meat killed for public sale in the Apia district has to be inspected at the place of killing by a meat inspector. This inspection includes inspection of the live beast where possible, as well as the dead beast with all its internal organs complete. Where large killings take place for feasts in the outlying districts, a similar inspection is made.

PREVALENCE OF DISEASES

Samoa is fortunate in that by reason of its remoteness from the areas of the major pestilential diseases these diseases do not occur. The Territory is free from malaria since there are no anopheline mosquito vectors. Filariasis is endemic. The recent yaws control campaign has reduced the incidence of this disease to a very small residuum, though the position will, of course, have to continue to be carefully watched. Two widespread epidemics, one of measles and one of "Asian" influenza, occurred during the year. There were no cases of poliomyelitis. The incidence of other communicable diseases followed much the same annual pattern.

MORTALITY

Owing to difficulties associated with the recording and reporting of deaths in the country areas, no reliable figures for the principal causes of death can be given. Many persons dying in the more remote rural areas are not seen before death by a medical practitioner and suggestions as to possible causes of death given by village officials or even nurses would require to be viewed with considerable reserve. Hospital figures would, of course, be a very incomplete guide to total mortality.

PREVENTIVE MEASURES

The major organised campaign against a prevalent disease carried out during the year was that against yaws. Measures of tuberculosis control have already been discussed. Immunisations against smallpox, typhoid fever, tetanus, and whooping cough continue as a part of the health services and from time to time local campaigns of immunisation are organised by the Samoan Medical Practitioners in villages and schools in their districts. Sporadic cases of typhoid fever continue to occur.

QUARANTINE

All vessels and aircraft arriving in the Territory from overseas, with the exception of inter-island vessels plying only between Western Samoa and American Samoa, are required to be inspected and given medical clearance by a Medical Officer.

TRAINING AND HEALTH EDUCATION

Medical officers are either recruited direct from New Zealand or are obtained on secondment from the South Pacific Health Service. The Administering Authority has also adopted a policy of sending locally born persons with suitable educational qualifications for overseas training to enter the medical or allied technical professions. One of these students completed his final examinations in medicine in 1957 and continued his internship in a New Zealand hospital during the rest of the year. Four more students, including one already qualified as an S.M.P., are undertaking the medical course in a New Zealand University under the scholarship scheme. At the end of the year, one Samoan Sister and one Samoan Staff Nurse, both New Zealand trained, were on the staff of the Apia Hospital while two other Samoan girls were continuing their training in New Zealand. One scholarship boy has completed his course as a Pharmacist and is in Australia gaining further experience, while another, trained in New Zealand as a radiographer, returned in 1957 and took up a post in the Apia Hospital staff.

During 1957 there were no Samoan students undertaking courses at the Central Medical School in Fiji. An endeavour is made to bring S.M.P.'s stationed in the country districts back into the Apia Hospital from time to time for refresher courses in general medicine and surgery or in special subjects. A training course for nurses is provided at the Nurses Training School in Apia where theoretical and practical instruction is given by a Tutor Sister and nursing and medical staff over a period of three years. Training in midwifery is incorporated in the general nursing course.

Health education is carried on by a European Health Sister with her staff of Samoan District Nurses as well as by the S.M.P.'s. The Health Sister supervises the District Nurses and endeavours to make a visit to each of nearly 300 women's committees at least once in every year. On the occasion of these visits, pre-school children are seen and lectures on health topics are given. Posters and other health education material obtained from the South Pacific Health Service or the South Pacific Commission are in use. The recent S.P.C.-WHO Health Education Course also afforded an opportunity for two officers (one S.M.P. and

one nurse) of the Department to gain a wider knowledge of the various aspects of health education. Health education is thus carried on continuously as part of the Health Departments normal activities.

An endeavour is made to place an emphasis on the public health side of the work of the Department and improvement in village hygiene and sanitation is also the theme of educational work carried on by S.M.P.s. and District Nurses. There is an increasing confidence in the Government's medical and health services with a corresponding decline in undesirable indigenous practices.

NUTRITION

Infant malnutrition, particularly at the difficult weaning period, presents something of a problem, and the efforts of district health workers, as well as hospital, medical and nursing staff, are constantly directed towards the teaching of proper methods of infant feeding.

Staple foods are taro, bananas, breadfruit, chicken, pork, and fish. Oranges are plentiful in some places in season. Certain other Samoan foodstuffs are also seasonal in supply and consumption. A major difficulty in Apia, which is still without an adequate market, is to establish a convenient and easily controlled centre for the marketing of produce. A centre such as this is becoming increasingly necessary to provide not only for the growing urban population which owns no land nearby, but also for the large floating population. In general, the nutritional state of the community is good and there is nothing to suggest that adult malnutrition arising simply from dietary causes without other related factors occurs to any significant extent, if at all. Supplementary feeding for pregnant women, nursing mothers, or school children, as a matter of general policy, is not considered to be necessary though some such dietary supplement may, of course, be required in individual cases.

CHAPTER 8: NARCOTIC DRUGS

There is no manufacture of narcotics in the Territory, and generally control follows the usual international methods.

There are a few morphine addicts known to the authorities. These number thirteen, and are a relic of the days when there was a considerable Chinese labour force in the Territory. To these a strictly limited quantity of opium is provided on a ration basis.

There is no significant traffic in narcotic drugs.

CHAPTER 9: DRUGS

No drugs are manufactured in the Territory. There are no pharmacists other than the Government pharmacist, and local stores sell only a few lines of simple home remedies.

CHAPTER 10: ALCOHOL AND SPIRITS

The Samoa Act 1921 prohibits the sale of intoxicating liquor to all persons except for medicinal, sacramental, or industrial purposes. This legislation is in keeping with the League of Nations' Mandate for Samoa, Article 3 of which provided that "the supply of intoxicating spirits and beverages to the natives shall be prohibited".

In 1946 the League of Nations' Mandate was superseded by the Trusteeship Agreement, under which the Administering Authority is required to "control in the interests of the inhabitants the manufacture, importation, and distribution of intoxicating spirits and beverages".

Although since 1946 the Administering Authority has been no longer required to prohibit the sale of intoxicating liquor to Samoans, no substantial change was made in the laws relating to intoxicating liquor until the passage of the Samoa Amendment Act 1956, which is to come into force by Proclamation on a date to be determined (see below).

Up to 1948 the consumption of liquor was under permits issued by the Medical Officer of Health; he alone decided who might drink and the quantity of liquor that could be purchased. It is clear that even in those days the entitlement of liquor did not depend entirely upon the state of health. In 1948 an Advisory Liquor Board was constituted to advise and assist the Medical Officer in the allocation of liquor permits. The members of this board are appointed by the High Commissioner. There is no legal provision for this board, and it derives its authority from the fact that the Director of Health is a member of it.

This divergence from the strict letter of the law paved the way for a fresh investigation into the control of liquor in Western Samoa. In 1952 a Commission of Inquiry was appointed for this purpose. The Commission's principal recommendations, the great value of which lay in their conservatism, were briefly as follows:

- (1) The retention of a permit system, but on a straight-forward personal merit instead of a pseudo-medical basis. In other words, the status of the present Advisory Liquor Board should be changed so that it, and not a Medical Officer, would be empowered by law to determine who might drink, and how much liquor a "permit holder" might purchase every month.
- (2) The Samoan Government (through the Liquor Board) to retain a monopoly of the importation and sale of liquor.

The Commission's report was given wide publicity in Samoa, and was laid before the Legislative Assembly of Western Samoa in October 1953. In introducing the report in the Assembly, the Attorney-General of Western Samoa said it was clear that the Commission had based its recommendations on the following principles:

- (a) Under the conditions now existing in the Territory, with the bulk of the population uneducated to the use of intoxicating liquor and susceptible to its effect, it would be impossible to allow everyone to drink as of right:
- (b) The necessity to avoid discrimination ruled out the possibility of permitting drinking by races or classes and required it to be done on the basis of personal privilege:
- (c) Accepting that principle, it became clear that the case of each individual must be considered on its merits:
- (d) Any system of control adopted should be of such a kind as to be acceptable or adaptable to the changes in the social life of the community:
- (e) No distinction can be treated legislatively and the only alternative which appeared to be open was to control the supply and consumption administratively and at the individual level.

After a general debate in which every member spoke, the Legislative Assembly passed a motion in which it approved in principle the recommendations of the Commission, and recommended that the New Zealand Government give consideration to the passing of enabling legislation to give effect to the Commission's findings.

The relevant sections of the Samoa Amendment Act 1956, when they come into force, will give effect to the recommendations of the Commission. The new Act retains in the New Zealand legislation the basic provisions relating to the control of liquor in Western Samoa but permits the Legislative Assembly to pass an Ordinance regulating the sale and consumption of liquor in the Territory. It is intended that such an Ordinance will be introduced in the special February 1958 session of the Legislative Assembly. There are obvious advantages in permitting the local legislature to discuss and to regulate liquor within these limits in anticipation of the day when complete responsibility for all decisions relating to liquor will be assumed in the Territory.

The Ordinance referred to above will, when passed—

- (a) Set up a Liquor Board, and provide for the method of appointment of its chairman and members, the duration of their office, and provision for the filling of vacancies:
- (b) Vest the control of the importation (if delegated by the High Commissioner) and the sale and consumption of liquor in the Liquor Board:
- (c) Permit the sale of liquor by the Liquor Board on behalf of the Crown to the holders of a permit issued by the Liquor Board:
- (d) Empower the Liquor Board in its discretion to issue permits for the purchase of liquor subject to such limitations as to time and as to the quantity and kind of liquor which may be purchased as the Board may think fit:
- (e) Empower the Liquor Board to review any permit, and for that purpose to call upon a permit holder to show cause why his permit should not be cancelled, suspended, or varied.

There is no indigenous alcoholic drink. Kava, which is drunk by Samoans on ceremonial occasions, does not ferment and becomes stale and unpalatable if allowed to stand. The police are vigilant in suppressing the illegal manufacture of liquor.

The following table gives details of liquor imported during the year:

Type of Liquor	Average Percentage of Alcohol by Weight	Quantity Imported	Value	Main Countries of Origin
		Gallons	£	
Spirits—				
Whisky	40·0 to 45·0	4,026	5,580	United Kingdom, Australia.
Brandy				
Gin				
Rum				
Wines (port, sherry, champagne, table, etc.)	12·0 to 18·0	583	839	{ Australia, France, New Zealand, United Kingdom, Germany.
Beer and stout	4·0 to 4·8	54,096	18,997	

The above figures show a substantial increase on those of 1956. This increase has been due partly to the increase in the number of permit holders and partly to the increasing number of temporary permits issued

to tourists. The recent establishment of several social clubs resulted in more permit holders making use of their full allocations.

Importations for sacramental purposes were 254 gallons of wine; for hospital and other purposes, 1,672 gallons of alcohol.

CHAPTER 11: HOUSING AND TOWN AND COUNTRY PLANNING

The main legislation concerning housing comprises the Samoa Health Ordinance 1921, the Board of Health Regulations No. 6 of 1923, and the Building Alignment Ordinance 1932. These together laid down the minimum health, safety, and sanitary standards to which any building used as a dwelling place or office, shop, etc., must conform, and provide penalties for the contravention of regulations issued under the Ordinance. They do not, however, include Samoan fale built by or for Samoans. Building alignments really apply only to all land within and adjacent to the Apia town area where all buildings must have their lines fixed by the Chief Surveyor, and a permit to build is not granted unless this is done. No new building may be erected on the seaward side of the Beach Road in Apia unless it be for public purposes approved by the High Commissioner. In addition, although there is no legislation to this effect, the practice has now commenced in the more important areas of the town of allowing buildings to be constructed only in permanent materials. In this connection, the Chief Fire Officer assists in the determination of relevant areas.

Most of the indigenous inhabitants live in villages in fale. This traditional Samoan building is usually round or oval with shingle floors, the roofs of sugar cane thatch being supported on the sides by a number of posts. The coconut leaf blinds which can be lowered all round the open side area prevents exposure to wind or rain. There is a tendency in the areas more affected by contact with Europeans for fale to have iron roofs, concrete floors, and lattice-work walls, thus achieving a fused Samoan-European architectural form. A happier hybrid is the oblong concrete building, much used by pastors and chiefs, which has walls, and sometimes rooms in each corner, but, like a fale, is open down each side and, in some cases, at each end. Some indigenous inhabitants, of course, prefer fully European style houses. There is no planning problem in the Samoan villages as the normal pattern is for the houses to be grouped round the village green with cooking houses placed behind them, nearer the surrounding plantation areas. Village councils ensure that no encroachment is made on this village green, or malae, and also ensure that the grass is kept cut and that the general aspect of the village is one of cleanliness and tidiness.

Most European houses follow normal Western constructional styles, adapted to tropical conditions. The part-Samoans of European status, in housing as in many other of their activities and attributes, bridge the gap between the full Europeans and the indigenous inhabitants. Some live in fale, some in hybrid houses, and some in the ordinary European way of living according to their individual circumstances and background.

In Apia, a town planning problem exists. A Town Planning Committee was set up in 1954 for the purpose of advising the Government in meeting the need for more planning in Apia, until such time as the townfolk organise themselves into a municipal authority. Technical

aspects of Apia town planning have been investigated by departmental officers immediately concerned with building, sanitation, traffic control, survey, and fire services and with this basic information now available it is proposed to reconstitute the Apia Town Planning Committee early in 1958. The Minister of Lands will be Chairman of the new body, which will be known as the Apia Advisory Committee. It is hoped that the new body, representative of all sections of the town community, will eventually make possible the development of some form of local government for the Apia urban area.

Mining and industrial areas do not exist in the Territory, the labour lines in some of the plantations being the nearest approach to workers' houses that are known. These vary greatly, ranging from corrugated iron dormitories to isolated or self-contained little groups of fale.

CHAPTER 12: PROSTITUTION

Prostitution presents no problem, as no cases have been reported for some years. In the circumstances, the legal provision made in the Samoa Act 1921 has been deemed sufficient. Venereal diseases do not present a problem.

CHAPTER 13: PENAL ORGANISATION

Crime in the Territory is mostly of a very minor nature, as over 70 per cent of the cases coming before the Court are for bylaw (usually traffic) breaches, or for minor thefts. The increase in cases reported over the last few years is generally regarded as resulting from increased efficiency on the part of the police in the detection of crime. There are no special factors responsible for crime in the Territory excepting that in times of drought or other cause of food shortages, theft tends to increase.

The single penal institution in the Territory, the prison situated at Tafa'igata, is under the control of the Superintendent of Police, who is in turn responsible to the Minister for Police and Prisons. The prison staff comprises a chief gaoler, a gaoler, two corporals, fourteen warders, and two wardresses. Male applicants who join the prison staff are usually selected from the police, and must be over twenty-seven years of age and of good character. Wardresses are usually in their late thirties when appointed. Training for new staff members is carried out "on the job" under the supervision of the more experienced staff.

All sentences imposed by the High Court are with hard labour irrespective of the period of imprisonment, unless otherwise specified (Samoa Act 1921). There is no remuneration given to prisoners. The Governor-General of New Zealand may pardon a prisoner or remit any part of a sentence of imprisonment or a fine, or commute a death sentence to one of imprisonment. The High Commissioner possesses similar powers in regard to sentences of imprisonment for less than a year. Prisoners released before the completion of their full term are subject to no restriction, and may take up their normal civilian occupations again. Imprisonment usually carries with it little social stigma as far as the indigenous inhabitants are concerned. In the case of those serving a life-sentence, the general practice is that the case is reviewed after about fifteen years by the Governor-General of New Zealand, the High Commissioner, and the Chief Judge. If the conduct and industry

of the prisoner are considered satisfactory and the circumstances of the case justify it, the Governor-General may remit any portion of the prisoner's sentence, subject to such conditions as he thinks fit.

The prison, which is a comparatively new building, with good sanitary and general conditions, is set in 190 acres of land. The organisation and operation of the institution is governed by the Prisons Ordinance and Regulations 1953. Male prisoners, for the most part, are employed in the prison farm in food planting and growing activities, while those confined to cells undertake Samoan handicrafts work, as do women prisoners. A few good-conduct prisoners are employed outside the confines of the prison area on duties in Apia, such as the cleaning of Government offices and grounds. These men work under police supervision and return to the prison each evening. Those criminals who are insane are housed in separate cells under the observation of a warder, while serious cases may be removed to New Zealand under warrant of the High Court.

Under the provisions of the 1953 Ordinance a visiting committee has been appointed and makes a monthly inspection of the institution. Missionaries and pastors visit the prison weekly, but no educational services are provided for prisoners, although opportunity is given them to read suitable literature. Doctors visit the prison three times a week, and more frequently if required. Persons seriously ill are sent to Apia Hospital. The Director of Health inspects the prisoners each month, and the Chief Judge also makes regular visits. A dental officer visits the prison once a week.

Prisoners are grouped into first offenders and others, and the two groups are housed separately, have different warders, and usually work apart. Steps are being taken to teach suitable prisoners crafts such as carpentry and shoe-making. Prisoners on discharge are given free passage to their respective villages, but are not further looked after by the Government. No prisoners are sent long distances from prison, and no indigenous inhabitants (save persons of unsound mind) may be removed outside the Territory and kept in custody. The consent of the Governor-General of New Zealand in Council is necessary before any other resident of the Territory may be transferred to a New Zealand prison.

JUVENILE DELINQUENCY

Juvenile delinquency in the Territory does not present a serious problem. Youths appear in open Court and, if they are under sixteen years of age, the Judge requests a report from the Child Welfare Officer.

Up till 1956 the sole Child Welfare Officer was the Superintendent of Police appointed under the provisions of the General Laws Ordinance 1931, but in that year, in order to make better provision for the care of female delinquents, three local women of good standing and character were appointed as Female Child Welfare Officers. These women act in a honorary capacity, and only when specifically called upon. Any expenses they may incur are, of course, paid by Government, but so far their services have not been needed.

No child under sixteen years of age is normally sent to prison. He (or she) is placed under the care of the Child Welfare Officer who, if necessary, finds for him (or her) a suitable home. The Child Welfare

Officer visits the child and at times make special provision for its care and safety afterwards – for example, ordering that the child visit Apia only when under the care of a parent. Only very rarely does this treatment fail. In the only case in the last seven years that a juvenile, after repeated warnings, was sent to prison, he was segregated from the other prisoners and given special attention and care. Juvenile delinquents, considered as persons under sixteen years of age who habitually break the law or engage in anti-social activities, are extremely rare. The only special legislation which makes provision for juvenile delinquents is that relating to the Child Welfare Officer. Under this legislation (General Laws Ordinance 1931) the High Court may make an order that any child living in a place detrimental to its physical or moral well-being is to be committed to the care of the Child Welfare Officer. When such an order is made, the Child Welfare Officer has the same powers and rights in respect of the child as if he were its guardian, and is required to care for and control the upbringing of the child, subject to the directions of the High Court and in accordance with any regulations made by the High Commissioner under the Ordinance. The High Court may at its discretion, on the application of the Child Welfare Officer or any interested person, give instructions relating to the upbringing, treatment, discipline, control, and education of any child in respect of whom an order of committal has been made. Every order of committal ceases to have any force or effect when the child has reached the age of sixteen years. The High Commissioner may, by Proclamation, prescribe the duties and powers of the Child Welfare Officer and the treatment, control, and discipline of children committed to his care.

The Ordinance further provides a penalty of imprisonment for one year or a fine of £100 for anyone obstructing in any way the implementation of an order of committal.

Part VIII: Educational Advancement

CHAPTER 1: GENERAL EDUCATIONAL SYSTEM

Other than a clause in the Samoa Act 1921 which states that the Government shall establish schools, there are no regulations governing education in the Territory. The drafting of the proposed Education Bill is not yet completed and because of the accumulation in drafting arrears it is likely that its introduction may be delayed for some time. The overall policy has been—

- (1) To provide a sound system of primary education for children of school age, with the full realisation that the great mass of them will live, and will continue to live, in villages and be dependent on agricultural pursuits.
- (2) To make provision so that senior students may obtain manual, technical, and agricultural training that will enable them to become more useful members of Samoan society.
- (3) To select from the primary school children those thought best fitted for a higher education and to provide for them a sound secondary education so as to prepare them for clerical or administrative positions, higher specialist training, or entrance to a university.
- (4) To provide adult education that will induce a fuller understanding of the responsibilities of citizenship, increase efficiency in work, and contribute to the more fruitful use of leisure.

The Samoans themselves play an important part in the formulation of policy through their representatives in the various legislative and executive bodies of Government, and many of the Education Department's senior administrative officers are Samoans.

The Department of Education and five missions are responsible for education in Western Samoa. Of these the Government organisation is quite the most comprehensive, employing, apart from administrative staff, about 560 teachers, of whom about half hold the Samoan teacher's certificate. This ratio is increasing. The Education Department comprises the Director, the Assistant Director, Samoan Inspectors, school teachers, and various specialist officers employed in school broadcasting, manual training, trades training, arts and crafts, infant schools, and the public library. The Minister for Education and the Director of Education have been assisted in their formulation of policy by a Standing Committee of the Legislative Assembly.

For convenience of supervision and inspection, the Government schools system is divided into eight districts, each controlled by a Samoan inspector whose duty it is to pay visits of inspection in his district. The Samoan inspector is also responsible for keeping teachers conversant with the latest teaching techniques and maintaining the general standard of the schools. The inspectors themselves are from time to time visited by the Director or his assistant. The reports of the school inspectors keep the Department fully informed regarding rolls, general efficiency,

the state of buildings and equipment, and the desires of the local school committees where these are in operation. The missions supervise and inspect their own schools.

There is also close and harmonious relationship between the Department of Education and the missions which has led to the use of a common syllabus and textbooks. The Education Department's publications are made available to the missions, who also use the educational broadcasts to advantage. Mission teachers attend Government refresher courses.

AIMS

The aim of the Territorial Government and the Administering Authority is to provide a general education for all, this being a prerequisite to creating an educated public fully capable of understanding and of taking an active part in a democratic State. Samoa is primarily an agricultural country, and it is essential therefore that the education system should be such that it will both encourage and enable the majority of the people to be happy on the land and to become better and more productive farmers. There are two residential boys' primary schools at Avele and Vaipouli with a practical agricultural bias.

Another long-term educational aim is to develop a sound and adequate system of secondary education, as successful self-government requires that as many executive positions as possible should be held by Samoans. The New Zealand Government has each year awarded a number of scholarships tenable by Samoan students for study in New Zealand schools. During this period of education the aptitudes of the students are noted so that upon completion of the secondary school courses they may be directed to commercial training, trade apprenticeships, or higher education at the university. Thus a number of students are receiving training as teachers, nurses, and apprentices in numerous trades, or are undergoing professional training as doctors, pharmacists, etc. Since 1945 a total of 137 students have been awarded Government scholarships in New Zealand. No new scholarships are being awarded for 1958 at the secondary school level, Samoa College now being sufficiently advanced to prepare students for the New Zealand School Certificate and University Entrance examinations. No award for university study has been made for 1958 in respect of students matriculated in Western Samoa.

The awarding of a large number of overseas scholarships at the primary and secondary school levels was regarded as a short-term policy until the Government of Western Samoa had the requisite facilities to undertake most of this education within the Territory. To facilitate this the New Zealand Government provided funds for the establishment of Samoa College, which at present comprises both primary and secondary departments. Ultimately the college will enrol 300 to 400 selected post-primary students. The college, which opened in 1953, now has 231 children in the primary section and 181 (an increase of 25 over 1956) on the roll of the secondary department. In 1957 7 students passed senior New Zealand examinations.

NON-GOVERNMENTAL SCHOOLS

The missions, which were in the educational field long before the Government, have established various types of schools throughout Western Samoa. All of the missions conduct elementary schools of the

pastor or catechist type in those villages where they have churches. These schools are concerned primarily with religious instruction, but, depending upon the ability and enthusiasm of the pastor or catechist, they teach a modicum of secular subjects at an elementary level. Such schools, which take pupils of all ages, are not always conducted regularly throughout the year, and are not supervised by the Government. Their great value, is that, in addition to giving religious training, they enable practically every Samoan child to become literate in his own language. Besides these pastors' schools, the missions conduct primary schools, secondary schools, theological colleges, and one girls' school for commercial training. Missions wishing to build schools may import their materials duty free, and have occasionally received Government grants in aid. The mission schools which have imported building materials free of duty or have received Government grants are subject to inspection by the Education Department and must be open to children of all denominations. An agreement was made in 1952 whereby a quota of mission students enter the Teachers' Training College. The students, upon the completion of their training, return to mission schools to teach.

There are no schools established on a basis of racial, colour, or religious segregation in the Territory. The missions naturally tend first to enrol pupils of their own religious faith, but their schools are usually open to children of all denominations. Religious instruction is not given in Government schools, and although it is a part of the curriculum of mission schools, children of other faiths attending these schools are not compelled to take part in the religious exercises.

TEACHING OF UNITED NATIONS PRINCIPLES

Teaching concerning the aims and work of the United Nations, the Specialised Agencies, and the Trusteeship system is a feature of the curriculum of all schools, and is a recognised part of the social studies course.

COMPULSORY EDUCATION

Although there is as yet no provision for compulsory education the New Zealand Director of Education, in a report prepared in 1954, suggested a plan whereby it might be introduced district by district. As more schools are built and sufficient teachers trained it should be possible to put this recommendation into effect, but this process will depend on the financial resources available in the Territory. Reductions in teaching staff were planned for early 1958 to cope with current budgetary difficulties. At present, wherever there are Government village schools there is free primary education for boys and girls. Secondary education is available for children selected by competitive examinations.

There are no local laws or customs restricting the education of girls. For both sexes, education is similar in the "core" subjects, the only differentiations being in handicrafts, manual training, and in parts of the general science course in secondary schools.

Due to the rising costs of education, and partly to equate the benefits received by children living in Apia as compared with those in the remote country areas, it was decided during 1956 to introduce a system of fees for students attending residential and urban Government schools. The fees range from £1 10s. per year for infants to £3 per year

for students attending secondary school, the two boys' residential schools, and the Teachers' Training College. The fees are paid into School Trust Accounts and the money used for school maintenance, purchase of equipment, sports materials, library books, musical instruments, etc., and in the case of the Avele and Vaipouli residential schools, for the purchase of extra medical supplies and food. The pupils have a voice in the way in which the funds are to be spent.

Scholarships to New Zealand and to the Fiji Medical School have been open to students of both Government and mission schools. In addition, some of the missions offer scholarships enabling students to attend their own secondary schools, or, in certain cases, to obtain education overseas in mission or Government schools of higher learning.

The Government makes no provision for the transport of pupils to schools. Those living far from schools generally arrange to stay with friends or members of their family who are living in a village near to the school. Those whose homes are on bus routes travel to school by bus at reduced fares.

SCHOOL BUILDINGS AND EQUIPMENT

During recent years the Government has carried out an extensive school building programme and there are now numerous school buildings constructed of concrete and timber which are large, airy, cool, well lighted, and provided with modern sanitation, a good water supply, electric lighting, and ample playing areas. Provision has been made in these schools for libraries, art and craft work, and the use of visual aids such as educational films and film strips. The village people, too, have become aware of the advantages of having their school buildings erected of more durable materials. Whereas in the past the practice was for the villagers to build Samoan thatched houses, the present trend is for the villagers to erect open-air reinforced concrete buildings largely at their own expense. Up to the present thirty-four have been completed and twenty are under construction. This and the fact that many villagers house the teachers and supply some food indicates the willingness with which the Samoan people strive to provide education for their children.

In accordance with Government practice the cost of building district schools is subsidised £1 for £1 with a maximum Government contribution of £500. Materials are supplied at cost price. The Government supplies seats and desks to schools of this type, and also assists the school committees in the provision of tanks for drinking water. All Government schools are supplied with radios, cupboards, maps, and other equipment.

FUTURE BUILDING PROGRAMME

The projected building programme includes Avele Agricultural College, the completion of Samoa College, extensions at Vaipouli, and the provision of houses for district inspectors.

TEXTBOOKS, ETC.

The Education Department maintains a large supply store from which all types of equipment, stationery, and textbooks are issued, or are sold to the schools at cost price. In order to meet the immediate needs of the primary schools, departmental officers have written and cyclo-styled in the Samoan language textbooks in arithmetic, social studies,

health, and music. In the secondary schools all teaching is in English, the textbooks being largely the same as those used in New Zealand. In an endeavour to improve the textbook situation the Islands Education section of the New Zealand Education Department has engaged the services of a teacher with many years' experience in the Pacific to produce textbooks in simple English for the use of both pupils and teachers. Books from the Department's school library of 11,000 volumes are issued regularly to outlying schools on the book box system. However, other than the *Samoan School Journal*, there is little written in the vernacular which is suitable for educational reading. This journal, published by the New Zealand Education Department and paid for by the New Zealand Government, is issued six times a year, and distributed free to all Government and mission primary schools. In addition, the New Zealand Government makes available to Samoan teachers and schools the *New Zealand School Journal* and other educational publications.

An important avenue of education is by means of the radio and all Government schools and any mission schools that so request are supplied with free radio receivers. In order that the schools may gain the maximum benefit from the broadcasts, they receive regularly copies of the junior and senior numbers of the *Teachers' Guide*. This well-illustrated publication sets out fully the lessons for the month and provides comprehensive hints and instructions for the teacher.

The residential schools and larger day schools, both Government and mission, are in the process of developing libraries. Most of the books are written in English, as little in the way of Samoan literature is available. In 1956 the Government also began to establish a central lending and reference library in Apia. The library opened in temporary quarters in November 1957 and has been well patronised.

YOUTH ORGANISATIONS

The Government and mission schools sponsor several strong youth organisations for boys and girls. In addition to old boys' and old girls' associations which work for the benefit of their schools, there are Boy Scouts, Girl Guides, Boys' Brigades, Girls' Life Brigades, Every Boys' Rally, and Junior Red Cross Association, all being keenly supported and doing valuable work for the youth of Samoa. Sport plays a significant part in the social life of the Territory. It is highly organised in the schools where athletics, rugby football, outdoor basketball, and cricket are all popular in their respective seasons. In the districts, Samoan cricket and rugby football are played, while in the Apia urban area sports associations arrange competitive sport for the young people who belong to the many football, cricket, basketball, hockey, and tennis clubs.

CHAPTER 2: PRIMARY SCHOOLS

GENERAL

The Government primary schools fall into the following categories:

- (a) The 107 village schools, staffed by locally trained Samoan teachers, many of them uncertificated, and most of them with only an elementary education, which educate pupils from Primer 1 to Standard 4:

- (b) The ten district schools, staffed by the most competent Samoan teachers, which draw the brighter pupils from Standard 4 in the village schools and educate them for a further two years in Forms I and II:
- (c) The two residential schools, Avele and Vaipouli, staffed by both seconded and Samoan teachers, which educate boys from Standard 3 to Form III:
- (d) The urban schools for the Samoan and European children living in the Apia area, and comprising the Apia Infant School and the Apia Primary School. These institutions are staffed by teachers seconded from New Zealand, locally certified teachers, and Samoan teachers holding New Zealand certificates. Classes range from Primer 1 to Form II. The junior department of Samoa College, an accelerate school, enrolls only Samoan pupils below Standard 3. The three Apia schools, with rolls totalling 1,333 children, are also used as "practising" schools for teacher trainees from the Training College.

Children enrolling at six years of age and spending one year in each class normally complete their education at about fourteen or fifteen, when the best of them sit the Primary School Leaving Certificate. From all these schools the best pupils may win a place in the post-primary department at Samoa College. However, for many pupils the advantage of obtaining two additional years' education beyond the village school level enables them to obtain junior positions in the business firms or in Government Departments. While the basic syllabus of all primary schools is the same, some schools, because of more highly qualified staff, are able to take their pupils to a higher educational level, and can provide for a degree of specialisation in agriculture, arts and crafts. These are the features which distinguish the schools in (b), (c) and (d) above from the village schools.

It is realised that it will be several years before the standard of primary education in the village and district schools will allow all their pupils to continue successfully at a secondary school. For this reason provision has been made for a sound primary education for the brightest of these pupils, both boys and girls, at Samoa College, where, with a fully qualified staff and in the best of educational environments, they receive an education comparable with that of a good New Zealand primary school. The college opened as a day school. A start was made with the erection of a dining hall and kitchen, staff quarters, and dormitories. Unfortunately, because of financial difficulties, the work was halted during the year.

POLICY IN PRIMARY SCHOOLS

The missions' educational policy is similar to that of the Government, with the addition that they emphasise the necessity for definite and regular instruction in Christian principles. The Government policy has already been outlined.

CURRICULUM IN PRIMARY SCHOOLS

Generally, the basic subjects in all primary schools are Samoan language and custom, English language, arithmetic, health, social studies, natural science, music, dancing, arts and crafts, and physical

education. The degree to which these subjects are taught varies according to the type of school and the ability of the staff.

Woodwork and homecraft instruction is given to senior pupils of the primary schools in the Apia area, as well as to Training College students and pupils of the secondary department of Samoa College. A Trades Training Officer was appointed during 1957 and in-service training, largely theoretical, was commenced in building construction, motor-engineering, and electrical wiring. A trades training workshop and drafting room were in course of construction. These will be completed and fully equipped for the commencement of practical classes in trades training in 1958.

At Avele and Vaipouli agricultural schools there are large plantations and the boys, in addition to the normal syllabus, receive instruction which has a practical and agricultural bias.

Mention has already been made in the section on Land and Agriculture (Chapter III) of the proposed reorganisation of Avele Agricultural School into a regional Agricultural College for students from Western Samoa and other New Zealand island territories.

The policy regarding the teaching of language is to make it possible for all Samoans to become bilingual, with the English language as their second tongue. Those pupils who speak only Samoan and come from Samoan-speaking homes commence their learning in the vernacular. In the junior classes a steadily increasing amount of English is taught until at about the Standard 4 or Form I level it is possible for the pupils to do all their learning in English. In the senior classes of the primary schools all teaching is in English, though the Samoan language is retained as a subject. Children from English-speaking homes do all their learning in English, but may have Samoan language as a subject. As far as is practicable, the missions follow the same course in the teaching of language. The amount and quality of English taught are largely determined by the proficiency of the Samoan teachers in that language. As yet a great number of them are not fluent in English.

CLASSIFICATION AND ATTENDANCE

Pupils are not classified or enrolled in schools on a racial or religious basis and all schools, both Government and mission, are open to all children alike, although the missions naturally prefer to take care of children of their own denomination if possible. The lack of an efficient registration and record system, particularly in the mission schools, makes it impossible to classify the children in age-for-class groups, although broad estimates have been given in Appendix XXII.

EDUCATIONAL WASTAGE

While attendance is excellent in the residential and urban area schools, it varies a great deal between one village school and another. Reasons for non-attendance may include friction in the villages, attendance at village social or religious functions, or the need for the children, particularly boys, to help in the family plantations. These same reasons, especially the need to assist in the plantations, contribute to the considerable educational wastage at present experienced. However, with the better opportunities offered for those having a more advanced education, general attendance is improving each year and there is an increasing desire to stay longer at school.

CHAPTER 3: SECONDARY SCHOOLS

GENERAL

The Government maintains one secondary school, Samoa College. This college is equipped and staffed in a manner similar to that of a New Zealand secondary school. Each year 100 or more of the best pupils from Government and mission primary schools are selected by competitive examination for entry to the College. The College will eventually be residential, and now has 181 pupils on the roll of the secondary department. The missions also conduct secondary schools of varying types. In addition to the vocational schools previously mentioned, there are theological colleges and five high schools, including one coeducational institution. In the latter the basic curriculum is similar to that used in Samoa College, though religious instruction is included.

POLICY

The educational policy as regards secondary education is to educate the more intelligent students to enable them eventually to fill the higher positions in all spheres of Samoan society. The missions have an additional aim in that they wish some of their students to occupy high positions in the church.

CURRICULUM IN SECONDARY SCHOOLS

The medium of instruction in the Samoan secondary schools is English, the curriculum and textbooks being to a large extent the same as those used in secondary schools in New Zealand. Students who enter these schools at the age of fifteen or older take general, commercial, or academic courses. The core subjects are English, social studies, arithmetic, music, health, and general science. Those taking the commercial course include bookkeeping, commercial practice, shorthand, and typing; those taking the academic course include mathematics, human biology, and advanced general science. At the conclusion of the third year students may sit for the Samoan Public Service Examination, and at the end of the fourth year, for the New Zealand School Certificate Examination. In 1957 two passed the New Zealand School Certificate Examination, and twenty-eight, including some attending night school, gained the Samoan Public Service Examination. Fifteen secondary pupils were accepted for entry to the Teachers' Training College.

VOCATIONAL TRAINING SCHOOLS

The Government conducts two vocational training schools at a semi-post-primary level, one for teacher training and the other for nurse training. The Nurses' Training School enrolls girls from both Government and mission schools who become nurse trainees attached to the hospital staff. In addition to the practical and theoretical work relating to nursing practice, they receive additional education in the English language.

The Teachers' Training College has a roll of 231 students drawn from Government and mission primary and secondary schools. The students enrol for a two years' course. In addition to general educational subjects,

particular emphasis is laid upon the greater teaching of English and of those subjects which specifically concern the art of teaching – namely, the history and practice of education, child psychology, and teaching method and practice. The first-year students continue their general education but spend approximately half their time in practical teaching; and the second-year students have still more teaching practice. As the educational qualifications of the students entering the college are higher each year, the standard of teacher training is improving, and it is expected that, in the near future, all will enter the college from post-primary schools.

One vocational school at the secondary-school level is conducted by a mission school. It is a commercial school for girls which provides instruction in shorthand, typing, and commercial practice.

The missions also conduct theological colleges, where their students are trained to enter the ministry.

During the year, after negotiation between the Governments of New Zealand and Western Samoa and various other South Pacific territories, it was decided to develop the Avele boys' residential school as a regional Agricultural College with the aid of a New Zealand Government grant. It is intended that the school will open in 1958 with students from Western Samoa and the other New Zealand island territories of the Cook Islands, Niue, and the Tokelau Islands. Maintenance costs will be borne on a *pro rata* basis by territories with students at the college. Administrative control will be vested in the Department of Agriculture.

CLASSIFICATION AND ATTENDANCE

Age classification in secondary classes is given in Appendix XXII.

Because secondary schools are few and the number of students gaining entry to them is strictly limited to those of fairly high intelligence and interest, the attendance is generally good. The chief cause of educational wastage is the pressure exerted by some parents to have their children leave school in order to assist on the family plantation, or to obtain work in Apia.

CHAPTER 4: INSTITUTIONS OF HIGHER EDUCATION

There are no institutions of higher education in the Territory yet. The Suva Medical School in Fiji is the nearest such institution, and scholarships are awarded to some of the best male students from the Government and mission schools to enable them to undertake medical training. There are in New Zealand institutions of higher education such as teachers' training colleges and universities at which Samoan scholarship students may continue their education. Two students completed university degrees under the scholarship scheme in 1957. One graduated M.B., Ch.B. and the other B.A.

Since the inception of the scheme in 1945, a total of 137 scholarships have been awarded at an approximate cost of £160,000. Of these eight have been terminated and thirty-nine have completed and returned to Samoa. Six have resigned or gone on leave without pay for further studies. Forty-six are receiving secondary education and forty-four special training as follows: five at medical school, five full-time university students, one accountancy student, one chemist, seven teacher trainees, one Lands and Survey cadet, five nursing trainees, thirteen in various trades, and six printing trainees. In all cases all fees, cost of

clothes, books, etc., are met by the Administering Authority, or, where this is not practical, suitable allowances are paid. The language of instruction is English.

In addition, the Government of the United States of America has awarded to students from Western Samoa, in accordance with United Nations General Assembly Resolution 557 of 18 January 1952, four scholarships tenable in American universities. Three of these scholarships were granted for the academic year 1957-58.

CHAPTER 5: OTHER SCHOOLS

There are no special schools for children below school age, for physically or mentally handicapped persons, juvenile delinquents, or other special cases in the Territory. Educational facilities for professional and vocational trainees have been discussed above.

CHAPTER 6: TEACHERS

GENERAL

In order to become registered, Government teachers are now required to hold either a Samoan Trained Teacher's Certificate, or a Trained Teachers' Certificate from an English-speaking nation. Comparatively few students receive a secondary education, and the majority of the teacher trainees are selected from the top classes of the Government and missionary primary schools after an entrance examination and personal interview. They are therefore capable of teaching primary school classes only. Now that there is a greatly enlarged, better equipped, and more adequately staffed Teachers' Training College, and greater financial inducements to students, more students apply for entry to the Teachers' Training College. Each year the standard of applicants is higher and more entrants are now coming from post-primary schools. In 1957 forty such students entered the Teachers' Training College. There are no other public, mission, or private teacher training institutions in the Territory.

Reductions are projected in the number of students entering the Training College in 1958 in view of budgetary restrictions.

REFRESHER COURSES AND TEACHERS' AIDS

Annual refresher courses are held for Government and mission teachers. These are well attended and achieve good results.

All schools receive free copies of the junior and senior *Teachers' Monthly Guide*. All have radios over which they hear, and participate in broadcast lessons which are a model of their kind. These radio lessons are supplemented by the *Tomatau* or *Samoan Teachers' Guide* which is published with sections suitable for application to the appropriate work of primers, standards, or forms. The schools are supplied with certain teaching aids such as maps, reference books, library books, and the *New Zealand School Journal*, which is primarily for the teacher's reading. The larger day and residential schools, both Government and mission, are equipped with moving-picture projectors and regularly receive a supply of educational films. Two itinerant visual

aid instructors travel from school to school lecturing and showing educational film strips. Teachers in the town area are able to attend adult education night classes. An educational magazine service has been established for teachers, who may also purchase cheap editions of educational literature in order to build up their own libraries. Certain selected inspectors and teachers undertake refresher courses of from three to six months' duration in New Zealand.

SALARY SCALE

The salary scale for teachers is printed in Appendix XXII.

CHAPTER 7: ADULT AND COMMUNITY EDUCATION

There is little illiteracy in the Territory as all Samoans in their youth attend pastors' schools in the villages where they learn to read and write in the vernacular and almost all are capable of reading the Samoan Bible.

A regular course of adult education is given by seconded teachers at classes conducted in Apia. The subjects of instruction are English, core mathematics, geography, social studies, bookkeeping, and commercial practice. The standard of work is equivalent to that of first, second, and third year classes in a secondary school, and enables the students to sit for the Samoan Public Service Examination. Two hundred and seven students, drawn mainly from commercial firms and Government Departments, enrolled in the classes during 1957. Fees of 10s. per subject per term are charged.

The Health Department sponsors women's committees in the villages throughout Western Samoa. These are visited by District Nurses, Samoan Medical Practitioners, and European officers of the Health Department, who give practical demonstrations and lectures concerning general health, child welfare, and village sanitation. Women's committees take an active interest in the general tidiness and sanitation of the village and in the health, cleanliness, and clothing of the children, and their regular attendance at school.

Many adults in the villages attend the showing of film strips given by the itinerant visual aids officer when he visits the school. Many have access to the commercial cinemas. Information concerning health, agriculture, commercial, local, and world news is broadcast from the Apia radio station, and is printed in the *Samoa Bulletin*. Details of these activities are given under the relevant headings (i.e., Information Services and Cinema). Samoan traditional songs are frequently recorded by the broadcasting authorities during trips through the Territory and are broadcast as well as being kept on tape. The "School Days" held in each district also do much to promote interest in traditional and new Samoan arts and crafts.

An increasing number of adults listen to the educational broadcasts to village schools, and many read the *Samoa School Journal* brought home by their children. It is possible that in time and with the help of teachers and Samoan Medical Practitioners living in the village, the village schools could become small community centres.

It is hoped in the next few years to do even more, especially by medium of radio, in the field of adult and community education.

CHAPTER 8: CULTURE AND RESEARCH

Much of the information requested in this section of the United Nations questionnaire has already been given earlier in this report. However, more recent developments are listed below:

While there has been no social research as such during the year, an American Fulbright scholar has been studying the domestic income of the Samoan villager, and it is expected that his findings will prove to be of value in assessing more accurately the data relating to national income.

SOCIAL RESEARCH

Medical research has been undertaken by several organisations on a number of subjects. The Island Territories Committee of the New Zealand Medical Research Council from time to time sends a team of research workers to investigate various problems, and, although no field research was undertaken by this organisation in 1957, its members keep in close contact with developments in Samoa.

EDUCATIONAL RESEARCH

At present no educational research is being undertaken in Western Samoa.

INDIGENOUS ARTS AND CULTURES

There are no special museums, parks, or institutions for the encouragement of arts or crafts in the Territory. The only historical monuments which are under the protection of the Territorial Government are Vailima, former home of Robert Louis Stevenson, and his nearby tomb. Vailima is now the official residence of the High Commissioner.

Certain craft work and relics, and species of flora and fauna are, however, protected by Ordinances mentioned earlier in the report. Government schools, and to a certain extent, mission schools, make provision for the fostering of indigenous arts and crafts in the form of Samoan songs, dances, and the various types of handicraft. The strength of Samoan custom in itself provides an additional safeguard against the dying out of traditional cultural activities.

From September to October 1957 two New Zealand archaeologists visited Western Samoa with the general aim of attempting a review of the nature and significance of archaeological evidence in the Territory. Secondary aims were the recovery of items of prehistoric Samoan material culture and the discovery of an early site of settlement to give a date to the original inhabitation of Samoa. The results of these investigations, although interesting, are as yet inconclusive, some evidence awaiting radio carbon testing.

LANGUAGE AND LITERATURE

All indigenous inhabitants and virtually all the part-Samoan population speak the Samoan language, while most of the part-Samoans also speak English, as do many of the Samoans. Most of the non-Samoan population speak English, while a few of the older settlers also occasionally use other languages. The Samoan language project has continued during the year and the linguistic expert, Mr Milner, continued his work at the London School of African and Oriental Studies.

PRINTING AND PUBLISHING FACILITIES

The main printing establishment in Samoa is the Samoan Printing and Publishing Company. This company is owned by the same persons who own the *Samoa Bulletin*, and engages in a great variety of printing work, in addition to producing the twelve-page weekly newspaper. Much Government work is undertaken by this firm, although the Government has set up its own printing office which will commence operations early in 1958. The New Zealand Government is assisting with equipment and technical assistance for the initial establishment period. The Seventh Day Adventist Mission, the Roman Catholic Mission, and the London Missionary Society all have small printing presses. The London Missionary Society press situated at Malua (the headquarters of the Society) is of special interest as it was one of the earliest printing presses set up in the Pacific, having been established in Samoa in 1839. Since then it has printed books for the schools and churches of the London Missionary Society. Numbered amongst its publications are Pratt's Dictionary and Grammar of the Samoan Language, which remains the authoritative and standard work on the language, and some writings by Robert Louis Stevenson. The Malua Press has at times worked commercially, and in the past has acted as the official Samoan Government Printing Office. It now produces a considerable amount of books, pamphlets, and religious material for use by the London Missionary Society throughout the whole Pacific area.

CINEMA FACILITIES

The cinema facilities have already been described in Part VII, Chapter 2, of this report. All films are censored, under the General Laws Ordinance 1931, by censors appointed by the Government from among reputable and discriminating citizens. About 90 per cent of the audience is composed of indigenous inhabitants.

Part IX: Publications

Copies of laws and general regulations affecting Western Samoa are transmitted to the United Nations for the information of members of the Trusteeship Council. No bibliographies referring to the Territory have been published during 1957.

Part X: Resolutions and Recommendations of the General Assembly and the Trusteeship Council

For the sake of clarity it is proposed to deal *seriatim* with the resolutions that the Trusteeship Council adopted at its eighteenth session in July 1957 when it considered the annual report of the Administering Authority for 1956. All these resolutions, and the earlier resolutions and recommendations of the Council and General Assembly, have been widely publicised in the Territory.

POLITICAL AND CONSTITUTIONAL PROGRESS

1. "The Council notes with satisfaction that, in accordance with Samoa Amendment Act 1956, which came into force as from 1 September 1956, the Executive Council was enlarged by the addition of two members giving effect to the provisions of the Act for the establishment of a member system of government under which the elected members of the Executive Council, as well as the official members enjoy full status as members responsible for departments allotted to them. In this connection the Council notes with satisfaction that four Samoan members appointed by the High Commissioner from among the Samoan elected members of the Legislative Assembly have assumed responsibility for the Departments of Agriculture, of Lands, of Education and of Health respectively."

The 1957 Samoan Amendment Act increased from four to five the number of Samoan Executive Councillors elected from among the Samoan Members of the Legislative Assembly. With the appointment of an elected Leader of Government Business in early 1958 the number of official members of the Executive Council (and of the Legislative Assembly) was reduced from three to two, making the total membership of the Council (excluding the High Commissioner and Fautua) nine. These nine members are now entitled Ministers and have Ministerial responsibility for the various Departments and activities of the Government.

2. "The Council also notes that a further step in the envisaged constitutional development will be taken later in 1957, when elections will take place of a new and enlarged legislature consisting of forty-eight members to replace the present Legislative Assembly and the Fono of Faipule."

The Fono of Faipule was abolished in October 1957 and elections held in the following month established a new Legislative Assembly of forty-five Samoan members, five European members, and three officials. With the appointment of a Leader of Government Business in early 1958 the number of official members was reduced to two (the Financial Secretary and the Attorney-General).

3. "The Council reiterates the hope that the Administering Authority will find it possible progressively to remove most of the reserved subjects and enactments so as to enlarge the competence of the legislature."

The passage of the 1957 Samoa Amendment Act afforded the occasion for a further rearrangement of, and reduction in, reserved legislation. The Second Schedule of the Act lists the enactments that remain reserved (apart from one or two supplementary regulations). All these enactments are concerned with basic constitutional matters or with defence and external affairs. The Administering Authority has already expressed its intention of keeping the number and content of reserved enactments constantly under review.

4. "The Council notes with satisfaction that the District and Village Government Board participated in the work of defining administrative districts which were established in 1956, and it expresses the hope that these will soon provide a basis for the early establishment of district councils."

The Board continued to meet during the year under review and its work resulted in the preparation of bylaws for five local government boards. Movements to set up district councils in three other districts have made good progress.

5. "The Council commends the Administering Authority and the Samoan people for the harmonious manner in which they are cooperating towards the implementation of the constitutional reforms in the Territory."

During 1957 the Administering Authority and the leaders of the Samoan people continued to consult together and cooperate in the implementation of constitutional reforms, some of them of great importance.

COMMON STATUS

6. "The Council notes the progress made by the Samoan Status Committee concerning the question of Samoan citizenship. It expresses the hope that the new legislature will be able to find a solution to the question of the common status of the inhabitants in the near future."

This resolution (and the others adopted by the Council) has been brought to the notice of the Samoan authorities. The Administering Authority shares the hope of the Trusteeship Council that the new legislature will at an early date give constructive consideration to the question of common status.

SUFFRAGE

7. "The Council reiterates its hope, which is shared by the Administering Authority, that the Samoan people will come to accept as soon as possible adult suffrage for the whole Territory, and notes that the possibility of making legal provision for it is the subject of discussion between the Administering Authority and the Samoan leaders."

Under the legislation passed in 1957, Samoan suffrage remains limited to matai. In order to preserve flexibility, however, and more easily to permit a liberalisation of the franchise whenever the Samoan people so desire, the detailed legislative provisions relating to Samoan suffrage were laid down not by statute, but by regulation. While some Samoan

candidates in the 1957 elections appeared to favour an extension of the franchise, the weight of evidence indicates that public opinion still supports matai suffrage.

PUBLIC SERVICE

8. "The Council notes with satisfaction that, during the year under review, Samoan participation in positions of responsibility has increased and that the ratio of Samoans in senior positions will increase progressively as large numbers of younger persons who have had the benefit of higher education in New Zealand and elsewhere gain experience in the Public Service. It considers, however, that further efforts should be made by the Administering Authority to accelerate the training of Samoans for senior positions, and recommends to the Administering Authority that it consider increasing the number of Samoans to be sent to New Zealand to gain administrative experience."

In 1957 a Samoan Administrative Officer took over many of the duties of the European Resident Commissioner, Savai'i, when the latter retired. Arrangements were made during the year for two Police officers and two senior officers of the Fire Department to go to New Zealand for training. By the end of the year, however, reductions and reorganisation of staff (brought about by the Territory's budgetary difficulties) hindered, at least temporarily, the planning of further such training.

ECONOMIC DEVELOPMENT

GENERAL

9. "The Council notes with satisfaction the measures taken for the economic development of the Territory, particularly, the construction of roads, the diversification of crops, pest control and the geological and soil survey. The Council notes, however, that there is as yet no over-all long-term development plan and, considering that such a plan is desirable, reiterates its previous recommendation that the Administering Authority find it possible to draw up, in cooperation with representatives of the Samoan people, such a plan, taking fully into account the outcome of the technical surveys which are at present being conducted."

Economic developments occurring in the year under review have been mentioned in the appropriate parts of this report. Early in 1958 the Administering Authority gave to the Territorial Government a grant which, among other things, is intended to ensure that work on agricultural extension and land development is not restricted as a result of the Territory's budgetary difficulties.

With the establishment of a new legislature and Executive Council, a senior Minister was appointed Minister for Economic Development. It is felt that the creation of this position was in furtherance of the general idea behind the Council's resolution.

BANKING

10. "The Council notes that a survey has been conducted into the banking needs of the Territory and expresses the hope that the Administering Authority will give encouragement to the development of a banking system geared to the needs of the Samoan people."

The recommendations in the report on banking which was submitted by the Financial Survey team have been considered and negotiations based on them are proceeding between the interested parties.

INCOME TAX AND FINANCIAL SURVEY

11. "The Council notes with satisfaction the introduction of the income tax regulations during the year under review, and expresses the hope that the initial difficulties attending its introduction will soon be overcome. The Council further expresses the hope that the survey which is at present being conducted by a group of experts concerning the financial needs of the Territory will make it possible to find additional ways and means of increasing the revenues of the Territory."

The system of income tax appears to be settling down satisfactorily. While revenue from this source in 1957 was not as great as was estimated, returns from some sections of the community are expected to increase as the Commissioner of Inland Revenue extends his authority.

The Financial Survey indicated several possible changes in the Territory's budgetary and financial procedures but did not make any firm recommendations regarding taxation. The experts felt that "every effort should be made to increase the national income, and consequently tax revenues, rather than merely reallocate existing income". It seems clear that the causes of the Territory's budgetary problem are basically economic (e.g., the failure to increase *per capita* production) or socio-economic, not simply financial or fiscal.

TRANSFER OF NEW ZEALAND REPARATION ESTATES

12. "The Council commends the Administering Authority for the transfer of the New Zealand Reparation Estates to the Western Samoa Trust Estates Corporation."

The Western Samoa Trust Estates Corporation has assumed control of the assets of the New Zealand Reparation Estates and appears to be functioning satisfactorily, although the Corporation decided that it was unable in 1957 to make any grant from its profits to the Territorial Government on the grounds that the Corporation considered it necessary to strengthen its financial reserves.

COOPERATIVE SOCIETIES

13. "The Council congratulates the Administering Authority and the Samoan people for the marked growth of cooperative societies in the Territory during the year under review, and expresses the hope that further progress will be made in this field."

Details of the considerable increase in the number of registered cooperative societies are given in the body of the report. The Registrar reports an increased interest in the movement. One important advance during 1957 was the formation in Savai'i of a producer cooperative which is expected to be registered shortly.

LAND

14. "The Council expresses the hope that the Land Use Committee which was established in 1955 will continue its work and will provide the Government at an early date with an evaluation of data required

for the formulation of development plans for the Territory. It further expresses the hope that the powers of the Legislative Assembly with regard to land legislation will be increased."

The Land Use Committee adjourned after the formulation of the Vaivase Land Settlement Scheme, but it is hoped that in the coming year it will meet to study this pilot project and make further recommendations.

The Legislative Assembly is already competent to legislate concerning land, other than the title to the small amount of land held by the Government of New Zealand.

SOCIAL ADVANCEMENT

LABOUR

15. "The Council notes with satisfaction the introduction of the Wages Council Ordinance, providing for the establishment of wages councils, and expresses the hope that these councils will be established in the near future. The Council notes also with satisfaction the inauguration of a trade training scheme to offset the shortage of skilled tradesmen, and hopes that the Administering Authority will give special attention to the creation of favourable employment and salary conditions with a view to encouraging skilled workers to remain in the Territory. The Council again points out the need for the adoption of labour legislation for the protection of workers.

The Council, noting that there are no restrictions to the organising of trade unions, expresses the hope that steps will be taken to encourage the creation of trade unions in the Territory."

The Wages Council Ordinance has now been passed, thereby providing the necessary legal machinery for establishing Wages Councils as the occasion requires. The possibility of Workers Compensation legislation is under consideration.

So far there is no interest in the Territory in the formation of trade unions.

PUBLIC HEALTH

16. "The Council notes with satisfaction improvements in conditions of public health and expresses the hope that the progress reported by the Administering Authority in acquiring adequate medical personnel will be maintained and that scholarships, training courses and facilities will continue to be made available to indigenous inhabitants in the field of health.

The Council notes that the grievances of the Samoan medical practitioners, which were brought to the attention of the 1956 Visiting Mission, have, for the most part, been satisfactorily resolved.

The Council welcomes the information that the major part of the campaign against yaws under the auspices of WHO and UNICEF has been completed and that the Administering Authority is seeking to enlist the assistance of WHO for a major scale campaign against tuberculosis to be carried out in 1959."

In 1957 the position with regard to medical personnel was regarded as satisfactory. One S.M.P. and one nurse attended a course given at the headquarters of the South Pacific Commission, a second S.M.P. attended a course at Otago University, and a third obtained a United

States scholarship. One scholarship student completed his final examinations in medicine in 1957 and continued his internship in a New Zealand hospital during the rest of the year. Four more students, including one already qualified as an S.M.P., are undertaking the medical course in a New Zealand University under the scholarship scheme. At the end of the year, one Samoan Sister and one Samoan Staff Nurse, both New Zealand trained, were on the staff of the Apia Hospital while two other Samoan girls were continuing their training in New Zealand. One scholarship boy has completed his course as a pharmacist and is in Australia gaining further experience, while another, trained in New Zealand as a radiographer, returned in 1957 and took up a post in the Apia Hospital staff.

The WHO-UNICEF yaws campaign has been a considerable success and negotiations with WHO concerning the Tuberculosis Control Campaign are progressing satisfactorily. Pilot schemes and exploratory visits by WHO experts may take place in 1958.

EDUCATIONAL ADVANCEMENT

17. "The Council commends the Administering Authority for the progress made in the field of education, and expresses the hope that the proposed introduction of an Education Bill in the Legislative Assembly will result in free compulsory primary education in the Territory at an early date."

The drafting of the proposed Education Bill is not yet completed and because of the accumulation in drafting arrears it is likely that its introduction may be delayed for some time. The introduction of free compulsory primary education can take place only when the Territorial Government is certain that it has sufficient resources to support such a system.

SECONDARY EDUCATION AND VOCATIONAL TRAINING

18. "The Council welcomes the statement of the Administering Authority that facilities for secondary education are being extended to keep pace with the growing needs of the Territory and that it proposes to enlarge the Avele Agricultural School and to raise it to the status of a regional agricultural college. In this connection, the Council notes also that, with the completion of accommodation for girls early in 1958, the Samoa College will be able to carry out its functions as a residential secondary school serving the whole Territory and will be able to cope with all present ordinary secondary school needs.

The Council reiterates its previous recommendation that the Administering Authority should establish a vocational training centre in the Territory at the earliest possible moment."

The number on the roll of the secondary department of Samoa College continued to increase (181 pupils at the end of 1957) and a significant increase was also made in the number of children reaching a standard where they can sit for New Zealand examinations.

Work on constructing the new Avele Agricultural College should, with the assistance of a grant from the Administering Authority, begin in 1958. Trades training began again in the year under review.

SCHOLARSHIPS

19. "The Council notes that there is no institution of higher education in the Territory, but that more and more young Samoans are graduating from foreign universities. The Council also takes note of the statement of the Administering Authority that it will continue to provide adequate funds for scholarships to students who attend established institutions of higher learning abroad. The Council hopes that the Administering Authority will give due consideration to further extending fellowship and scholarship programmes."

Up to 31 March 1957 the cost of the scholarship scheme was met from the profits of the New Zealand Reparation Estates. When the Western Samoa Trust Estates Corporation decided it could not make any grants in 1957, the Administering Authority agreed to finance the scholarship scheme up to the end of 1958, at the cost of over £20,000 a year. Details of scholarships are given in Appendix XXII of this report.

ARTS AND CULTURE

20. "The Council expresses the hope that the Administering Authority will continue its efforts for the development of popular arts and culture through the establishment of institutions suitable for this purpose."

During 1957 the Apia Public Library was opened. The construction of a permanent library building is under consideration.

The Territorial Government continues to encourage indigenous arts through the holding of School Days at which the handwork of pupils is exhibited.

An archaeological survey was undertaken by two New Zealand archaeologists in the year under review.

ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL TIME LIMIT FOR THE ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE

21. "The Council recalling General Assembly resolution 1064 (XI), notes with satisfaction that the first step of the plan for constitutional advancement has been successfully carried out as scheduled, and that the second step is likely to be taken this year in accordance with the established timetable.

The Council expresses its confidence that the third stage of this plan for constitutional development will be completed according to schedule and notes that the timing of the next significant step, namely, a change in the status of the New Zealand representative and the assumption by the Head of State of the proper functions of that office, will subsequently be the subject of discussion between the new Government of Western Samoa and the Government of New Zealand.

The Council expresses the hope that similar developments will take place in other fields."

The Administering Authority's objectives in the political, economic, social, and educational fields, and the means by which (with the active cooperation of the Samoan Government and people) it is hoped to gain these objectives, are mentioned in the appropriate parts of this report.

The implementation of the Samoa Amendment Act 1957 marked a considerable step forward in the constitutional field. It is hoped that another major step (the establishment of Cabinet Government) may be taken in 1960. The next significant step to be taken after this will be, as the Council notes, the subject of discussion between the new Government of Western Samoa and the Government of New Zealand.

Efforts have been made to ensure that, despite the current economic difficulties, similar advances are maintained in other fields. In this respect further encouraging steps were taken in connection with the Vaivase land settlement scheme, and settlers moved on to their sections towards the end of 1957. Roading projects on both Upolu and Savai'i have been pushed ahead with the result that reasonable roads run round all the latter island except for a small part of the south coast. Agricultural extension work has been actively pursued and the Territory divided into agricultural regions, each under the charge of a Samoan Agricultural Officer with a European adviser. The construction of cheap copra driers has been advocated with pleasing results.

In the educational field, important innovations have been the beginning of trades training and the opening of the Apia Public Library.

Part XI: Summary and Conclusions

The main achievements of the year under review and the major difficulties that face the Trust Territory have been mentioned in the appropriate parts of this report.

Important constitutional progress was made with the abolition of the Fono of Faipule and the establishment of a new, greatly enlarged, Legislative Assembly whose members are directly elected and whose proceedings are presided over by a Speaker. The enlarged Executive Council is functioning as a responsible Council of Ministers and, early in 1958, a Leader of Government Business was appointed on the nomination of the Legislative Assembly. The duties and functions of the High Commissioner have been redefined and, in exercising those few formal powers of Head of the Executive Government which he still exercises by his discretion, he must now consult the Council of State.

On 1 April 1957 the properties and assets of the New Zealand Reparation Estates were transferred to the Western Samoan Trust Estates Corporation whose Board of Directors consists of three Samoans, one local European, the General Manager, and the Director of Agriculture (*ex officio*) and a director appointed by the Minister of Island Territories. The new Corporation appears to be functioning satisfactorily although it felt unable to make the Territorial Government any grant from its profits in 1957.

The overall trade figures for the year are not unsatisfactory when compared with last year's figures. Particularly welcome is the increase in the production of bananas and cocoa (though, as much of the cocoa had not been exported at the end of the year, the considerable increase in the production of this crop did not show in the trade figures). Also gratifying is the rise in production of rubber and coffee. Copra production, however, fell heavily – a fall due at least in part to a long spell of unusually dry weather.

The price received for the Territory's copra exports dropped at the end of 1956 and dropped even further when at the end of 1957 the bulk purchase agreement with the United Kingdom Ministry of Food expired. Cocoa prices also were low for much of the period, although they recovered considerably towards the end of the year. Copra and cocoa earn over 75 per cent of Western Samoa's export income and when the world market prices for these commodities are low the general prosperity of the Territory and the revenue of the Government are, inevitably, affected adversely.

The survey team that reported on the Territory's financial and banking position considered that "given sound leadership and efficient organisation, Western Samoa appears to have adequate resources at its disposal to finance its social services and accelerate its economic development without recourse to overseas borrowing for budgetary relief". The survey team considered that Western Samoa should try to live within its income, and, in an effort to do this, the Territorial Government, towards the end of 1957, was forced to restrict some services and begin

the reorganisation of others. In early 1958 the Administering Authority offered the Territory £62,400 in grants which should do something to ease the difficulties of the period of adjustment.

But in the Financial Survey the view was expressed that the budgetary problems are "only a symptom of an unstable economic situation" and that "if Western Samoa is to progress, the standards already achieved in education and public health must be matched with a similar degree of achievement in agricultural and industrial development." This opinion fits in with the view often expressed by the Administering Authority that the biggest problem facing the Territory is raising of *per capita* production and income in a community which has the highest rate of natural increase in the world. For this reason the Administering Authority welcomes such moves as the beginning of land development schemes, the growth of agricultural extension work, and the appointment of a Minister of Economic Development. This appointment should greatly facilitate the task of planning, promoting, and organising the Territory's economy. The Administering Authority is always ready to advise and assist in this task, although constitutional development and the transfer of political power to local organs now have proceeded so far that the responsibility for directing and financing economic and social development must rest more with the Territorial Government than the Administering Authority itself.

The social and public services of the Territory have inevitably been affected by the current budgetary problem. At the end of 1957 it was still not clear what steps the Territorial Government would take to overcome its financial difficulties but it seemed likely that these would include both a reduction in the number of public servants and a general reduction in the costs of the Public Service. At the same time every effort was being made to maintain the more important services. In some fields, however, services were improved, in others new projects were being planned. For instance, in 1957 a public library was opened in temporary premises and plans for establishing an agricultural college were approved. In another field, negotiations with WHO concerning a tuberculosis control campaign were actively pursued.

While in some ways 1957 was a difficult year for the Trust Territory, it was also a year of very considerable achievement. The next few years should show whether the new and enlarged legislature will perform its functions efficiently and responsibly and whether the Ministers can retain the confidence of the Assembly and at the same time tackle Samoa's social and economic problems with courage and farsightedness. It is felt that the events of the last year should have brought some at least of these problems more clearly to the notice of the people of the Territory and their leaders.

Glossary

Aiga	..	..	Samoan family group, including blood relations, relations by marriage, and adopted members, all owing allegiance to a common matai.
Ali'i	..	..	Chief.
Fa'amasino	..	..	Judge.
Fa'amasino Samoa Itumalo			Samoan District Judge.
Fa'amasino Samoa	..	..	Samoan Associate Judge.
Failauga	..	..	Orator, the executive officer of the chief.
Faipule	..	..	Representative of district.
Fautua	..	..	Adviser to the High Commissioner and member of the Council of State and Executive Council.
Fono	..	..	Council.
Leoleo	..	..	Police messenger.
Matai	..	..	Head of family.
Mau	..	..	Society organised amongst the Samoans in the 1920's which carried out a policy of civil non-cooperation.
Pulefa'atoaga	..	..	Plantation Inspector.
Pulenu'u	..	..	Government village official.
Ta'amu	..	..	Local food crop.
Taro	..	..	Local food crop.
Tomatau	..	..	Samoan Teachers' Monthly Guide.
Tulafale	..	..	Orator, the executive officer of the chief.

METRIC EQUIVALENTS

1 foot	..	..	0.305 metres.
1 mile	..	..	1.609 kilometres.
1 acre	..	..	0.404 hectares.
1 square mile	..	..	2.592 square kilometres.
1 short ton	..	..	0.907 metric tons.
1 long ton	..	..	1.016 metric tons.

Appendices

NOTE ON STATISTICAL ORGANISATION

The statistical organisation of the Trust Territory is neither complex nor complete. In general the various Departments handle their own statistics, and there are no specially qualified officers dealing solely with census or economic and social figures.

The Postmaster, who is also the Registrar of Births and Deaths, collects the demographic statistics for the Territory and returns a quarterly summary of vital statistics. When a qualified demographer was in the Territory for the 1956 census the opportunity was taken to check the accuracy of these official estimates and discrepancies were found to be very small.

The Departmental heads, in their annual reports to the Legislative Assembly, supply details of the activities of their Departments and this information contributes to the general statistical picture of the Territory.

Registration of births and deaths is compulsory for all sections of the population, but of necessity the duty of reporting births and deaths in outside villages is delegated to the Pulenu'u. Proposals for the establishment of a more efficient service for the collection, recording and presentation of vital statistics are at present being considered by the Territorial Government.

APPENDIX I

POPULATION

A. (i) *Total Population at Census*

A population census of the Territory was held on the night of 25 September 1956 under the supervision of a trained demographer from the Australia National University, Canberra. The recording and compilation of the census results has been completed and it is hoped that the final analysis and demographic report will be printed in early 1958. Total population figures as at 25 September 1956 were:

			Males	Females	Total
Upolu	..	..	36,107	34,322	70,429
Savai'i	..	..	13,756	13,142	26,898
Total	..	..	49,863	47,464	97,327
Samoans	..	..	46,997	44,836	91,833
Europeans	..	..	2,866	2,628	5,494
			49,863	47,464	97,327

(ii) *Intercensal Increase 1951-56*

1951 census	..	..	43,790	41,119	84,909
1956 census	..	..	49,863	47,464	97,327
Increase	..	..	6,073	6,345	12,418
Per Cent	..	..	13.9	15.4	14.6

The intercensal increase in the population of the Apia urban area is estimated to have been 30.5 per cent.

The average annual percentage increase of population in the Territory over the last intercensal period was 3.1 per cent.

APPENDIX I—continued
POPULATION—continued
(iii) Population by Age Groups

The following table shows Western Samoa's population by five-year age groups at the time of the 1956 census:

Age Group	Samoans			Part Samoans			Europeans			Other Pacific Islanders			Others			Not Stated			Total		
	Males	Females	Total	Males	Females	Total	Males	Females	Total	Males	Females	Total	Males	Females	Total	Males	Females	Total	Males	Females	Total
0-4 ..	8,911	8,136	17,047	827	822	1,649	32	32	64	18	23	41	1	1	2	4	2	6	9,793	9,016	18,809
5-9 ..	7,291	6,650	13,941	725	701	1,426	25	20	45	10	19	29	4	..	4	4	1	5	8,059	7,391	15,450
10-14 ..	5,927	5,383	11,310	624	593	1,217	20	12	32	9	17	26	1	6	7	1	1	2	6,582	6,012	12,594
15-19 ..	4,689	4,403	9,092	452	417	869	8	8	16	27	23	50	2	..	2	4	1	5	5,182	4,852	10,034
20-24 ..	3,259	3,550	6,809	280	277	557	44	23	67	46	28	74	..	..	4	2	6	3,633	3,880	7,513	
25-29 ..	3,192	3,672	6,864	252	264	516	36	42	78	40	31	71	..	1	1	3	1	4	3,523	4,011	7,534
30-34 ..	2,560	2,405	4,965	229	190	419	42	28	70	27	14	41	3	..	3	..	1	1	2,861	2,638	5,499
35-39 ..	2,392	2,189	4,581	173	155	328	35	23	58	20	10	30	2	2	4	..	..	..	2,622	2,379	5,001
40-44 ..	1,601	1,508	3,109	149	114	263	29	23	52	16	12	28	10	..	10	..	..	..	1,805	1,657	3,462
45-49 ..	1,500	1,357	2,857	105	77	182	19	13	32	24	8	32	23	1	24	2	1	3	1,673	1,457	3,130
50-54 ..	1,054	1,094	2,148	81	72	153	32	14	46	25	6	31	24	..	24	..	..	..	1,216	1,186	2,402
55-59 ..	764	791	1,555	61	47	108	15	10	25	20	4	24	13	1	14	..	..	..	873	853	1,726
60-64 ..	584	653	1,237	38	27	65	16	7	23	17	8	25	10	..	10	..	..	..	665	695	1,360
65-69 ..	483	505	988	29	34	63	14	5	19	12	2	14	14	..	14	..	..	..	552	546	1,098
70-74 ..	262	343	605	21	10	31	11	3	14	4	..	4	13	..	13	..	..	..	311	356	667
75 and over ..	391	469	860	20	23	43	14	6	20	6	5	11	16	..	16	..	..	..	447	503	950
N.S. ..	45	23	68	11	..	11	1	..	1	..	..	..	1	..	1	8	9	17	66	32	98
Total ..	44,905	43,131	88,036	4,077	3,823	7,900	393	269	662	321	210	531	137	12	149	30	19	49	49,863	47,464	97,327

APPENDIX I—continued

POPULATION—continued

B. Estimated Population 31 December, 1957

				Males	Females	Total
Samoans	..	..	..	48,504	46,161	94,665
Europeans	..	..	..	3,009	2,781	5,790
				51,513	48,942	100,455

C. Births for Years 1953-57

Calendar Year	Live Births							Birth Rate (Live Births per 1,000 of Population)		Still Born	
	Samoans			Europeans			Grand Totals	Samoans	Europeans	Samoans	Europeans
	M.	F.	T.	M.	F.	T.					
1954 ..	1,774	1,548	3,322	75	87	162	3,484	37.24	32.88	9	..
1955 ..	1,753	1,584	3,339	76	93	169	3,508	36.46	33.40	1	..
1956 ..	1,943	1,775	3,818	108	100	208	4,026	41.28	39.58	1	..
1957 ..	2,026	1,714	3,740	96	95	191	3,931	39.50	32.98	1	..

D. Deaths by Age Groups and Total Deaths 1957

Samoans—

Age at Death	Number of Deaths	Percentage of Total Deaths	Age at Death	Number of Deaths	Percentage of Total Deaths
Still born	1	0.11	1 year to 2 years ..	87	13.20
Under 1 day	6	0.91	2 years to 3 years ..	28	4.25
1 day to 2 days ..	4	0.61	3 years to 4 years ..	14	2.12
2 days to 3 days ..	2	0.30	4 years to 5 years ..	2	0.30
3 days to 4 days ..	2	0.30	5 years to 10 years ..	33	5.01
4 days to 5 days ..	7	1.06			
5 days to 6 days ..	1	0.11			
6 days to 1 week ..	2	0.30			
Total under 1 week ..	25	3.70	Total 1 year to 10 years	164	24.88
1 week to 2 weeks ..	7	1.06	10 years to 15 years ..	8	1.21
2 weeks to 3 weeks ..	3	0.46	15 years to 20 years ..	8	1.21
3 weeks to 1 month ..	3	0.46	20 years to 25 years ..	11	1.67
Total 1 week to 1 month	13	1.93	25 years to 30 years ..	13	1.91
1 month to 3 months ..	15	2.28	30 years to 35 years ..	26	3.95
3 months to 6 months ..	22	3.34	35 years to 40 years ..	11	1.67
6 months to 1 year ..	96	14.57	40 years to 45 years ..	21	3.19
Total 1 week to 1 year ..	133	20.19	45 years to 50 years ..	23	3.49
			Total 10 years to 50 years	121	18.30
			Total under 50 years ..	456	69.19
			Total over 50 years ..	203	30.81
			Grand total ..	659	100.00

During the same period 3,740 live births were reported, giving an infant mortality rate (deaths under one year) of 45.70 per 1,000 reported live births.

APPENDIX I—*continued*

POPULATION—*continued*

Europeans—Deaths reported totalled 13 (10 males, 3 females), these numbers being too small for analysis.

Details of maternal deaths are not available.

E. Migration: Year 1957

			Inward 1957	Outward 1957
Samoans	..	..	4,560	5,315*
Europeans	..	..	1,209	1,125
Chinese	..	..	16	16
Indians	..	..	33	33
Tongans	..	..	147	186
Niueans	..	..	8	6
Others	..	..	51	77
Total	..	..	6,024	6,755
Excess of outward over inward	..	..	..	731

* Most Samoan migration was between Eastern and Western Samoa.

APPENDIX

ADMINISTRATIVE STRUCTURE OF GOVERNMENT

TABLE OF SALARY SCALES

Division 1 or Administrative Division—

- Grade (a) £940, £990, £1,040.
(b) £990, £1,040, £1,100.
(c) £1,100, £1,150, £1,200.
(d) £1,200, £1,250, £1,300, £1,350.
(e) £1,350, £1,410, £1,460, £1,510, £1,570.
(f) £1,460, £1,510, £1,570, £1,620, £1,670.
(g) £1,720, £1,770, £1,820, £1,870, £1,920, £1,970, £2,020, £2,070, £2,120.

A personal maximum may be fixed at any point within a grade.

Division 2 or Professional Division—

- Grade (a) £940, £990, £1,040.
(b) £970, £1,010, £1,050, £1,100.
(c) £1,150, £1,200, £1,250, £1,300, £1,350, £1,410, £1,460, £1,510, £1,570.
(d) £1,510, £1,570, £1,620, £1,670, £1,720.
(e) £1,770, £1,820, £1,870, £1,920, £1,970, £2,020, £2,070, £2,120.

A personal maximum may be fixed at any point within a grade.

Division 3 or Intermediate Division—

- Grade (a) £690, £720, £745.
(b) £775, £800, £825.
(c) £855, £880, £905.
(d) £940, £990, £1,040.
(e) £1,100, £1,150, £1,200.

A personal maximum may be fixed at any point within a grade.

Division 4 or Education Division—

See Appendix XXII.

Division 5 or Clerical Division—

- Grade (a) £115, £150, £180, £210, £245, £275, £310, £350.
(b) £395, £430, £470.
(c) £505, £540, £580, £615, £655.

A personal maximum may be fixed at any point within a grade.

Division 6 or General Division—

Subdivision 1: General scale £115 to £655 by same steps as for Division 5, with a maximum at any point in the scale. Grades according to maximum are as follows: (a) £150, (b) £180, (c) £210, (d) £275, (e) £350, (f) £395 or £430, (g) £470 or £505, (h) £540 or £580, (i) £615 or £655.

Subdivision 2: £690, £720, £745.

Subdivision 3: £775, £800, £825.

Subdivision 4: £855, £880, £905.

APPENDIX II—continued

ADMINISTRATIVE STRUCTURE OF GOVERNMENT—continued

TABLE OF SALARY SCALES—continued

In addition to these basic scales special classifications apply to various Departments – e.g., Post Office and Agriculture. For scales applicable to medical, dental, and nursing staff, see Appendix XIX.

N.B.—All salaries in excess of £1,450 require approval of the High Commissioner.

EXPATRIATION ALLOWANCE

(a) *Costs*—Adjustment factors to be paid on a sliding scale as set out below:

Salary Range	Allowance	
	Single	Married
Up to 600	£ 65	£ 225
601–666	60	220
667–733	55	215
734–800	50	210
801–866	45	205
867–933	40	200
934–1,000	34	195
1,001–1,066	30	190
1,067–1,133	25	185
1,134–1,200	20	180
1,201–1,266	15	175
1,267–1,333	10	170
1,334–1,400	5	165
Over 1,400 .. .. .	..	160

(b) *Child Allowance*—For each child residing in Western Samoa, £40.

(c) *Inducement Allowance*—Payable in a lump sum at the end of a term of service, at the rate of £20 for each completed three months of service.

The costs-adjustment factors and the child allowance (where paid) are combined to form the expatriation allowance. In no case shall the salary, plus expatriation allowance, be less than the total salary plus expatriation allowance in the preceding lower salary group. In the case where a wife does not reside in Western Samoa or where the wife returns to New Zealand before the husband returns, the full wife allowance (i.e., the £160 difference between the married and single allowances) may be paid up to a period of three months. The wife allowance may then be reduced to £120 per annum.

For numbers in each grade see classified list and Public Service Commissioners' report.

DAILY RATES FOR CASUAL LABOUR

	New Rate			New Rate	
	s.	d.		s.	d.
Labourer (outside Apia) ..	10	3	Tradesman, Grade I ..	26	8
Labourer (in Apia) ..	11	6	Tradesman, I ..	30	0
Semi-skilled labourer ..	12	6	Tradesman-Foreman ..	33	6
Handyman ..	13	10	Tradesman-Foreman ..	36	9
Tradesman, Grade III ..	16	6	Foreman ..	40	2
Tradesman, Grade II ..	21	0	Foreman ..	42	9
Tradesman, Grade II ..	22	0			

APPENDIX III
CRIMINAL CASES DEALT WITH BY THE HIGH COURT IN 1957
A. Apia (sitting days: 187)

	Persons Charged					Convictions					Dismissed or Withdrawn				
	Samoan	Part-Samoan	Euro-pean	Chinese	Total	Samoan	Part-Samoan	Euro-pean	Chinese	Total	Samoan	Part-Samoan	Euro-pean	Chinese	Total
Prevention of the course of justice ..	M. 33 F. 1	M. 1 F. 1	M. .. F. ..	M. .. F. ..	36	M. 30 F. 1	M. 1 F. 1	M. .. F. ..	M. .. F. ..	33	M. 3 F. ..	M. .. F. ..	M. .. F. ..	M. .. F. ..	2
Offences against morality ..	14 ..	1 ..	.. ..	.. ..	15	12 ..	1 ..	.. ..	.. ..	13	2 ..	.. ..	.. ..	.. ..	37
Offences against the person ..	270 90	25 5	.. ..	.. ..	390	240 88	21 4	.. ..	.. ..	353	30 2	4 1	.. ..	.. ..	93
Offences against the rights of property ..	672 77	21 2	.. ..	1 ..	773	595 65	18 1	.. ..	1 ..	680	10 12	3 1	.. ..	.. ..	27
Police offences ..	165 56	29 3	2 ..	.. ..	255	153 50	21 2	2 ..	.. ..	228	12 6	8 1	.. ..	.. ..	12
Breach of the peace ..	40 21	3 1	.. ..	.. ..	65	30 20	2 1	.. ..	.. ..	53	10 1	1 ..	.. ..	.. ..	20
Liquor offences ..	108 52	18 7	.. ..	2 ..	187	96 46	16 7	.. ..	2 ..	167	12 6	2 ..	.. ..	.. ..	197
Bylaws breaches ..	1,265 168	310 14	6 ..	1 ..	1,764	1,129 151	271 12	3 ..	1 ..	1,567	136 17	39 2	3 ..	.. ..	126
Miscellaneous ..	540 160	64 10	5 ..	9 ..	788	440 151	48 10	4 ..	9 ..	662	100 9	16 ..	1 ..	.. ..
Totals	3,107 625	472 43	13 ..	13 ..	4,273	2,725 572	399 38	9 ..	13 ..	3,756	382 53	73 5	4 ..	.. ..	517

B. Tuasivi (sitting days: 107)

Prevention of the course of justice ..	8 1	.. ..	.. ..	9	8 1	.. ..	.. ..	9	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..
Offences against the person ..	123 6	.. ..	.. ..	129	98 6	.. ..	.. ..	104	25 ..	.. ..	.. ..	.. ..	.. ..	.. ..	25
Offences against the rights of property ..	216 10	.. ..	.. ..	226	180 7	.. ..	.. ..	187	36 3	.. ..	.. ..	.. ..	.. ..	.. ..	39
Police offences ..	86 12	.. ..	.. ..	98	82 12	.. ..	.. ..	94	4 ..	.. ..	.. ..	.. ..	.. ..	.. ..	4
Breach of the peace ..	100 24	.. ..	.. ..	124	94 23	.. ..	.. ..	117	7 ..	.. ..	.. ..	.. ..	.. ..	.. ..	7
Liquor offences ..	32 ..	1 ..	.. ..	33	31 ..	1 ..	.. ..	32	1 ..	.. ..	.. ..	.. ..	.. ..	.. ..	1
Bylaws breaches ..	502 33	16 ..	.. ..	563	468 33	16 ..	12 ..	529	34 ..	.. ..	.. ..	.. ..	.. ..	.. ..	34
Miscellaneous ..	10 1	.. ..	.. ..	11	10 1	.. ..	.. ..	11	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..	..
Totals	1,077 87	17 ..	12 ..	1,193	971 83	17 ..	12 ..	1,083	107 3	.. ..	.. ..	.. ..	.. ..	.. ..	110

APPENDIX IV

PUBLIC FINANCE

RECEIPTS AND PAYMENTS FOR CALENDAR YEARS 1954-57

				<i>Receipts</i>			
				(in £000s)			
				1954	1955	1956	1957*
(a) <i>Taxation—</i>				£	£	£	£
<i>Direct—</i>							
Amusement tax				1	1	1	1
Arms licences				1	1	1	1
Building tax				5	8	..	..
Income tax				9	10	139	119
Licences and fees				12	15	9	11
Stamp duties				6	2	7	1
Vehicle licences				9	10	11	11
Water rates				2	2	2	3
				<u>£45</u>	<u>£49</u>	<u>£170</u>	<u>£146</u>
<i>Indirect—</i>							
Export duties				180	214	159	155
Import duties				428	455	428	411
Shipping and port duties				3	3	3	3
Store tax				98	125	..	..
				<u>£709</u>	<u>£797</u>	<u>£590</u>	<u>£569</u>
(b) <i>From Public Property—</i>							
Wharfage dues				6	7	7	6
Leases and rents				3	5	9	7
				<u>£9</u>	<u>£12</u>	<u>£16</u>	<u>£13</u>
(c) <i>From Public Undertakings—</i>							
Health services				11	11	10	11
Survey services				1	2	2	1
Prison produce				2	2	2	1
Postal and radio				38	40	44	44
Electric power scheme				29	30	32	34
				<u>£81</u>	<u>£85</u>	<u>£90</u>	<u>£91</u>
(d) <i>Other—</i>							
Interest on investment				17	20	19	15
Court fees, fines, etc.				8	12	15	14
General				14	17	14	9
Issue and sale of stores				191	171	161	132
Sale of liquor				55	61	70	74
				<u>£285</u>	<u>£281</u>	<u>£279</u>	<u>£244</u>
Total ordinary receipts				<u>£1,129</u>	<u>£1,224</u>	<u>£1,147</u>	<u>£1,063</u>
(e) <i>Grants from New Zealand Government—</i>							
Agriculture				2	2	3	..
Education				25	22	20	..
Health				15	8	..	..
Public Works				25	3	65	..
				<u>£67</u>	<u>£35</u>	<u>£88</u>	<u>..</u>
Total receipts				<u>£1,196</u>	<u>£1,259</u>	<u>£1,235</u>	<u>£1,063</u>

* Note—Following the transfer of the New Zealand Reparation Estates to Western Samoa Trust Estates Corporation on 1 April 1957, the new Board was unable to make a grant available to the Samoan Government for the current year. To assist in present financial difficulty the New Zealand Government is considering the possibilities of extending direct financial aid to Western Samoa to maintain development and to finance programmes such as the Samoa Scholarship Scheme.

APPENDIX IV—continued

PUBLIC FINANCE—continued

RECEIPTS AND PAYMENTS FOR CALENDAR YEARS 1954-57—continued

<i>Payments</i>					(in £000s)			
					1954	1955	1956	1957
(a) <i>Civil Administration—</i>					£	£	£	£
Government House..	..	..	..	..	8	8	11	10
Legislative Assembly	..	..	..	..	..	22	26	27
Customs ..	..	..	..	..	7	9	8	8
Inland Revenue ..	..	..	..	..	..	..	3	5
Postal ..	..	..	..	..	29	29	32	34
Public Service Commissioner	..	..	..	..	4	5	8	8
Public Works Maintenance ..	..	..	..	..	126	139	154	140
Radio ..	..	..	..	..	17	21	21	19
Secretariat ..	..	..	..	..	82	66	58	54
Treasury ..	..	..	..	..	31	16	20	20
Marine ..	..	..	..	..	8	9	9	8
					<u>£312</u>	<u>£324</u>	<u>£350</u>	<u>£333</u>
Purchase of stores for issue or sale ..	..	..	..	..	251	260	241	179
					<u>£563</u>	<u>£584</u>	<u>£591</u>	<u>£512</u>
(b) <i>Internal Security—</i>								
Justice ..	..	..	..	..	17	20	25	31
Police and prisons ..	..	..	..	..	52	62	70	65
					<u>£69</u>	<u>£82</u>	<u>£95</u>	<u>£96</u>
(c) <i>Economic Development—</i>								
Agriculture ..	..	..	..	..	17	22	29	53
Communication ..	..	..	..	..	5	5	5	14
Electric power scheme ..	..	..	..	..	43	40	15	39
Lands and Survey ..	..	..	..	..	20	18	32	14
Port improvements ..	..	..	..	..	26	16	8	3
Roads, bridges, etc. ..	..	..	..	..	101	98	93	63
Water supplies ..	..	..	..	..	21	8	5	4
					<u>£233</u>	<u>£207</u>	<u>£187</u>	<u>£190</u>
(d) <i>Social Services—</i>								
Broadcasting ..	..	..	..	..	10	10	10	10
Health ..	..	..	..	..	191	220	230	215
					<u>£201</u>	<u>£230</u>	<u>£240</u>	<u>£225</u>
(e) <i>Educational Services</i> ..	..	..	..	..	<u>£146</u>	<u>£194</u>	<u>£236</u>	<u>£251</u>
Total payments ..	..	..	..	..	<u>£1,212</u>	<u>£1,297</u>	<u>£1,349</u>	<u>£1,274</u>

APPENDIX V

TAXATION

TABLE A—TYPICAL EXAMPLES OF INCOME TAX PAYABLE
(Life insurance premiums and superannuation contributions have been assumed to be 5 per cent of the income in each case.)

Assessable Income	Company	Single Man	Married Man (No Children)	Married Man (Three Children)	Married Man (Six or More Children)
£	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
500 ..	35 8 4	16 18 0	3 19 8	Nil	Nil
600 ..	45 0 0	24 4 1	9 14 1	Nil	Nil
700 ..	55 8 4	32 5 2	16 3 6	2 1 4	Nil
800 ..	66 13 4	41 1 4	23 8 0	7 10 2	Nil
1,000 ..	91 13 4	60 18 9	40 2 1	20 13 0	5 8 4
1,500 ..	168 15 0	123 15 6	95 0 6	66 13 4	42 10 6
2,000 ..	266 13 4	205 8 4	168 15 0	131 9 8	98 8 9
3,000 ..	525 0 0	425 2 1	372 12 1	317 10 6	266 13 4
5,000 ..	1,291 13 4	1,133 8 9	1,047 12 1	955 0 6	866 13 4

TABLE B—NUMBERS OF TAXPAYERS AND TAX ASSESSED
(Salary and wage earners who also conduct business operations have been omitted from Category 1 and included in Category 2.)

Category	Number	Tax Assessed
1. Salary and wage earners earning in excess of £200 p.a.	1,706	10,226
2. Businesses, taxi owners, etc., other than limited liability companies	331	18,202
3. Limited liability companies	31	89,476
4. Shipping	8	6,102
5. Insurance	17	1,416
6. Non-resident traders	20	480
7. Film renters	4	408
Totals	2,117	126,310

APPENDIX VI

MONEY AND BANKING

(£000's)

		31 Dec. 1954	31 Dec. 1955	31 Dec. 1956	31 Dec. 1957
(a) Amount of currency in circulation	..	£ 150	£ 160	£ 150	£ 170
(b) Aggregate deposit money—					
Post Office Savings Bank	..	389	389	365	345
Bank of New Zealand	..	500	500	300	277
		1,039	1,049	815	792

No gold resources are held. Foreign exchange is obtained from the common sterling pool. Currency is backed by New Zealand Government securities held by the Territorial Government.

There is not sufficient demand for loans or advances to warrant the fixing of a money market rate.

The only trading bank in the Territory is the Bank of New Zealand, registered in New Zealand. Its Samoan business is so merged with its general balance that few details requested can be given specifically relating to Samoa. Time deposits are not accepted in the Territory.

No details of classified assets and liabilities for the bank's Samoan branch are available. The number of loans and the amounts involved were so small that they could not be analysed without breach of confidence, especially as the bank is the only one in the Territory.

The Territory has no public debt, internal or external.

APPENDIX VII

A. COMMERCE AND TRADE

Year	Country	Imports			Exports and Re-exports			Balance
		£	Sub-totals £	Totals £	£	Sub-totals £	Totals £	
1954	New Zealand ..	544,796			558,165			+ 13,369
	Australia ..	314,366	544,796		165,276	558,165		
	Canada ..	67,248			10			
	Fiji ..	80,497			1,568			
	India ..	40,912						
	United Kingdom	398,279			1,377,569			
	United States of America ..	49,654			90,094			
	Others ..	152,612			19,219			
			1,165,698	1,710,494		1,653,682	2,211,847	+489,984
								+501,353
1955	New Zealand ..	591,769			596,595			+ 4,826
	Australia ..	324,529	591,769		95,773	596,595		
	Canada ..	74,449			8,171			
	Fiji ..	77,150						
	Hong Kong ..	55,181						
	India ..	34,221						
	Indonesia ..	65,658						
	United Kingdom	459,396			1,418,598			
	United States of America ..	91,674			367,238			
	Western Germany	37,694			14,041			
	Others ..	82,821			11,483			
			1,302,773	1,894,542		1,915,304	2,511,899	+612,531
								+617,357
1956	New Zealand ..	570,083			420,784			-149,299
	Australia ..	396,077	570,083		71,475	420,784		
	Canada ..	56,346						
	Fiji ..	69,304			6			
	Hong Kong ..	50,538						
	India ..	40,395						
	Indonesia ..	65,018						
	United Kingdom	349,651			1,085,228			
	United States of America ..	129,662			224,950			
	Western Germany	38,938			1,950			
	Others ..	94,408			1,303			
			1,290,337	1,860,420		1,384,912	1,805,696	+ 94,575
								- 54,724
1957	New Zealand ..	536,746			623,583			+ 86,837
	Australia ..	368,787	536,746		91,171	623,583		
	Canada ..	56,606						
	Fiji ..	81,349			11,463			
	Hong Kong ..	54,261						
	India ..	39,283						
	Indonesia ..	74,198						
	United Kingdom	346,599			978,822			
	United States of America ..	110,763			157,742			
	Western Germany	43,699			3,276			
	Japan ..	56,280						
	Union of South Africa ..	25,015						
	Others ..	34,292			16,266			
			1,291,132	1,827,878		1,258,740	1,882,323	+ 32,392
								+ 5,445

APPENDIX VII—*continued*

B. EXTERNAL TRADE

The total value of external trade in the national currency showing the principal countries of origin and destination has been given in Section A. Imports and exports of the Territorial Government cannot be separated from total imports and exports. There is no trade in gold, bullion, or specie; all trade is in merchandise.

Details of re-exports are as follows (these figures are included in "Exports" in Section A on preceding page.

	1954	1955	1956	1957
	£	£	£	£
New Zealand	7,523	9,460	14,106	6,331
Tokelau Islands .. ..	..	1,084	..	..
Fiji	1,568	3,685	13,377	11,248
Eastern Samoa	556	650	..	1,095
Malaya	1,093	..	..	..
Australia .. ..	..	27	..	1,400
Ships' stores	9	..	..	..
Totals	10,749	14,906	27,483	20,074

APPENDIX VII—continued

C. (a) MAIN IMPORTS

(The imports of the Territorial Government cannot be separated from total imports.)

Year and Country	Sugar		Cotton Piece-goods		Meat, in Tins and Kegs		Motor Vehicles (Chassis, Parts, Tyres, etc.) Value
	Quantity	Value	Quantity	Value	Quantity	Value	
1954	Cwt.	£	Yards	£	Cwt.	£	£
New Zealand	246½	840	1,259	1,259	15,496	164,369	6,979
Australia	10,326½	32,529	3,030	481	280	3,076	1,957
Canada .. ..	..	..	..	..	..	..	8,616
Fiji	25,236	49,580	6,646	741	..	..	112
United Kingdom	1½	7	580,181	83,568	..	..	53,130
United States of America .. ..	..	..	..	..	¼	4	18,476
India .. ..	..	..	263,581	20,962	..	..	..
Hong Kong .. ..	..	..	37,610	4,883	17	134	..
Japan .. ..	..	..	108,205	6,699	..	..	..
Western Germany .. ..	..	..	3,471	248	..	..	3,147
Italy .. ..	..	..	72	14	..	..	..
Denmark .. ..	..	..	..	..	6½	97	..
Holland .. ..	..	..	..	..	..	..	162
	35,810½	82,956	1,004,055	118,855	15,800	167,680	92,579
1955							
New Zealand	810½	1,821	6,420	696	22,322½	184,278	7,607
Australia	12,716	39,749	56,431	5,985	312½	3,333	5,865
Canada .. ..	..	..	..	..	..	..	9,692
Fiji	26,840	52,638	..	..	..	..	28
Hong Kong .. ..	..	..	28,939	3,835	3	22	..
India .. ..	..	..	155,617	12,297	..	..	74
United Kingdom	85½	187	420,163	60,119	..	..	78,492
United States of America .. ..	..	..	723	181	..	..	23,335
Austria .. ..	..	..	240	15	..	..	..
Denmark .. ..	..	..	..	..	19	217	..
Western Germany .. ..	..	..	23,672	2,042	..	..	1,682
Holland .. ..	..	..	..	..	..	..	107
Italy .. ..	..	..	500	146	..	..	..
Japan .. ..	..	..	75,469	5,967	..	..	..
South Africa .. ..	..	..	..	..	8	56	..
	40,452	94,395	768,174	91,283	22,665½	187,906	126,882
1956							
New Zealand	1,261½	2,702	6,926	630	26,175	149,250	7,864
Australia	14,645	45,720	25	4	504½	4,036	2,799
Canada .. ..	..	..	..	..	..	..	3,533
Fiji	26,226	49,583	48	12	..	..	73
Hong Kong .. ..	..	..	42,370	4,351	..	..	..
India .. ..	..	..	186,585½	17,951	..	..	..
United Kingdom	32	112	216,530	23,947	35½	286	70,835
United States of America .. ..	..	..	1,896	548	..	..	37,752
Denmark .. ..	..	..	..	..	26½	277	..
Western Germany .. ..	..	..	40,020	2,041	..	..	2,455
Holland .. ..	..	..	..	..	..	..	541
Italy .. ..	..	..	695	230	..	..	..
Japan .. ..	..	..	105,820½	10,997	..	..	..
Belgium .. ..	..	..	898½	113	..	..	..
Poland .. ..	..	..	1,095	87	..	..	..
Norway .. ..	..	..	..	..	1	11	..
China .. ..	..	..	..	..	1	23	..
Sweden .. ..	..	..	..	..	..	..	24
	42,164½	98,117	602,909½	60,911	26,743½	153,883	125,876
1957							
New Zealand	2,105	5,986	6,576	1,115	21,103	158,598	4,879
Australia	8,448	19,511	17,513	1,335	512	4,395	7,748
Canada .. ..	..	..	5,434	848	..	..	3,482
Fiji	32,901	64,139	7,180	71	..	..	30
Hong Kong .. ..	..	..	14,237	2,483	..	..	..
India .. ..	..	..	200,947	17,030	..	..	..
United Kingdom	80	156	178,048	24,892	2	15	47,771
Union of South Africa .. ..	..	..	..	..	8	30	..
Denmark .. ..	..	..	..	..	19	162	..
Western Germany .. ..	..	..	6,469	826	..	..	8,481
Switzerland .. ..	..	..	..	..	..	..	9
United States of America .. ..	..	..	..	..	..	..	32,628
Japan .. ..	..	..	154,627	13,352	..	..	16
Poland .. ..	..	..	3,520	282	..	..	..
	43,574	89,792	588,551	62,234	21,644	163,200	62,044

APPENDIX VII—continued

(b) MAIN EXPORTS

(No re-exported commodities amount to 5 per cent of the value of export trade. Copra and bananas are the only crops exported through the Territorial Government, or by bodies established by that Government.)

Year and Country	Bananas		Cocoa		Copra	
	Quantity	Value	Quantity	Value	Quantity	Value
1954	Cases	£	Tons	£	Tons	£
New Zealand	276,135	300,259	143	55,826	2,780	190,813
Australia .. ..	..	..	424	165,101	..	..
United Kingdom .. ..	..	..	1,532	609,867	10,884	763,471
United States of America .. ..	..	..	265	89,995	..	..
	276,135	300,259	2,399	937,681	13,664	954,284
1955						
New Zealand	446,325	463,035	61	18,703	1,532	103,325
Australia .. ..	..	..	335	95,699	..	..
Canada .. ..	..	..	27	8,171	..	..
United Kingdom .. ..	..	..	1,203	369,240	15,646	1,045,414
United States of America .. ..	..	..	1,350	367,228	..	..
Western Germany .. ..	..	..	50	14,041	..	..
Holland .. ..	..	..	15	5,484	..	..
	446,325	463,035	3,041	878,566	17,178	1,078,739
1956						
New Zealand	293,979	303,735	94	19,823	1,394	83,657
Australia .. ..	..	..	346	71,410	..	..
United Kingdom .. ..	..	..	1,826	351,391	12,187	733,837
United States of America .. ..	..	..	1,062	223,597	..	..
Western Germany .. ..	..	..	10	1,950	..	..
Tutuila	908	136	..	..	..	..
	294,887	303,871	3,338	668,171	13,581	817,494
1957						
New Zealand	329,121	370,245	167	37,505	3,388	184,718
Eastern Samoa	64	71	..	..	..	..
United Kingdom .. ..	..	..	1,838	357,069	10,937	621,753
Australia .. ..	..	..	367	86,934	..	..
Germany .. ..	..	..	17	3,276	..	..
Netherlands .. ..	..	..	30	6,350	..	..
United States of America .. ..	..	..	650	157,428	..	..
	329,185	370,316	3,069	648,562	14,325	806,471

D. TRADING ESTABLISHMENTS AND ENTERPRISES

All available details about trading enterprises and establishments have been given in the body of the report.

APPENDIX VIII

AGRICULTURE

All figures relating to land are only estimates and may be inaccurate, as existing surveys are inadequate.

There is hardly any arable land in the Territory. Virtually all pasture land is also used for plantations. It is not known how much of the uncultivated and forest-covered land is potentially productive.

Virtually all the rubber, copra, and cocoa produced is exported. Bananas are, of course, consumed locally in large numbers, as are coconuts, from which copra could be made.

Unfortunately the land use survey is not yet completed but estimates of the total area and production of each crop, taken from the results of the 1951 agricultural census undertaken by the New Zealand Department of Agriculture, are as follows (the margin of error is probably high):

Area of Land, in Acres, Under All Crops (Samoan Villages)

Region	Bananas	Coconuts	Cocoa	Taro	Minor Crops	Total	Population
1. Upolu North-west ..	1,058	1,194	1,753	77	124	4,206	14,766
2. Upolu South-west ..	4,589	5,150	494	606	202	11,041	7,375
3. Upolu North-east ..	1,524	1,148	80	159	160	3,071	4,798
4. Upolu East ..	2,241	11,069	810	718	350	15,188	7,871
5. Western Savai'i ..	1,593	5,605	2,880	1,603	1,571	13,252	6,899
6. Eastern Savai'i ..	2,228	11,361	1,924	1,288	1,487	18,288	16,951
7. Apia Township ..	93	515	85	192	191	1,076	20,916
Total	13,326	36,042	8,026	4,643	4,085	66,122	79,576
As percentage of total acreage	20.2	54.5	12.1	7.0	6.2	..	..

Area Devoted to Main Crops, in Acres (Not Samoan Villages)

	Coconuts			Bananas			Cocoa			Taro
	Bearing	Non-bearing	Total	Bearing	Non-bearing	Total	Bearing	Non-bearing	Total	Planted
Planters	1,281	4	1,285	271	69	340	2,471	329	2,800	55
Mission stations* ..	153	68	221	125	20	145	74	12	86	105
New Zealand Reparation Estates ..	7,492	253	7,745	309	..	309	1,567	283	1,850	..
Total	8,926	325	9,251	705	89	794	4,112	624	4,736	160

* Results for the mission stations in this and subsequent tables are incomplete.

APPENDIX IX

LIVESTOCK

			New Zealand Reparation Estates	Planters, Missions and Schools	Villagers	Total
<i>Cattle—</i>						
Beef	..	..	8,400	3,510	120	12,030
Dairy	..	..	50	500	..	550
			<hr/>	<hr/>	<hr/>	<hr/>
			8,450	4,010	120	12,580
<i>Horses—</i>						
Draught, hackney, and						
race	..	..	400	300	1,300	2,000
Donkeys	..	..	200	..	..	200
			<hr/>	<hr/>	<hr/>	<hr/>
			600	300	1,300	2,200

The numbers of pigs and poultry cannot be estimated accurately. There are perhaps 60,000 pigs and 200,000 fowls.

All figures are only approximate, and the margin of error may be great. Comparatively few animals are used for draught alone. Virtually no cattle are used for this purpose, and many horses are used for different duties at different times.

In 1957, approximately 2,615 cattle are known to have been slaughtered. The average carcass weighs 350 lb. Hides to the value of £7,888 were exported.

Ululoloa Dairy Co. distributed about 40,000 gallons of pasteurised milk during the year. The Western Samoa Trust Estates Corporation provided milk for its employees, but the amount is unknown. Apart from this, milk production is low, Samoans not yet being very interested in milk as an addition to their diet.

APPENDIX X

FISHERIES

No figures showing the kind and quantity of fish caught are available. Fairly large quantities of tinned fish are imported.

APPENDIX XI

FORESTS

Figures relating to productive and non-productive forests are not available. There are no forest estates or farm forests. Amounts of timber cut and hardwood exports over the past three years have been as follows:

					1954	1955	1956	1957
					Super. ft.	Super. ft.	Super. ft.	Super. ft.
Timber cut—								
Western Samoa Trust Estates Corporation, formerly New Zealand Reparation Estates (approximately)					110,000	259,000	90,000	89,000
Private mill	..	..	..	..	20,000	121,000	207,000	200,000
Total	..	..	..	..	130,000	380,000	297,000	289,000
Hardwood exported		..	..	..	5,351	3,466	14,069	1,768

APPENDIX XII

MINERAL RESERVES

Nil.

APPENDIX XIII

INDUSTRIAL PRODUCTION

No statistical information is available. Industry is a negligible factor in the economy of the Territory.

APPENDIX XIV

COOPERATIVES

Set out below are comparative trading statistics for registered societies for the periods 1 December 1955 to 30 November 1956 and 1 December 1956 to 30 November 1957. Comparative membership and paid-up capital figures as at 31 December 1957 are also shown.

Of the thirty-one primary societies registered for trading only eleven were in operation at the beginning of the 1956-57 trading period. Thirteen others commenced operations during the year and seven did not commence till after the close of the trading year.

Of the saving and lending societies, one commenced operating in September only.

		31 December 1956	31 December 1957
1. <i>Total Number of Registered Societies—</i>			
Trading societies .. ..	..	15	31
Saving and lending societies .. ..	..	2	3
Service societies .. ..	..	2	2
Total, all types .. ..	..	19	36
2. <i>Total Membership—</i>			
Trading societies .. ..	..	606	1,901
Saving and lending societies .. ..	..	118	172
Total for all societies .. ..	..	724*	2,073†
3. <i>Paid-up Capital—</i>		£ s. d.	£ s. d.
Trading societies .. ..	..	5,846 0 10	14,289 12 0
Saving and lending societies .. ..	..	528 18 10	863 1 4
Service societies .. ..	..	1,120 0 0	1,489 6 0
		<u>£7,494 19 8</u>	<u>£16,641 19 4</u>
4. <i>Sales—</i>			
Retail .. ..	..	17,004 12 0	31,300 1 7
Copra .. ..	..	8,560 11 8	11,081 14 6
Cocoa .. ..	..	3,144,16 1	6,434 19 7
Total sales .. ..	..	<u>£28,709 19 9</u>	<u>£48,816 15 8</u>
Service societies .. ..	..	<u>£4,964 18 0</u>	<u>£8,904 15 7</u>
5. <i>Loans Granted by Saving and Lending Societies</i>	..	<u>£970 1 8</u>	<u>£1,028 19 0</u>

* Eleven societies and eighteen individuals.

† Sixteen societies and eighteen individuals.

APPENDIX XV

TRANSPORT AND COMMUNICATIONS

POSTAL

Besides the main post office, there are eighteen non-permanent post offices.

Mail Matter Delivered

			1957
Letters and letter-cards	..	..	34,110
Other articles	..	..	180,328
Registered letters	..	..	5,389
Parcels	..	..	11,943

Mail Matter Dispatched

			1957
Letters and letter-cards	..	..	213,006
Other articles	..	..	41,492
Registered letters	..	..	3,292
Parcels	..	..	4,498

Money Orders

Issued—				1957
Number	..	..	..	851
Commission	..	..	..	£54
Amount	..	..	..	£12,087
Paid—				
Number	..	..	..	3,291
Amount	..	..	..	£53,490

TELEPHONE SERVICES

There is only one telephone system, which has approximately eighty miles of local wires and 507 subscribers. There is one public call station.

TELEGRAPH SERVICES

There is one main establishment and seven outstations, five of which are located in Savai'i. Paid traffic amounted to 39,669 messages, totalling 698,748 groups for £9,260 6s. 8d. Air, weather, and press services accounted for another 780,000 of non-revenue traffic groups.

BROADCASTING SERVICES

There is only one broadcasting station. There are 3,000 privately owned receiving sets and 200 Government-issued sets.

APPENDIX XV—*continued*

TRANSPORT AND COMMUNICATIONS—*continued*

ROAD TRANSPORT

<i>Roads—Milage figures:</i>					1957
Bitumen sealed roads	..	..	..	..	78
Other main roads	..	..	..	..	163
Secondary and village access roads				..	98
Plantation roads	..	..	..	..	38
					<hr/>
Total	..	..	..	..	377
					<hr/>
<i>Private cars, including Government cars</i>	..	..	..	..	312
<i>Number of Buses (11 to 37 passengers)</i>	..	..	..	..	79
<i>Lorries, including Government lorries</i>	..	..	..	..	36
<i>Trailers (Government)</i>	..	..	..	..	6
<i>Taxis</i>	..	..	..	..	65
<i>Motor Cycles</i>	..	..	..	..	86
<i>Longest Bus Route: 86 miles.</i>					
<i>Number of Bus Passengers: Over 600,000 (estimate only).</i>					

AIR TRANSPORT

<i>Number of Passengers—</i>					1957
Starting flight	..	..	..	..	672
Terminating flight	..	..	..	..	823

No airlines are based on, or registered in, the Territory. There is one airstrip and one sea alighting area.

RAILWAYS

Nil.

METEOROLOGICAL SERVICES

Meteorological services are detailed in the body of the report. The only observatory is controlled and staffed jointly by the New Zealand Civil Aviation Department and the New Zealand Department of Scientific and Industrial Research.

SHIPPING, PORTS, ETC.

No vessels of over 100 tons are registered in the Territory. Tonnage loaded on and unloaded from international seaborne shipping was as follows:

Loaded	..	..	..	..	44,168
Unloaded	..	..	..	..	33,650

Statistics of the tonnage loaded on and unloaded from coastal shipping are not available.

APPENDIX XV—*continued*

TRANSPORT AND COMMUNICATIONS—*continued*

SHIPPING, PORTS, ETC.—*continued*

Number of Vessles Entered and Cleared in External Trade—

British	134	} 164,092 tons.
Foreign (U.S.A. and Norwegian)	139	

Number of Passengers Conveyed (estimate only)—

		1957
Embarked	.. .. .	6,083
Disembarked	.. .. .	5,201

Length of Inland Waterways—There are no inland waterways.

Commercial Fishing Vessels—There are no commercial fishing vessels, as fishing is done mainly by canoes, and then not primarily for commercial purposes.

APPENDIX XVI

A. COST OF LIVING

The average retail prices in Apia (as at December 1957) of some of the more important groceries, etc., are shown below:

Ice, delivered	.. .. .	4s. per 50 lb. block.
Flour, white	.. .. .	7d. per pound.
Butter (New Zealand), pats	.. .. .	3s. 9d. per pound.
Bacon (New Zealand), rashers	.. .. .	6s. 11d. per pound.
Eggs, fresh, local	.. .. .	8s. per dozen.
Sugar, white	.. .. .	1s. 1d. per pound.
Bread, white, delivered	.. .. .	1s. per 18 oz. loaf.
Fresh milk, delivered	.. .. .	9d. per pint.
Cheese, loaf cheddar (New Zealand)	.. .. .	3s. 7d. per pound.
Imported mutton	.. .. .	1s. 9d. per pound.
Pork chops	.. .. .	3s. 11d. per pound.
Tea, first quality	.. .. .	4s. 2d. per half pound.
Potatoes	.. .. .	9d. per pound.
Cabbage	.. .. .	1s. 5d. per pound.
Tinned meat, corned (New Zealand)	.. .. .	4s. 5d. per pound.
Apples	.. .. .	1s. 7d. per pound.
Petrol	.. .. .	4s. 6d. per gallon.
Cigarettes (English)	.. .. .	4s. 9d. per tin of 50.
Dinner plates (English)	.. .. .	16s. per half dozen.
Starch, loose	.. .. .	1s. 9d. per pound.
Soap, laundry, 28's	.. .. .	2s. 10d. per bar.

APPENDIX XVI—*continued*
B. CONSUMERS' PRICE INDEX—APIA

	First Quarter 1951	Seconded Employees					Local Employees				
		Fourth Quarter, 1953	Fourth Quarter, 1954	Fourth Quarter, 1955	Fourth Quarter, 1956	Fourth Quarter, 1957	Fourth Quarter, 1953	Fourth Quarter, 1954	Fourth Quarter, 1955	Fourth Quarter, 1956	Fourth Quarter, 1957
1. <i>Food Groups</i> —											
(a) Meat and fish ..	1000	1314	1348	1364	1385	1494	1368	1397	1450	1465	1562
(b) Fruit and vegetables ..	1000	1468	1336	1312	1738	1491	1287	1317	1282	1606	1481
(c) Dairy produce ..	1000	1319	1428	1408	1467	1438	1314	1416	1384	1443	1417
(d) Other foods ..	1000	1280	1261	1298	1339	1389	1248	1228	1275	1311	1362
Aggregate, group 1 ..	1000	1337	1335	1341	1463	1446	1305	1328	1354	1427	1458
2. <i>Housing</i> ..	1000	1285	1293	1302	1302	1302	1008	1008	1032	1032	1032
3. <i>Fuel and Lighting</i> ..	1000	1077	1072	1080	1088	1082	1161	1140	1067	1054	1059
4. <i>Apparel</i> —											
(a) Clothing ..	1000	1037	956	1019	1007	951	1037	956	1019	1007	951
(b) Footwear ..	1000	1094	1092	1148	1183	1025	1081	1077	1101	1173	1008
Aggregate, group 4 ..	1000	1046	976	1038	1033	963	1049	985	1041	1046	966
5. <i>Miscellaneous</i> —											
(a) Household goods ..	1000	1116	1189	1229	1242	1353	1118	1198	1267	1259	1402
(b) Personal goods ..	1000	1088	1134	1247	1249	1273	1099	1154	1245	1253	1279
(c) Service ..	1000	1062	1053	1205	1234	1222	1030	1028	1179	1196	1187
Aggregate group 5 ..	1000	1074	1089	1219	1238	1249	1062	1086	1210	1222	1238
All groups ..	1000	1184	1183	1247	1302	1292	1172	1182	1238	1274	1284

APPENDIX XVII

LABOUR

The nearest indication of the labour position which obtains in the Territory may be gained from the following figures taken from the 1956 census:

		Upolu			Savai'i			Total		
		M.	F.	T.	M.	F.	T.	M.	F.	T.
Children (school or pre-school)	..	20,062	18,255	38,317	7,648	7,062	14,710	27,710	25,117	53,027
Others not gainfully employed	..	315	4,257	4,572	39	550	589	354	4,807	5,161
Engaged in (or dependent on) village agriculture	.. ..	9,913	9,924	19,837	5,279	5,338	10,617	15,192	15,262	30,454
Paid Employment—										
Paid agriculture	.. ..	1,597	432	2,029	58	1	59	1,655	433	2,088
Manufacturing and construction	..	1,075	48	1,123	114	..	114	1,189	48	1,237
Commerce	.. ..	927	276	1,203	146	29	175	1,073	305	1,378
Transport and communications	..	572	12	584	60	1	61	632	13	645
Entertainment, catering services	..	97	367	464	4	8	12	101	375	476
Government and administration	..	685	100	785	138	1	139	823	101	924
Professions	.. ..	847	635	1,482	256	148	404	1,103	783	1,886
Total paid employment	..	5,800	1,870	7,670	776	188	964	6,576	2,058	8,634
Not stated	.. ..	17	16	33	14	4	18	31	20	51
Grand total, all occupations	..	36,107	34,322	70,429	13,756	13,142	26,898	49,863	47,464	97,327

APPENDIX XVII—*continued*

LABOUR—*continued*

Details of the salaries paid to Government employees, both permanent and casual, are set out in Appendix II (for teachers see Appendix XXII), while below are the basic rates approved by the Government on the recommendation of the Price Tribunal for other workers:

	Daily Rate (Effective 5 December 1955)	Overtime Weekdays (Effective 9 May 1956)	Overtime, Holidays and Sundays (Effective 9 May 1956)
General labourers	10s.	15s.	20s.
Union Steam Ship Company's wharf labourers	10s. (plus one meal when working on ships)	15s.	20s.
Stevedores	10s. effective 9 May 1956)	15s.	20s.
Plantation labourers, male ..	7s.	..	..
Plantation labourers, female ..	6s.	..	..

There is no compulsory labour, no persons are engaged through employment agencies and there are no major industrial groups nor any industrial insurance schemes. No employers or employees were charged during the year under review for offences against labour laws, and there were no industrial disputes. Strictly speaking, there are no unemployed persons in Western Samoa as people always have a family group which can use their services. There were no collective agreements in force at the end of the year. The only details regarding persons who left or entered the Territory during the year may be found in Appendix I; their reasons for migrating are not known.

APPENDIX XVIII

SOCIAL SECURITY AND WELFARE SERVICES

As there is practically no need for social security and welfare services, they are almost non-existent. However, since 1947 all permanent employees of the Territorial Government have compulsorily had to join the Superannuation Fund which is operated in conjunction with the fund maintained by the Administering Authority for its own employees. There are 680 members of the fund, of whom 630 are local appointees. None of the local firms have superannuation or pension schemes but the main overseas firms operate such funds and in the Territory they have approximately 100 members, including over 80 local employees. As some Government officers were for various reasons unable to join the Superannuation Fund in 1947, the cases of such officers are given special consideration on their retirement and a suitable pension granted to them. There are also in the Territory, mainly in Apia, some indigent persons, although their numbers are not great. They are usually part or full Europeans who are without land or relatives to care for them and to these people the Government grants charitable aid. In 1957 22 ex-Government officers received pensions to the value of £2,750, and charitable aid amounting to £750 was paid to 20 recipients.

APPENDIX XIX

PUBLIC HEALTH

PERSONNEL (as at 31 December 1957)

S = Samoan; E = European; E/S = European/Samoan

Director of Health	..	..	..	1 (1E)
Surgeon specialist	..	..	..	1 (1E)
Medical officers	..	..	..	3 (2E, 1 E/S)
Samoan Medical Practitioners	..	..	..	43 (43S)
Principal Dental Officer	..	..	..	1 (1E)
Samoan Dental Practitioners	..	..	..	7 (7S)
Managing secretary	..	..	..	1 (1E)
Pharmacist	..	..	..	1 (1E)
Pharmacy assistants	..	..	..	8 (8S)
Radiographers	..	..	..	2 (1E, 1S)
Radiography assistants	..	..	..	2 (2S)
Bacteriologist	..	..	..	1 (1 E/S)
Laboratory assistants	..	..	..	8 (8S)
Matron	..	..	..	1 (1E)
Assistant matron	..	..	..	1 (1E)
Tutor sister	..	..	..	1 (1E)
Health sister	..	..	..	1 (1E)
Sister—Maternity ward	..	..	..	1 (1E)
Sisters	..	..	..	6 (3E, 2E/S, 1S)
Staff nurse—N.Z. trained	..	..	..	1 (1S)
Staff nurses—locally trained	..	..	..	94 (94S)
Nurse aids	..	..	..	25 (25S)
Nurses in training	..	..	..	140 (140S)
Chief sanitary inspector	..	..	..	1 (1E)
Meat inspector	..	..	..	1 (1E/S)
Assistant sanitary inspectors	..	..	..	6 (6S)

HOSPITALS, ETC.

General hospital	..	..	..	1 (250 beds approx.)
Cottage hospitals or infirmaries	..	..	..	Nil
District hospitals	..	..	..	14 (200 beds approx.)
Dispensaries exclusively for outpatients	..	..	..	1
Government mobile clinics	..	..	..	2
Maternity and child welfare centres	..	..	..	1 in each village.
Tuberculosis unit, central	..	..	..	1
Leprosaria (small leper unit)	..	..	..	23
Mental institutions	..	..	..	Nil

NOTIFICATIONS OF INFECTIOUS DISEASE

Name of Disease	Cases Notified			
	1954	1955	1956	1957
Measles	..	..	..	..
Whooping cough	..	..	..	..
Influenza	..	..	..	..
	Nil	17	2	1,210
	53	5,823	119	160
	3,116	6,197	170	5,631

APPENDIX XIX—continued

PUBLIC HEALTH—continued

NOTIFICATIONS OF INFECTIOUS DISEASES—continued

Name of Disease	1954	Cases Notified		1957
		1955	1956	
Tuberculosis—				
Pulmonary	120	55	234	228
Other forms	7	10	36	48
Infantile diarrhoea ..	699	1,688	106	944
Dysentery—				
Bacillary	1	4	43	29
Unclassified	1	5	Nil	23
Infective hepatitis ..	35	38	47	60
Leprosy	10	4	20	16
Yaws (first notifications) ..	4,035	6,393*	11,005*	258*
Gonorrhoea	8	8	16	43
Syphilis .. ..	..	..	4	2
Typhoid fever .. ..	..	..	..	29
Paratyphoid fever .. ..	..	..	..	4
Tetanus .. ..	..	..	..	5
Chickenpox .. ..	..	..	..	42
Cerebro-spinal meningitis ..	..	..	..	28
Puerperal fever .. ..	..	..	..	13
Mumps .. ..	..	..	..	13

*WHO yaws control campaign, August 1955 to October 1957

HOSPITAL AND OUTSTATION TREATMENTS

	Apia Hospital	Out- stations	Total
Admitted during the year	4,646	4,079	8,725
Died during the year	102	132	234
Medical—			
Outpatients attendance, including dressings, during the year ..	50,750	112,809	163,559
Major operations during the year ..	660	171	831
Minor operations during the year ..	3,163	4,828	7,991
Maternity—			
Total deliveries	861	186	1,047
Premature births	29	45	74
Still births	18	10	28
Maternal deaths	1	7	8
Dental*—			
Total examinations	5,495	11,877	17,372
Restorations	2,083	6,937	9,020
Extractions	3,369	3,809	7,178
Prophylaxis	1,093	1,708	2,801
Miscellaneous	3,798	1,025	4,823
Total operations	15,838	25,356	41,194

APPENDIX XIX—continued

PUBLIC HEALTH—continued

HOSPITAL AND OUTSTATION TREATMENTS—continued

Laboratory (Apia Hospital only)—	1954	1955	1956	1957
Clinical pathology	7,450	6,010	10,352	6,425
Parasitology	3,311	3,788	4,320	3,005
Bacteriology	5,252	2,629	3,604	4,670
Biochemistry .. ..	..	..	..	2,556
Medico-legal	87	342	317	317
Public health	149	68	55	39
Unclassified .. ..	..	..	..	4
	<u>19,392</u>	<u>13,223</u>	<u>22,950</u>	<u>17,016</u>
X-ray services (Apia Hospital only)—				
Chest X-rays (including brocho-grams)	3,361	3,848	4,868	5,562
Bones and joints	937	1,026	1,310	1,796
Abdominal X - rays (including barium meals, pyelograms, cho- lecystograms)	188	263	340	366
Dental X-rays	320	304	334	570
Superficial Therapy .. ..	..	..	..	35
	<u>4,806</u>	<u>5,441</u>	<u>6,852</u>	<u>8,329</u>

* Apia Hospital includes Leififi Education Compound, Apia. Outstations include mobile clinic and tours.

TUBERCULOSIS

	Polynesian	Non-Polynesian	Total
(1) Cases of tuberculosis on Register as at 31 December 1957	1,008	45	1,053
(2) Age groups of those in Table 1 as at date of return—			
(a) Under 5 years	84	2	86
(b) 5 and under 15 years	166	5	171
(c) 15 and under 25 years	258	10	268
(d) 25 and under 35 years	196	4	200
(e) 35 and under 45 years	122	5	127
(f) 45 and under 55 years	93	7	100
(g) 55 and under 65 years	51	3	54
(h) 65 years and over	19	17	26
(3) Disposition of registered cases—			
(a) In Apia Hospital	84	3	87
(b) In district hospitals	7	..	7
(c) In private dwellings	890	40	930
(d) Residence unknown	8	..	8
(4) Type and extent of disease—			
(a) Respiratory	857	33	890
(b) Non-respiratory	80	5	85
(c) Mixed forms	52	5	57

APPENDIX XX

HOUSING

The number of Samoan fale is unknown. While the total number of dwelling units constructed along European lines is unobtainable, it is estimated that they number in the vicinity of 1,030. In the year under review thirty-six European-type buildings were completed to a total value of £34,000.

APPENDIX XXI

PENAL ORGANISATION

AGE GROUP OF PRISONERS AS AT 31 DECEMBER 1957

Age					Number
15-20	..	..	..	..	36
20-25	..	..	..	..	52
25-30	..	..	..	..	36
30-35	..	..	..	..	23
35-40	..	..	..	..	6
40-45	..	..	..	..	1
45-50	..	..	..	..	5
50-55	..	..	..	..	3
Total	..	..	..	..	162

PRISONERS, BY LENGTH OF TIME SERVED

					Samoan		European/ Samoan		Total
					M.	F.	M.	F.	
Under 1 month	..	..	..	..	..	..	..	..	..
1 month and under 2 months	..	..	..	..	6	..	..	..	6
2 months and under 3 months	..	..	..	..	8	..	1	..	9
3 months and under 6 months	..	..	..	..	20	1	2	..	23
6 months and under 9 months	..	..	..	..	21	1	..	..	22
9 months and under 12 months	..	..	..	..	3	..	..	..	3
12 months and under 18 months	..	..	..	..	17	1	1	..	19
18 months and under 24 months	..	..	..	..	5	..	..	..	5
24 months and under 36 months	..	..	..	..	14	..	..	..	14
36 months and under 48 months	..	..	..	..	9	..	..	..	9
48 months and under 60 months	..	..	..	..	9	..	1	..	10
5 years and under 8 years	..	..	..	..	24	1	1	..	26
8 years and under 10 years	..	..	..	..	2	..	..	..	2
10 years and over	..	..	..	..	6	1	..	..	7
Life imprisonment	..	..	..	..	7	..	..	..	7
Total	..	..	..	..	151	5	6	..	162

APPENDIX XXI—continued

PENAL ORGANISATION—continued

TABLE SHOWING PREVIOUS COMMITTALS TO PRISON OF PRISONERS CONFINED
ON 31 DECEMBER 1957

Previous Committals	Status	Total
One committal ..	Samoan .. 31	
	Samoan/European .. 1	
	—	32
Two committals ..	Samoan .. 8	(3 females)
	Samoan/European .. 2	
	—	10
Three committals ..	Samoan .. 2	
	—	2
Four committals ..	Samoan .. 2	
	Samoan/European .. 1	
	—	3
Five committals ..	Samoan .. 2	
	—	2
Six committals ..	Samoan .. 2	
	—	2
Seven committals ..	Samoan .. 1	
	—	1
Eight committals ..	Samoan .. 3	
	Samoan/European .. 1	
	—	4
Fourteen committals ..	Samoan .. 2	
	—	2
Fifteen committals ..	Samoan .. 1	
	—	1
Seventeen committals ..	Samoan .. 2	
	—	2
Twenty committals ..	Samoan .. 1	
	—	1
Twenty-two committals ..	Samoan .. 1	
	—	1
Twenty-three committals	Samoan .. 3	
	—	3
Twenty-four committals	Samoan .. 1	
	—	1
Twenty-five committals ..	Samoan .. 2	
	—	2
No previous committals ..	Samoan .. 92	(2 females)
	Samoan/European .. 1	
	—	93
		162

AVERAGE NUMBER OF INMATES

Daily average of prisoners ..	151.19
Admitted during period ..	480
Discharged during period ..	446

APPENDIX XXI—continued

PENAL ORGANISATION—continued

NUMBER OF CELLS AND WARDS

Tafa'igata: Seven wards for good conduct prisoners. Thirteen cells for confinement.

Tuasivi: One ward to house ten prisoners.

SPACE ALLOTTED TO PRISONERS DURING HOURS OF SLEEP

Tafa'igata

Seven wards	..	..	5,850 square feet.
Thirteen cells	..	..	1,120 square feet.
Average floor space per person	..	..	49 square feet.

Tuasivi

One ward	..	..	440 square feet.
Average floor space per person	..	..	55 square feet.

SCALE OF RATIONS

Breakfast:			Daily	Weekly
Cocoa	..	..	2 oz.	14 oz.
Sugar	..	..	2 oz.	14 oz.
Milk	..	..	1 oz.	$\frac{1}{2}$ lb.
Bread	..	..	3 oz.	1 lb. 5 oz.
Mummy apple	..	..	$\frac{1}{2}$ lb.	3 $\frac{1}{2}$ lb.

Food divided between meals at noon and evenings:

Taro or ta'amu or breadfruit or manioc or yam	6 to 8 lb.
Bananas	10 lb.
Meat or fish (fresh)	3 $\frac{1}{2}$ lb.
Salt	$\frac{1}{4}$ lb.
Soap	$\frac{1}{4}$ lb.
Fat	$\frac{1}{2}$ lb.

Number of workshops: One blacksmith; one carpentry.

Number and sex of staff: Male warders, 18; females, 2 (all general duties).

APPENDIX XXII

EDUCATION

CHILDREN OF SCHOOL AGE (5-19 YEARS) FROM 1956 CENSUS

				Male	Female
London Missionary Society	..	..	..	11,033	9,914
Roman Catholic	..	..	..	4,214	3,980
Methodist	..	..	..	3,099	2,931
Latter Day Saints	..	..	..	900	919
Seventh Day Adventists	..	..	..	233	206
Others	..	..	..	344	305
				19,803	18,255

NOTE—A break-down into Samoan and European children is not available.

CATEGORIES OF GOVERNMENT AND MISSION SCHOOLS

(Languages of instruction in parentheses)

S = Samoan: E = English

	Pastor Catechist	Primary	Secondary	Vocational	Theological
Government ..	..	122 (S and E)	2 (E)	2 (E)	..
Missions ..	281	33 (S and E)	6 (E)	1 (E)	2 (S and E)
Total ..	281	155 (S and E)	8 (E)	3 (E)	2 (S and E)

NUMBER OF SCHOOL CHILDREN IN PRIMARY SCHOOLS IN WESTERN SAMOA, CLASSIFIED ACCORDING TO AGE AND SEX, 1957

Name of School		5-10 Years Old		11-15 Years Old		Over 15 Years Old		Grand Total
		Boys	Girls	Boys	Girls	Boys	Girls	
Missions—								
London Missionary Society	..	40	..	215	38	327	102	732
Roman Catholic	..	1,021	1,202	974	820	183	300	4,500
Methodist	..	50	55	83	94	26	22	330
Seventh Day Adventists	..	94	101	93	100	38	39	465
Latter Day Saints	..	109	122	170	176	88	72	733
		1,314	1,480	1,535	1,228	672	535	6,764
Government	..	5,710	5,702	3,125	3,350	343	227	18,457
Grand Total	..	7,024	7,182	4,660	4,578	1,015	762	25,221

APPENDIX XXII—continued

EDUCATION—continued

SECONDARY SCHOOL ROLLS

Government—Samoa College and Avele, Form III

Age	12	13	14	15	16	17	18	19	20	21	Total											
Sex	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.											
Form III	1	3	10	10	7	23	26	9	12	5	..	1	..	2	..	..	..	..	..	53	56
Form IV	2	1	1	..	3	2	14	9	10	3	..	..	2	..	..	..	..	..	30	15
Form V and VI	6	8	5	2	4	4	5	..	..	..	..	..	20	14
Total	1	5	11	11	7	26	28	29	29	20	5	5	4	7	..	..	..	..	..	103	85
Mission—six schools	2	8	6	6	16	13	17	13	9	3	9	6	9	3	2	1	4	1	74	64
Form III	1	..	6	5	8	14	8	4	3	5	1	1	2	13	..	42	29
Form IV	1	..	1	..	1	..	2	..	..	..	..	..	5
Form V
Total	2	8	6	7	16	19	22	22	23	22	13	10	14	6	3	3	17	1	116	98
Grand total	..	1	7	19	17	14	42	47	51	51	43	27	18	14	21	6	3	3	17	1	219	183

NOTE—The total number of students attending night classes was 207. These are not included in the above figures.

THEOLOGICAL COLLEGES FOR MEN

Ages	First Year	Second Year	Third Year	Fourth Year	Fifth Year	Sixth Year	Totals
18-19 ..	14	4	..	..	..	..	18
19-20 ..	..	10	..	..	..	..	10
20-21 ..	..	..	..	..	..	..	..
21 and over ..	6	8	14	20	18	5	71
Totals	20	22	14	20	18	5	99

VOCATIONAL SCHOOLS (PRIMARY AND POST-PRIMARY LEVEL)

	Male	Female	Number Graduated
Government—			
Teachers' Training College	99	132	85
Nurse Training	..	145	22
Missions—			
Girls' Commercial School (Roman Catholic)	..	40	10
Total	99	317	117

AVERAGE SCHOOL ATTENDANCE

	Per Cent
Government—	
Primary	85
Secondary	91
Vocational	92
Missions—	
Primary	84
Secondary	89
Vocational	90

APPENDIX XXII—continued

EDUCATION—continued

SUMMARY OF PUPILS OF SCHOOL AGE

Type of School		Primary		Secondary (Including Adult Night Classes)		Vocational		Totals
		5-18 Years		13 Years Upwards		16 Years Upwards		
Government Missions	..	M. 9,178	F. 9,279	M. 223	F. 172	M. 159	F. 277	19,288
	..	3,521	3,243	116	108	..	40	7,028
		12,699	12,522	339	280	159	317	
Totals ..		25,221		619		476		26,316

NOTE—(a) Secondary schools include Government night class students.

(b) Vocational schools include Trades Training, Teachers' Training College, Nurse Training School, and Catholic Sisters' Commercial School.

SCHOLARSHIP STUDENTS ENROLLED IN INSTITUTIONS OF HIGHER LEARNING OVERSEAS, 1957

New Zealand (university and teachers' training college) ..	..	19
U.S.A. (university) ..	..	3
New Zealand technical and trades training ..	..	6
New Zealand theological college ..	..	1
		29

Samoan Scholarship Students, 1957

Awarded by	Country in Which Held		Male	Female
New Zealand Government ..	In New Zealand ..	..	61	29
American Government ..	In U.S.A. ..	..	3	..
Missions ..	In New Zealand ..	..	6	..
Missions ..	In U.S.A. ..	..	3	..
Missions ..	In Australia ..	..	1	..
			74	29

SUMMARY OF TEACHERS, WESTERN SAMOA, 1957

Designation	Primary				Secondary				Vocational			
	Certificated		Uncertificated		Certificated		Uncertificated		Certificated		Uncertificated	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Government—												
Samoans ..	162	185	69	91	..	2	..	..	1	1	..	..
Local Europeans ..	1	3	1	7	..	..	..	..	1	1	..	..
Europeans ..	10	5	..	1	7	6	..	..	4	1	..	..
Total ..	173	193	70	99	7	8	..	..	6	3	..	..
Missions—												
Samoans ..	30	17	51	37	1	..	1	..	..	..	..	2
Local Europeans ..	..	6	5	31	..	..	..	..	..	..	..	..
Europeans ..	6	15	7	18	9	14	4	..	..	2	..	..
Total ..	36	38	63	86	10	14	5	..	..	2	..	2
Grand total	209	231	133	185	17	22	5	..	6	5	..	2

APPENDIX XXII—continued

EDUCATION—continued

MISSION SOCIETIES AND MISSIONARIES ENGAGED IN EDUCATION

Name of Mission	Mission Headquarters	Nationalities of Mission Teachers							
		New Zealand	Australia	England	America	Canada	France	Germany	Jugoslavia
Roman Catholic	Rome	16	4	..	13	3	3	2	1
London Missionary Society	London .. ..	..	..	4	..	..	..	..	..
Methodist	Sydney	1	2	..	1	..	..	..	..
Seventh Day Adventists	Sydney	5	..	..	..	..	..	..	..
Latter Day Saints	Salt Lake City .. ..	..	..	..	29	..	..	..	..
Total .. ..	.. ..	22	6	4	43	3	3	2	1

EXPENDITURE

The total expenditure for Government education, covering primary, secondary and vocational, trades, adult education, and library for the year ending 31 December 1957 was £273,000, the money coming from the following sources:

Samoan Government—	£	£
Education Department—		
(a) Maintenance	226,400	
(b) Capital development	25,100	
		251,500
New Zealand Government—		
Scholarships	19,000	
<i>Samoan Journal</i>	2,500	
		21,500*

* This figure is approximate only and will not come to charge until 1958.

The Government expenditure (exclusive of capital development, New Zealand scholarships, and *School Journal*) on school children and students in the various types of schools was approximately £12 per head. Similar expenditure in 1956 was £14 per head. This figure, however, included capital development.

Students attending the Government residential schools and the main Government schools and colleges situated in Apia pay fees. These are at the following rates:

Infants	15s. per annum.
Standards I, II, and III	£1 10s. per annum.
Standard IV, Forms I and II	£2 5s. per annum.
Samoa College secondary department, Teachers' Training College, Avele, and Vaipouli Agricultural College, Avele ..	£3 per annum.

The fees are paid into school trust accounts and the money is for school maintenance, purchase of extra equipment, sports material, musical instruments, library books, etc., and in the case of Avele and Vaipouli, for additional provision of medical supplies and also food.

Fees in the missions vary a great deal. In mission schools of certain types there is no charge; in others the fees vary from 3s. to 7s. a month in the primary schools and from 15s. to £1 a month in the secondary schools.

APPENDIX XXII—*continued*

EDUCATION—*continued*

SCHOOL TEACHERS

There is one Government institution for the training of teachers. A quota of mission students is accepted who will, upon completion of their training, return to teach in mission schools. Students aged seventeen years to twenty-four years enrol for a three-years' course of training.

This year the roll consisted of 109 male students and 131 female students. Of these, 82 completed the course and were awarded Trained Teachers' Certificates.

The following basic scales became payable to all teachers, indigenous or seconded, with effect from 1 April 1955:

- Grade (a) £80, £85, £90.
(b) £115, £150, £180, £210, £245, £275, £310, £350, £395.
(c) £430, £470, £505, £540.
(d) £350, £395, £430, £470, £505, £540, £580, £615, £655.
(e) £505, £540, £580, £615, £655, £690, £720, £745, £775, £800, £825.
(f) £745, £775, £800, £825, £855, £880.
(g) £855, £880, £905, £940, £975, £1,010, £1,045, £1,080, £1,115.
(h) £1,080, £1,115, £1,150, £1,185, £1,220, £1,250.

Grades (a), (b), and (c) apply to teachers who do not hold a New Zealand Teachers' Certificate.

Grade (d) applies to local Inspectors of Schools.

Grades (e) to (h) apply to teachers who hold a New Zealand Teachers' Certificate.

A personal maximum may be fixed at any point within a grade.

ADULT EDUCATION

There is no separate institution for adult education run by the Department. However, to meet the need of those who desire further education, adult night classes are held at the Form III and Form IV level. This enables the students to sit for the Samoan Public Service Examination.

For those who have had only a primary-school education the course is normally one of three years and the subjects taken are English, Social Studies, Core Maths., Mathematics, Bookkeeping, Commercial Practice, and Geography.

In 1957, 207 students enrolled. One hundred and eight sat the Public Service Examination, 28 gained full passes, and 53 partial passes.

LIBRARIES

The Secretariat runs a small library of reference books, official reports, United Nations publications, and periodicals. No fee is charged.

The Education Department maintains a Village Schools' Library of 11,000 volumes. Parcels of books are sent out to the village schools at regular intervals. No fee is charged. In addition, the main Government schools are building up their own libraries.

The Government has approved the establishment of a central reference and lending library to be set up in the Apia township. A local firm has donated £5,000 towards the cost of this building and plans have been drawn up. The librarian appointed took up duties in 1956. The library opened in temporary quarters in November 1957, and has proved to be popular.

APPENDIX XXII—*continued*

EDUCATION—*continued*

LIBRARIES—*continued*

There are four 16 mm. movie machines in the large Government schools, and a regular supply of educational films arrive from New Zealand.

NUMBER OF PROJECTORS

Stationary	1
Mobile	4
Education and missions, etc.	7 (approximately)

NUMBER OF CINEMAS

1 in Apia.
12 in outer districts.

APPENDIX XXIII

INTERNATIONAL AGREEMENTS APPLIED TO WESTERN SAMOA DURING 1957

MULTILATERAL

Final Act of the Eighth United Nations Technical Assistance Conference, held at New York on 10 October 1957.

Signed on behalf of New Zealand on 10 October 1957. In force for New Zealand on 10 October 1957. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

International Convention to Facilitate the Importation of Commercial Samples and Advertising Material, done at Geneva on 7 November 1952.

Instrument of Accession on behalf of New Zealand deposited on 19 April 1957. In force for New Zealand on 19 May 1957. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

Protocol to the International Convention for the Regulation of Whaling, signed at Washington on 2 December 1946, done in Washington on 19 November 1956.

Signed on behalf of New Zealand on 3 December 1956. Instrument of ratification deposited on 21 June 1957. Does not enter into force until instruments of ratification or written notices of adherence on behalf of all the contracting Governments to the 1946 Convention for the Regulation of Whaling have been deposited with or received by the Government of the United States of America. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

Statute of the International Atomic Energy Agency, opened for signature at New York on 26 October 1956.

Signed on behalf of New Zealand on 26 October 1956. Instrument of ratification deposited on 13 September 1957. In force for New Zealand on 13 September 1957. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

BILATERAL

No bilateral agreements were applied to Western Samoa during 1957.

APPENDIX XXIV

LEGISLATIVE ACTIVITY, 1957

A. IN SAMOA

(i) *Ordinances*

No.

1. Imprest Supply.
2. Civil List Amendment.
3. Wages Councils.
4. Land and Titles Protection Amendment.
5. High Court Fines (Simplified Procedure).
6. Appropriation.

(ii) *Regulations*

1. Price Order (No. 1957/2)—Exempted Goods Notice.
2. District and Village Government Board Members' Salary 1954, Amendment No. 2.
3. Wages Councils Ordinance Commencement Notice 1957.
4. High Court Fines (Simplified Procedure) Order 1957.

(iii) *Papers and Reports Presented to Legislative Assembly*

Estimates and Financial Statement.
Supplementary Estimates.
Annual Report of Agriculture Department.
Annual Report of Broadcasting Department.
Annual Report of Cooperatives Department.
Annual Report of Education Department.
Annual Report of Fire Department.
Annual Report of Harbour Department.
Annual Report of Health Department.
Annual Report of Justice Department.
Annual Report of Inland Revenue Department.
Annual Report of Labour Department.
Annual Report of Lands and Titles Court Department.
Annual Report of Lands and Survey Department.
Annual Report of Police and Prisons Department.
Annual Report of Post Office Department.
Annual Report of Public Works Department.
Annual Report of Radio Department.
Paper on Functions of Standing Committees.
Paper on Milage Allowances.
Summary of Annual Accounts of Banana Scheme.
Report of Apia Park Board.
Report of Copra Board.
Report of District and Village Government Board.
Report on Water Supplies.
Report of Select Committee on Labour Bill.

APPENDIX XXIV—*continued*

LEGISLATIVE ACTIVITY, 1957—*continued*

A. IN SAMOA—*continued*

(iii) *Papers and Reports Presented to Legislative Assembly—continued*

Paper on Statement of Policy Relating to Disposal of Stores.
Report of Public Service Commissioner.
Report on Meetings of Standing Committees of the Legislative Assembly.
Interim Report of Committee of Executive Council Relating to Purchase of Copra by the Copra Board Direct From the Producers.

B. IN NEW ZEALAND

(Only the most important Acts and Regulations which affect Western Samoa are listed.)

(iv) *Acts*

No.

- 10. Adoption Amendment.
- 16. Superannuation.
- 22. Samoa Amendment.
- 30. Post and Telegraph Amendment.
- 31. Estate and Gift Duties Amendment.
- 36. Public Trust Office.
- 37. Trustee Amendment.
- 38. Administration Amendment.
- 39. Property Law.
- 99. War Pensions.

(v) *Regulations*

- 15. Quarantine (Ship) Regulations 1957.
- 32. Legislative Assembly Regulations 1948, Amendment No. 3.
- 33. Chattels Transfer Order 1957.
- 60. Samoa Amendment (1956 No. 2).
- 61. Western Samoa Trust Estates Corporation Regulations 1957.
- 102. Superannuation Regulations 1957.
- 144. Post Office Savings Bank Regulations 1944, Amendment No. 4 and two Notices.
- 222. Samoa Amendment Act (1957) Commencement Order 1957.
- 223. Western Samoa Legislative Assembly Regulations 1957.
- 224. Western Samoa Fautua Appointment Regulations 1957.
- 235. Western Samoa Sterling Area Currency and Securities Exemption Notice 1957.
- 279. Superannuation (Western Samoa) Notice 1957.

APPENDIX XXV

A. MEMBERS OF THE LEGISLATIVE ASSEMBLY

Name	Constituency	Population (1956 Census)
Aiono Urima ..	A'ana Alofi No. 1 ..	3,441
Amoa Tausilia ..	Aleipata-Itupa-i-Lal ..	2,075
Anapu Solofa ..	Tuamasaga South (Safata) ..	3,128
Asiata Lagolago ..	Satupa'itea ..	1,224
Iuli Sale ..	Anoama'a East ..	2,681
Ulumalautea Papali'i ..	Vaimauga East ..	2,428
Ufagalilo Fa'atafa ..	Fa'asaleleaga No. 3 ..	1,739
Ulualufaiga Talamaivao ..	Vaa-O-Fonoti ..	1,469
Usu Toeafiti ..	Alataua West ..	1,207
Fa'alava'au Galu ..	Falelatai-Samatau ..	2,413
Fatialofa F. Makisua ..	Lepa ..	960
Fenunuti Tauafua ..	Lefaga ..	2,204
Fiams Mulinu'ū II ..	Lotofaga ..	1,192
Leasi Ava'ula ..	Gagaifomauga No. 3 ..	758
Lesatele Rapi ..	Vaisigano West No. 2 ..	933
Leiataua Samuelu ..	Aiga-i-Le-Tai ..	2,696
Luatua Mata'ese ..	Sagaga-le-Falefa ..	3,879
Luafatasaga Su'e ..	Saga-le-Usoga ..	2,774
Luamanuvae Eti ..	Fa'asaleleaga No. 1 ..	2,982
Mapusua Seilala ..	Palauli-le-Falefa ..	1,774
Matai'a Europa ..	Faleata East ..	4,362
Papalii Pesamino ..	Fa'asaleleaga No. 2 ..	1,867
Peseta Seko ..	Gagaifomauga No. 1 ..	1,246
Pilia'e Iuliano ..	A'ana Alofi No. 2 ..	2,456
Pulepule Matu'u ..	Anoama'a West ..	2,941
Sagapolutele Posē ..	Aleipata-Itupa-i-Luga ..	922
Saipa'ia Galumalemana Uepa ..	A'ana Alofi No. 3 ..	3,293
Seiuli Iakopo ..	Faleata West ..	5,352
Seuamuli Etimani ..	Gaga'emauga No. 3 ..	1,823
Soifua Solia Nese ..	Falealupo ..	712
Tevaga Paletasala ..	Gaga'emauga No. 1 ..	1,678
To'omata Lilomaiava ..	Salega ..	1,770
Toloafa Lafaele ..	Siumu ..	1,123
Tualaualei Mauri ..	Palauli East ..	1,809
Tuatagaloa Leutele Te'o ..	Falealili ..	3,171
Tofacono Muliaga ..	Vaimauga West ..	13,791
Tugaga Isaako ..	Gagaifomauga No. 2 ..	2,190
Tuala Tiaina ..	Gagaemauga No. 2 ..	1,256
Tufuga Fatu ..	Vaisigano East ..	1,222
Tuato Poto ..	Palauli West ..	2,098
Vui Fale ..	Fa'asaleleaga No. 4 ..	812

APPENDIX XXV—*continued*

A. MEMBERS OF THE LEGISLATIVE ASSEMBLY—*continued*

European Electorate			Electoral	Votes
			Roll	Polled
Gustav Fredrick Dertag Betham	European Electorate		1,437	588
Hans Joachim Keil	"		"	560
Frank Clemens Frederick Nelson	"		"	611
Eugene Friedrich Paul	"		"	807
Peter Plowman	"		"	560
Secretary to the Government ..	Official			
Attorney-General	"			
Financial Secretary	"			

B. PORTFOLIOS OF MEMBERS OF THE EXECUTIVE COUNCIL

- Hon. E. F. PAUL—Leader of Government Business (from February, 1958, Minister for Economic Development, Minister for Marine, Minister for Police and Prisons, Minister in Charge of Secretariat Department.
- Hon. TUALAULELEI M.—Minister for Lands.
- Hon. TUATAGALOA L. T.—Minister for Education, Minister in Charge of District Affairs.
- Hon. TO'OMATA L.—Minister for Health.
- Hon. FA'ALAVA'AU G.—Minister for Radio, Post Office, and Broadcasting.
- Hon. FIAME F. M. II—Minister for Agriculture.
- Hon. F. C. F. NELSON—Minister for Public Works and Road Transport.
- Hon. FINANCIAL SECRETARY—Minister in Charge of Treasury, Customs, and Inland Revenue.
- Hon. ATTORNEY-GENERAL—Minister in Charge of Justice Department and Legislative Department.

APPENDIX XXVI

CLIMATOLOGICAL DATA FOR APIA, 1953-57

	1953	1954	1955	1956	1957
Total rainfall (inches)	76.66	139.75	137.13	111.51	98.89
Number of rain days	169	266	247	223	190
Maximum daily rainfall (inches) ..	3.04	6.83	5.19	3.68	4.21
Date	23 Mar.	16 Mar.	13 Mar.	25 April	17 Feb.
Extreme maximum temperature (°F.)	91.0	90.4	88.9	89.2	89.2
Date	20 Mar.	6 Feb.	14 April	16 April	29 Mar.
Extreme minimum temperature (°F.)	60.0	66.2	68.2	67.1	64.7
Date	18 Aug.	5 July	24 Sept.	7 June	16 Aug.
Mean daily maximum temperature (°F.)	86.3	85.7	85.2	85.2	85.8
Mean daily minimum temperature (°F.)	74.0	73.9	73.3	73.1	73.8
Mean daily temperature (24-hourly values—°F.)	80.18	79.78	79.28	79.23	79.98
Total amount of bright sunshine (hours)	2,653.0	2,396.1	2,578.4	2,644.5	2,537.5

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The following references are to questions asked in the questionnaire approved by the Trusteeship Council on 6 June 1952:

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