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ADMINISTRATION OF THE TRUST TERRITORY OF WESTERN SAMOA
REPORT OF THE GOVERNMENT OF NEW ZEALAND FOR THE YEAR 1958

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 1958.

Since, in accordance with rule 73 of the rules of procedure of the Trusteeship Council, the Administering Authority has to furnish to the Secretary-General 400 copies of each report for a Trust Territory and consequently, only a limited number of copies of this report are available, it has not been possible to make a full distribution. Delegations are therefore requested to have the copies distributed to them available when this question is under consideration during the fourteenth session of the General Assembly.

UNITED NATIONS

TRUSTEESHIP
COUNCIL

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Twenty-fourth session
Item 3 g of the provisional agenda

REPORT OF THE NEW ZEALAND GOVERNMENT ON THE ADMINISTRATION
OF THE TRUST TERRITORY OF WESTERN SAMOA FOR THE YEAR 1958

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 1958.^{1/}

Forty copies of the report were received by the Secretary-General on 13 May 1959.

Vingt-quatrième session
Point 3 g de l'ordre du jour provisoire

RAPPORT DU GOUVERNEMENT DE LA NOUVELLE ZELANDE SUR L'ADMINISTRATION
DU TERRITOIRE SOUS TUTELLE DU SAMOA-OCCIDENTAL POUR L'ANNEE 1958

Note du Secrétaire général

Le Secrétaire général a l'honneur de transmettre à chacun des membres du Conseil de tutelle un exemplaire du rapport du Gouvernement de la Nouvelle Zélande sur l'administration du Territoire sous tutelle du Samoa-Occidental pour l'année 1958.^{1/}

Quarante exemplaires de ce rapport sont parvenus au Secrétaire général le 13 mai 1959.

^{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 1958. R.E. Owen, Government Printer, Wellington, New Zealand, 1959.

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THE DEPARTMENT OF ISLAND TERRITORIES

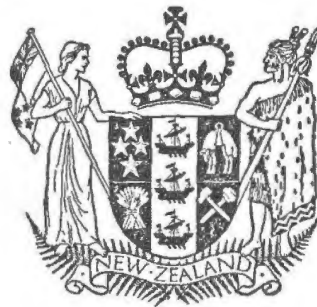
REPORT

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

ON THE

ADMINISTRATION OF WESTERN SAMOA

FOR THE CALENDAR YEAR 1958



ISSUED BY
THE DEPARTMENT OF ISLAND TERRITORIES

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ADMINISTRATION OF WESTERN SAMOA

FOR THE CALENDAR YEAR 1958

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, 24 April 1958.

SIR,

I have the honour to submit the report on the administration of Western Samoa for the calendar year 1958.

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, and the small islands of Manono and Apolima. Total land area is about 1,090 square miles (2,823 square kilometres) of which 660 square miles (1,709 square kilometres) are in Savai'i, and about 430 square miles (1,116 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 66 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 32 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 100 to 500, 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.

Samoan 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. Samoan 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, and at the request of the New Zealand Government a Special Mission will visit Western Samoa from 25 March to 16 April 1959.

MAIN EVENTS OF 1958

In February, after nomination by the Legislative Assembly, the Hon. Eugene F. Paul, Minister of Economic Development, was appointed by the High Commissioner to the position of Leader of Government Business. Mr Paul is the first holder of this post, which was established under the provisions of the Samoa Amendment Act 1957.

In March a delegation from the New Zealand branch of the Commonwealth Parliamentary Association visited the Territory. The delegation, which was led by the Speaker of the House of Representatives (Hon. R. M. Macfarlane, C.M.G.) and consisted of Mr R. A. Keeling, M.P. (Chairman of Committees), Mr P. B. Allen, M.P., Mr A. E. Kinsella, M.P., Mr T. Omana, M.P., and Mr C. B. Bailey (Legislative Department, Secretary), presented a mace to the reconstituted Legislative Assembly of Western Samoa.

The Minister of Island Territories (Hon. J. Mathison), accompanied by the Secretary of Island Territories (Mr J. M. McEwen), visited Western Samoa from 2 May to 9 May. This visit was part of a tour which included all New Zealand territories in the Pacific. Mr Mathison also passed through Western Samoa in October, while travelling to Rarotonga to open the first session of the Cook Islands Legislative Assembly.

The appointment of Mr G. R. Powles, C.M.G., for a fourth term as High Commissioner of Western Samoa was announced by the New Zealand Government on 30 April. Mr Powles visited New Zealand for discussions, both in January and November 1958.

The High Commissioner also attended the twenty-second session of the Trusteeship Council in June, as the special representative of the Administering Authority. During Mr Powles' absence from the Territory Mr L. M. Cook, Financial Secretary, acted as High Commissioner.

Included in the New Zealand delegation to the Trusteeship Council as representatives of the Samoan people were the Hon. Malietoa Tanumafili, M.C.S., C.B.E., the Hon. Tupua Tamasese, M.C.S., C.B.E., and the Hon. Fiamē F. M. M. II (Minister of Agriculture).

At the end of July the Minister for Economic Development (Hon. Eugene F. Paul) and the Director of Agriculture (Mr B. E. V. Parham, O.B.E.) visited New Zealand to study the banana market.

In October the composition and terms of reference of a Special Trusteeship Council Mission to visit Western Samoa, in March and April 1959 were approved by the General Assembly of the United Nations.

During 1958 Western Samoa exported record quantities of bananas and cocoa. This marked upsurge in export production was reflected in the improvement of the financial situation of 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 Samoans 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 birth 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 always regarded as desirable the establishment of a common domestic status and has noted the Trusteeship Council's agreement with this objective of policy. Although the constitutional convention of 1954 did not debate the questions of citizenship and common domestic status, the Territorial Government in 1955 established a committee representative of all sections of the community to examine these problems. This committee recommended that the

citizenship legislation of the future State of Western Samoa should provide for 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 also considered those provisions of the existing law which discriminate between Samoans and Europeans. Although the subject requires further study, it is probable that differences in respect of representation and land legislation will be desired by all sections of the Samoan population for some time. Apart from these two important subjects, the few remaining differentiations between persons of European status and persons of Samoan status are trivial. A Bill removing these minor differences will be introduced into the Legislative Assembly early in 1959.

Any future discrimination by Ordinance of the Legislative Assembly on grounds of race is prohibited by section 33 of the Samoa Amendment Act 1957 but this, 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.

National or domestic status, however, does not restrict personal rights except in the 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 1958 is given in Appendix XXIII.

Western Samoa has continued to take advantage of the technical assistance offered by the various specialised agencies of the United Nations, particularly the World Health Organisation. The yaws control project carried out with assistance from WHO was completed in 1957. A resurvey carried out in late 1958 revealed only 12 infectious cases of yaws out of 105,822 people examined. Dr L. O. Roberts (WHO Regional Tuberculosis Adviser) visited Samoa in October and November 1958 to report on preparations for the joint WHO/Samoan Government tuberculosis control project which will be undertaken in 1959 and 1960. A WHO Seminar on Environmental Sanitation held at Port Moresby in May was attended by the Chief Sanitary Inspector of the Government of Western Samoa and a Samoan Medical Practitioner.

No non-government international bodies are active in the Territory apart from the various Christian missions, and organisations such as the Red Cross and Pan-Pacific and South-East Asia Women's Association. Two Samoan delegates from this last-named organisation attended the Pan-Pacific Women's Conference held at Tokyo in August. 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. In early 1958 a Boys' Brigade delegation visited New Zealand for a camp commemorating the seventy-fifth 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.

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. The Director of Health (Dr R. W. D. Maxwell) attended a meeting of the Board in Honiara (British Solomon Islands Protectorate) in June as the first representative of the Government of Western Samoa.

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-selfgoverning territories in the region. The New Zealand Delegation to the session of the Commission held at Noumea, New Caledonia, in October included as Alternate Commissioner, Mr Papali'i Poumau (Administrative Officer, Savai'i) of the Government of Western Samoa.

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 three times during the year to consider the application of various Commission projects to the Territory. Mr T. R. Smith, Secretary-General of the Commission and a former Secretary to the Government of Western Samoa, attended the meeting held in December 1958.

In March Dr A. L. Scherzer, WHO Health Education Consultant attached to the S.P.C., paid a short visit to Western Samoa. Dr J. C. Thieme, Medical Officer in charge of tuberculosis control in Western Samoa, attended the Tuberculosis Conference held in Pago Pago, American Samoa, from 31 October to 13 November. Mr R. H. Boyan, Registrar of Cooperative Societies, attended the Cooperatives Technical Meeting at Port Moresby in July.

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 1958 the total strength of the force numbered 78 police officers and 17 messengers.

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. There were no cases of murder and five cases of manslaughter recorded in 1958 (two convicted and three dismissed). There have been no instances of collective violence or disorder during the year.

FIRE CONTROL SERVICES

In July 1958 the Acting Chief Fire Officer left Samoa and two permanent Samoan officers of the brigade who had completed a course at the Fire Service Training School, Wellington, returned and took over full control of the Brigade as Chief Fire Officer and Deputy Chief Officer respectively.

With a total staff of 25, 19 of whom are auxiliaries, the Brigade was able to maintain a 24-hour watch. The training policy, which consists of practices and specialised training, has been carried on during the year, and all pumps and systems were tested regularly. During the year the Brigade answered 38 calls, most of which were minor incidents resulting in a very low fire loss.

Equipment consists of one motor pump, one trailer pump, two stationary pumps which operate from the sea to cover the high risks in the commercial area, and one foam tender carrying 100 gallons of foam compound. Total pumping capacity is 1,750 gallons per minute. During the year 600 ft of hose was received, giving a total of 3,350 ft of hose treated with plastic as a protection against rot and mildew.

Part V: Political Advancement

CHAPTER 1: GENERAL POLITICAL ORGANISATION

STRUCTURE OF GOVERNMENT

The basic constitutional law of Western Samoa is contained in the Samoa Act 1921 and its amendments, particularly the Samoa Amendment Act 1957. This Act consolidated the constitutional sections of previous amendments to the Samoa Act and also provided for the establishment of ministerial government and the reconstitution of an enlarged legislature.

The legislature of Western Samoa now consists of a single house, 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 expressing its opinion on any problem. The Legislative Assembly now contains an absolute majority of elected Samoan members, and is presided over by an elected Speaker.

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, which is defined by legislation as "the principal instrument of policy of the executive government of Western Samoa". By the provisions of the Samoa Amendment Act 1957, the members of the Executive Council (apart from the Council of State) are styled as Ministers and charged by the High Commissioner with the responsibility for the administration of departments or subjects. The High Commissioner delegates to Ministers all executive power in respect of these matters.

The Council of State consists of the High Commissioner as Chairman, and the Samoans (at present two in number) who for the time being hold office as Fautua. The High Commissioner, in his capacity as head of the Samoan Government, is required to consult the Council of State in the exercise of those powers about which he is not bound to consult the Executive Council. 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 Royal 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 (appointed Acting Public Service Commissioner from December 1958), the Registrars of the High Court and the Land and Titles Court, the Chief Fire Officer, and the Administrative Officer, Savai'i, are Samoans; one Commissioner of the 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.

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 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

The significant advance towards self-government made by Western Samoa in recent years has been marked at all stages by consultation between the Administering Authority and the Government and people of Western Samoa. After the resolutions of the Constitutional Convention, which met in November and December 1954, had been carefully considered and fully discussed, virtually all of the proposals for future development contained in the New Zealand Government's memorandum of 26 December 1955 were accepted by a joint session of the Legislative Assembly and Fono of Faipule held in February 1956. (The resolutions of the Convention were reproduced in Appendix XXVIII to the Annual Report of the Administering Authority for the calendar year 1954. The New Zealand Government's memorandum is contained in Appendix XXVII of the 1955 Annual Report.)

Since then the agreed programme for constitutional development has been implemented according to plan and 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 after the next Legislative Assembly elections scheduled to be

held during 1960, is the withdrawal from the Executive Council of the members of Council of State. At the same time the Leader of Government Business will be replaced 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 present Fautua will assume the position of Joint Heads of State and the office of High Commissioner as part of the executive government will be abolished. A New Zealand representative of appropriate powers and status will then be appointed.

Although the proposals agreed upon in early 1956 between the Administering Authority and the Samoan leaders provide the basis of the constitution of the new State, there are still numerous details which require further consideration. In January 1959 the Government of Western Samoa announced the establishment of a representative Working Committee (composed both of Ministers and members of the Legislative Assembly) to consider these various issues. Dr J. W. Davidson, of the Australian National University, Canberra, has been appointed by the Government of Western Samoa as adviser to this committee.

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 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 (which now consists only of the Apia Observatory and the Faleolo Airport):
- (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. (A list of these reserved enactments is set out in the Second Schedule of the Samoa Amendment Act 1957):
- (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) Matters 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 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. In fact, the present allocation of portfolios covers the whole field of domestic government.

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. So far no instance of disagreement between Minister and departmental Head has arisen. 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 also meets regularly 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.

Although the High Commissioner remains as the head of the executive government, effective control of the Government of Western Samoa now rests with the majority of elected ministers in the Executive Council. Apart from the presence of the Council of State and the power of the High Commissioner to decide disagreements between Ministers and departmental Heads the present Executive Council has all the powers and functions of the Cabinet which, it is planned, will replace it in 1960.

LEGISLATIVE ASSEMBLY

The Legislative Assembly, created by the Samoa Amendment Act of 1947, was enlarged and reconstituted by the Samoa Amendment Act 1957. The Assembly now consists of—

- (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; 12 Samoan members nominated by the Fono of Faipule, five European members elected for a period of three years, and not more than six official members. The new and enlarged legislature has thus greatly increased 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 41 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 member, as in the case of the European members, is elected by secret ballot. In the first election to the new Assembly, held on 15 November 1957, ballots were required in 10 of the 41 Samoan constituencies. The legislation provides that there shall not be fewer than 41 nor more than 45 Samoan constituencies but until the passage of an Ordinance redefining boundaries, the constituencies remain the former Faipule constituencies. The names of present members of the Legislative Assembly and their constituencies are listed in Appendix XXV.

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 New Zealand Government land, 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 repugnantly 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, 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. During 1958 the Legislative Assembly met three times, in February, August, and October. At the first formal session, which opened on 18 February, the Assembly elected its Deputy Speaker (Mr Amoa Tausilia) and nominated the Hon. Eugene F. Paul as Leader of Government Business. During this session, which lasted until 29 May, the Assembly also passed five Bills, passed the Estimates for 1958, and appointed a Select Committee to consider the Liquor Control Board Bill. During the second session, which lasted from 28 August to 12 September, the Assembly passed three Bills and also passed the Supplementary Estimates. The extra session, which began on 23 October and continued until 4 December, was called principally for the purpose of discussing the Economic Development Plan and consequential financial proposals. Three Bills were passed during this session, including a Development Appropriation Bill providing for the financial proposals for 1959 included in the development Plan.

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.

The Assembly has not re-established the Standing Committees which, in the smaller Assembly, assisted liaison between the executive and legislative branches of government. At its first session of 1958 the Assembly elected a Business Committee (consisting of the Leader of Government Business, three Ministers, and three Members) and a House Committee, headed by the Speaker.

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 the District and Village Government Board.

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.

The 1957 Samoa Amendment Act repeats the provisions of the 1947 Samoa Act establishing 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 royal 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, C.B.E., and Hon. Malietoa Tanumafili, C.B.E.

Under the 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. These include such powers as assent to Bills, prorogation and dissolution of the Assembly, etc. 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, the practice of holding a weekly meeting of the Council of State has in general been revived.

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 Apia Advisory Committee, and the Land Use Committee. Each is discussed more fully elsewhere in this report.

CHAPTER 3: LOCAL GOVERNMENT

The District and Village Government Board Ordinance passed by the Legislative Assembly in 1953 provides the framework of a local government system for Western Samoa. The District and Village Government Board established in 1954 under the provisions of the Ordinance consists of the members of the Council of State and six members appointed by the High Commissioner. The High Commissioner, or in his absence another member of the Council of State, presides at the infrequent full meetings of the Board but regular meetings are presided over by a Deputy Chairman elected from amongst their number by the appointed members. The Board investigates proposals for local authorities, taking into account the suggested constitution of each authority, proposed bylaws, rating powers, and other factors connected with its establishment.

The local bodies in Western Samoa which are recognised in law are the Aleisa Council, the Apia Park Board, 23 district water supply committees, and 8 local bodies established under the 1953 District and Village Government Board Ordinance. These local authorities have power to levy or impose taxes on persons or produce. 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 problems of the Apia area have received the attention of departmental officers concerned with the provision of urban services, and also of the Apia Advisory 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.

The District and Village Government Board Ordinance 1953 implemented, with modifications, the recommendations of a Commission appointed by the High Commissioner in March 1950 to inquire into the organisation of district and village government in Western Samoa. This Commission travelled extensively throughout the Territory and its report was debated at length in the Fono of Faipule and the Legislative Assembly before the Ordinance was finally passed. The Ordinance requires any 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.

Notwithstanding these provisions and the earlier widespread discussion of the importance of an effective system of local government, the people of Western Samoa have shown no great desire to replace their traditional authorities by a more formal system. The traditional form of local government is based upon the matai and carried out through village fono of the chiefs and orators (ali'i and faipule) and where and

when necessary, through 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. However, 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. Early in 1958 Hon. Tuatagaloa, M.E.C., was appointed Minister in Charge of District Affairs with the principal purpose of appraising the progress of local government so far and of recommending proposals for the future. At the same time, the term of the present members of the District and Village Government Board was extended so that their experience would be available to assist the new Minister in his important work.

In the meantime, the main administrative link between the central government and the outside districts continues to be provided by the pulenu'u, part-time officials in each village who act as Government agents in such matters as the registration of vital statistics, the pulefa'atoaga (district agricultural inspectors) and inspecting officers of various Government Departments.

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 Samoa Amendment Act 1949 (as amended in 1956) charges the Public Service Commissioner with the duty of ensuring a proper standard of efficiency in the Western Samoa 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 80 are imported officers. Many full- and part-Samoans hold senior positions, and the heads of ten Departments or divisions of 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 Samoa Public Service over the age of 17 are required to be contributors to the New Zealand Government Superannuation Fund.

Although the Staff Training Officer attached to the office of the Public Service Commissioner completed his term of service in late 1958, the Public Service Commissioner continued to exercise general supervision over training in the separate Departments of Government. During the year a manual of instructions covering all aspects of work in the Public Service was issued by the Commissioner.

The present Samoan Assistant Public Service Commissioner, who was appointed to act as Public Service Commissioner during the absence of that officer on furlough, will visit New Zealand in 1959 to gain further experience in the office of the New Zealand Public Service Commission. It is hoped that it will be possible to appoint a Samoan resident as Public Service Commissioner in 1960.

CHAPTER 5: SUFFRAGE

Suffrage in the Territory is determined by section 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 21 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 25 were nominated unopposed. Secret ballots were held in 10 constituencies.

The electoral roll for the 41 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 41 Samoan constituencies for the General Election of 1957 was 5,030. In the 10 constituencies in which ballots were required valid votes cast ranged from 60 to 161. Only 18 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 has been endorsed by the Trusteeship Council in the past and again at the twenty-second session in July 1958. 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 11 standing for the five European seats. Four were successful and both European Ministers are members of this party. During the 1958 sessions of the Legislative Assembly there were no clear signs of the emergence of parties, although there were occasional informal meetings of Samoan members before important debates.

CHAPTER 7: JUDICIARY

During 1958 the judicial system underwent considerable modification with the abolition of the District Court system. The High Court of Western Samoa constituted under the Samoa Act 1921 now consists of

a Chief Judge and Puisne Judge, a full-time Commissioner (who retires early in 1959), two part-time Commissioners (the Registrar of the High Court and a local solicitor), and four Samoan Associate Judges. (A further Samoan Associate Judge will be appointed early in 1959.)

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 are appointed by the High Commissioner on the recommendation of the Chief Judge and with the concurrence of the Council of State. The Associate Judges hold office during the High Commissioner's pleasure and are also appointed Samoan Judges of the Land and Titles Court. They may be reappointed. All judicial officers are completely independent of the Government. The Judges are employed wholly in judicial work and have security of tenure.

Any Samoan of good standing is eligible for appointment as a Samoan Associate 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 and the Associate 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 have always sat in the High Court at Apia and Tuasivi, but since the abolition of the District Court system they have also sat monthly at Aleipata and Falealili in Upolu and at Fagamalo and Falelima in Savai'i. The Associate Judges hear and determine cases, both civil and criminal, which come within their prescribed jurisdiction, which was considerably extended by the Samoan Judges Jurisdiction Order 1958. In addition to the jurisdiction prescribed by the Order (which came into effect on 1 January 1959) the Associate Judges also sit in an advisory capacity to the Judges and to Commissioners.

In the more serious defended criminal cases the High Court is constituted with four assessors and the Chief Judge or puisne 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 puisne Judge and a further right of appeal from a judgment of the Chief Judge or puisne 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 Associate Judges or Commissioners. A case tried 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. 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 Welfare 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 exercise any jurisdiction conferred upon it unless there be present the President (or in his absence the Puisne Judge), 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.

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 New Zealand legislation applying to the Territory is being gradually replaced by local Ordinances as circumstances permit. A compilation of Ordinances and those New Zealand regulations made under the authority of the Samoa Act 1921 is at present being undertaken. 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.

In May the Legislative Assembly passed the Financial Powers Ordinance which empowers the Government to raise loans within the Territory by the creation and issue of Western Samoa Government stock.

So far, Samoa has no requirement for separate budgetary systems for local government bodies.

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—		£	£			£	
Direct ..	..	140		Civil administration ..	..	308	
Indirect ..	..	739		Internal security ..	..	87	
		—	879	Economic development ..	..	117	
From public property ..	..		18	Social services ..	..	202	
From public undertakings ..	..		123	Educational services ..	..	204	
Other ..	..		224	Stores purchases ..	..	119	
				Total payments ..	..	1,037	
				Surplus ..	..	207	
			<u>£1,244</u>			<u>£1,244</u>	

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 true 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 as at 31 December, £145,000 (£92,000 in 1957) is invested in New Zealand and £357,000 (£130,000 in 1957) is held in Western Samoa, Wellington, and London. During the post-war period the total accumulated cash surplus rose from £314,000 in 1946 to a peak of £781,000 in 1951, but has declined to £502,000 in 1958. In addition to this general reserve the following specific reserves are held: insurance £55,000, currency £200,000.

For the year ending 31 December 1958 the Administering Authority offered grants to the Territorial Government for specific purposes totalling £43,420. In December the New Zealand Government announced that similar financial assistance totalling £44,070 would be made available during 1959. (These figures do not include the cost of such technical assistance as the training and education of scholarship students in New Zealand and the provision of the *Samoa School Journal*.)

CHAPTER 2: TAXATION

The Department of Inland Revenue (which was created in 1956) assessed, during the calendar year 1958, income tax on income derived during the year ending 31 December 1957. The decline in export returns experienced by Western Samoa in 1957 is reflected in the fall in taxation assessed, the revenue totalling only £77,819 compared with the previous year's figure of £126,310 assessed on the 1956 income.

The total tax assessed against limited liability companies and other business enterprises (whose taxation constitutes the major contribution to the revenue), fell by some £50,000, the fall being only slightly offset by an increase of some £2,000 in assessments of tax on salaries and wages.

The adjustment of previously unsatisfactory returns and of the consequent default assessments was almost completed during the year, and in this connection the establishment of a third public accountant and the growing public "tax-consciousness" played their part. A gratifying increase in the number of individual traders seeking skilled assistance to furnish returns was noted.

Rates of income tax remained unaltered. The 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 wife exemption of £200, £75 for each dependent child under 18 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 a comparative analysis, between 1957 and 1958, 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 amounted to £1,954,911 permanent and 168 temporary licences being issued. This figure includes arrears from previous years and penalties for late payment. The consolidating Ordinance referred to in the previous report has been held in abeyance meanwhile.

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

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. In December 1958 the Government of Western Samoa was able to announce a relaxation of the restrictions on hard-currency payments imposed in 1952.

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 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. During 1958 agreement was reached between the Government of Western Samoa, the Administering Authority, and the Bank of New Zealand on the details of the constitution of the proposed Bank of Western Samoa. The Bank of Western Samoa Ordinance passed by the Legislative Assembly of Western Samoa in January 1959 provides the legal authority for the establishment of the new Bank which is expected to commence business on 1 April 1959.

Associated with the establishment of the Bank of Western Samoa is the separation of the currencies of Western Samoa and New Zealand, a course which has already been approved in principle by the Administering Authority. 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 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 almost all of the bananas exported, the greater percentage of the total output of copra, and an increasing amount 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 are noticeable 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.

After World War II, "boom" prices for cocoa and copra—which together earn 75 per cent of Western Samoa's export income—were reflected in general prosperity in the Territory and in the accumulation by the Territorial Government of substantial financial reserves. Until 1955 Government revenue from all forms of taxation increased fairly steadily and during this period the Samoan Government embarked on

a vigorous programme of development, particularly in the fields of roading and the social services. Although since 1955 Government revenue has been less buoyant (owing to lower export prices) Government expenditure has continued to rise. For some time the increasing deficit in the annual budget was made by withdrawals from the accumulated reserves. However, by mid 1957 the balance of the General Reserve Fund had fallen to such a level that the Executive Council had no alternative but to curtail work on some capital projects and to "prune" maintenance expenditure wherever possible.

During 1958 the Samoan Government's budgetary difficulties were considerably eased by a general improvement in world market conditions for the Territory's exports and by a substantial increase in production. The prices of cocoa and copra continued to rise and banana exports to New Zealand more than doubled. Although the Territory's improved trading position and a careful review of the Government's own finances enabled all essential basic and social services to be maintained during the year under review, the conclusions of the 1957 Financial and Banking Survey still remain true.

This survey team of New Zealand Treasury and Banking officials expressed the view that the Samoan Government's budgetary problems were "only a symptom of an unstable economic situation". The team agreed that the Territory's basic economic problem is to increase and diversify production, thereby providing the sources of revenue that are essential if the services required by the rapidly increasing population are to be maintained and expanded. The Administering Authority has always pointed out that this is the fundamental economic problem facing Western Samoa and that its solution may demand adjustments in the traditional organisation of the Samoan economy.

In the White Paper of 1953 the Administering Authority stated that an economic survey was the necessary prerequisite for any programme of economic development and over the next few years the New Zealand Government assisted the Territorial Government to carry out an "economic stocktaking". Investigations have provided information on the geological, soil, forestry, and water resources of the Territory while an aerial survey enabled an extensive study of land use to be carried out. Realising that the real value of the basic information derived from these surveys would not be obtained until a comprehensive and long-term development plan had been drawn up and implemented, the High Commissioner appointed one of the Ministers elected in November 1957 as Minister of Economic Development. This development is discussed in more detail in the following chapter.

The British Ministry of Food contract, which had ensured a guaranteed price for Samoan copra over a period of 10 years, expired at the end of 1957, and from the beginning of 1958 Western Samoa once more entered the open market for copra.

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 20 and 30 members. In both associations there is no distinction made between persons of different racial origin. An interesting recent development has been 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 both directly and indirectly. 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 financial assistance for certain purposes, but probably more important, it has made 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.

As mentioned in the last chapter, the appointment in November 1957 of a Minister of Economic Development was designed to facilitate the preparation of a long-term economic development plan for the Territory. During 1958 this Minister, with the assistance of a committee consisting of Ministers and departmental officers, prepared the first instalment of a plan to cover initially the period 1959 to 1961. This part of the plan, which consisted of a statement of basic development policy and objectives and a development budget for 1959 only, was submitted to the Legislative Assembly in October. The Assembly accepted the plan in principle and also approved the financial proposals for 1959. Finance for these proposals is being provided by borrowing from the Copra Stabilisation Fund (under the authority of the Financial Power Ordinance) and by an allocation from the grant made during 1958 by the Western Samoa Trust Estates Corporation.

Preparation of the further stages of the plan will continue during 1959.

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 Western Samoa Trust Estates Corporation 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 persons 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 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 1958 was so small that to furnish

details would be a breach of confidence. The existing land tenure system places restrictions on the provision of financial assistance for agricultural purposes within the limits set by sound banking practice. However, the establishment of a separate development department of the new Bank of Western Samoa should assist greatly in this direction.

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

Although the financial difficulties experienced in the year limited the amount of developmental work which could be undertaken by the Territorial Government, several important schemes were completed. A number of these projects, including the construction of village water supplies, were made possible only by the provision of free labour and, in some cases, finance by the local communities.

Two works of special importance to the Territory's export trade were the dredging of Apia Harbour to facilitate the handling of lighters and the extension of the inter-island jetty at Salelologa in Savai'i. The provision of roading at the Vaivase land settlement will enable the maximum benefit to be derived from this important scheme.

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 these 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 (including agencies) 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 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*—Most of the copra exported is produced by Samoan planters who cut and sun-dry their product, selling to licensed traders in the district. Although kiln-dried copra is still produced mainly by European planters, including the Western Samoa Trust Estates Corporation, an increasing interest has been shown by Samoans in the experimental driers demonstrated by the Agriculture Department. During 1958 the proportion of Hot-air dried and first-grade sun-dried copra to total exports increased considerably. Copra exports during 1958 totalled 10,077 tons, of which 2,071 tons were awaiting shipment at the end of the previous year. As at 31 December 1958, 1,030 tons remained in store. Although the total production of copra dropped from the 1957 figure of 11,064 tons to 9,036 tons in 1958, a rapid rise in production was apparent following the higher prices being paid towards the end of the year.

Copra exports for 1958 were valued at £618,659, representing about 22 per cent of the value of the Territory's exports.

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

2. *Cocoa*—An increasing proportion of the total cocoa crop is being 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 1958, paid prices varying from 120 shillings to 200 shillings per 100 lb. Kiln dried beans, prepared mainly by the 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, New Zealand, and the United States. During 1958, 4,209 tons of cocoa (value £1,247,308) were exported—about 43 per cent of the total value of the Territory's exports. This figure represents an increase of 1,140 tons over the total 1957 exports.

3. *Bananas*—Almost all 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 884,555 cases of bananas were exported to New Zealand at an export value of £1,007,189, about 35 per cent of the total value of the Territory's exports. This quantity more than doubles the total number of cases (329,185) exported during 1957, while for the first time the value of the Territory's banana exports exceeded £1 million.

4. *Rubber*—Unfortunately, the revival of the rubber industry, begun in 1956, has not continued. During 1958 the largest producer, the Western Samoa Trust Estates Corporation, decided to suspend tapping in view of the uneconomic price being obtained in competition with the product of other Pacific countries. Only 17 tons (value £3,244) were exported compared with 44 tons (value £10,519) during 1957.

5. *Cattle*—Of about 15,000 head of cattle in the Territory, 9,500 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 1958, 2,499 cattle were slaughtered for local consumption. Slaughtering of Samoan-owned cattle is negligible. About 500 cattle are kept primarily for milk.

6. *Timber*—Timber produced by the Western Samoa Trust Estates Corporation and one local miller during 1958 totalled approximately 210,000 superficial 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 1958 Samoan hardwood to the value of £454 was exported to American Samoa and the United States.

Other export crops of less importance are coffee of a high quality, of which 9,154 lb (export value £1,993) was exported during 1958, mainly to New Zealand, and salted hides, of which 90,683, to the value of £2,823, were exported to New Zealand in 1958. 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 (including the Western Samoa Trust Estates Corporation). Only a small proportion is exported.

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 passed by the Legislative Assembly early in 1958 reconstituted the Board with the Minister of Agriculture as Chairman. The Board centralises the management of the export of copra, negotiates overseas contracts, and controls a stabilisation fund for producers.

Prior to 1958 Samoan copra was sold under a long-term contract with the United Kingdom Ministry of Food by which the price paid could not deviate by more than 10 per cent from the price paid in the previous year. From 1 January 1958 the Copra Board entered into a contract with Unilever Ltd. for the bulk of the Territory's production. Under this contract the c.i.f. London price for Samoan copra was calculated on the basis of the average price for Philippines copra fixed each month by the London Copra Association. During the year changes in world market conditions resulted in a general rise in prices until at the end of the year the c.i.f. London price for Samoan copra was £89. This trend of rising world market prices was reflected in the price paid to the Samoan grower, which underwent four revisions during the year and for standard grade copra increased from £21 14s. 8d. in January to £45 18s. 4d. A premium of £5 18s. is paid for first-grade copra.

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 1958 the fund amounted to £463,000. No funds from this reserve have been used to date. In the past the balance of the fund has been invested in New Zealand Government securities, but legislation passed during 1958 enables the Copra Board also to invest in securities issued by the Government of Western Samoa.

WESTERN SAMOA TRUST ESTATES CORPORATION

The former New Zealand Reparation Estates, which were taken over from 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 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 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. After making provision for reserves the Corporation was able to transfer to the Samoan Government an amount of £30,000.

from the 'profit for the year ended 31 March 1958. 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:

	Acres
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 shown in the balance sheet as at 31 March 1958 totalling £873,503, 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.

Production figures of the major crops for the year ended 31 March 1958 were as follows: Copra, 1,623 tons (value £63,852); Cocoa, 425 tons (value £114,305); Rubber, 62,062 lb (value £11,612).

COOPERATIVE SOCIETIES

During 1958 the number of registered cooperative societies increased from 36 to 39, with six prospective societies awaiting registration at the end of the year. There are now 33 trading societies, three credit societies and three service or importing societies, including the society registered during the previous year as an agricultural production society. The Public Service Cooperative Society Ltd., registered late in 1957, continued to function most successfully.

The Registrar of Cooperatives resigned midway through the year to take up the position of Cooperative Officer with the South Pacific Commission. No successor has yet been appointed. The work of the Registry during the year under review has been primarily concerned with ensuring that existing societies are established on a sound basis. Investigations into defalcations in two societies have suggested improved accounting procedures, which it is hoped to introduce into all societies.

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 200 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.

The pattern of the import trade for Western Samoa has shown remarkably little change in the last 50 years.

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 6 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. 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 for 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 40 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 "ex-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 Faipulé 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 a one-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.

The Western Samoa Trust Estates Corporation now owns 31,833 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 20,000 acres, of which 1,500 acres

is leased out and 2,200 acres held in trust for various villages. European freehold and mission-owned land totals 26,953 acres, while the total area of Samoan land is 561,062 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.

The recent land use survey shows that on Savai'i, where the total land area is 422,172 acres, only 46,345 acres are under cultivation. However, as the figures in Appendix VIII indicate, much of the land area of Savai'i comprises lava and rocks. On Upolu (on which live over two-thirds of the total population) cultivation is far more intensive, covering 81,192 acres of the total area of 278,730 acres.

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 subgroups 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 294-acre Vaivase block of Government land continued during the year under review. In December 1957 the first settlers nominated by their village began to occupy the land. Inspection of individual sections has been carried out during 1958 and at the end of the year arrangements for the grant of formal leases were almost completed. Leases will be for 20 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 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

Samoan 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 1958, 109 cases came before the Court (whose decisions are well respected by the indigenous inhabitants), including 59 land cases, 36 title cases, and 14 other cases.

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 are still continuing and it has not yet been possible to present to the Legislative Assembly an Ordinance providing for the acquisition of the land. Action on the other recommendation concerning the 2,700 acres covering the headwaters of the A'uga River is still pending.

AGRICULTURE

Both the staff and activities of the Department of Agriculture have been considerably extended during the year 1958. On 1 January 1958 a Marketing Division was established to administer the marketing of the Territory's bananas. This was previously the responsibility of the Treasury Department. The Department of Agriculture is divided into five divisions, Administration, Field Station and Extension Services, Pest Diseases and Weed Control-Experimental Research, Produce

Inspection, and the newly established Marketing Division. The basic aim of each of these divisions is to improve the quantity and quality of the export crops of the Territory.

During the year the Department continued with the Production Campaign mentioned in last year's report. This campaign has contributed much to the spectacular development of the Territory's banana trade. The Chamber of Commerce, *Samoa Bulletin*, the Broadcasting Department, Education Department, and representatives of established churches in the Territory have cooperated with the Department of Agriculture in publicising the need for greater efforts to increase production.

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 1,000-acre Togitogiga Station is also devoted to general work. One interesting project being carried out is the experimental growing of Manila hemp. 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.

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

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 50 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.

Banana exports during 1958 more than doubled the 1957 figure of 329,185 cases. The number of cases shipped during the year under review totalled 884,555 valued at £1,007,189. This amount of fruit was handled in 40 shipments, the largest of which totalled 30,780 cases. Although it has been predicted that, given suitable climatic conditions, the Territory could produce 1,000,000 cases during 1959, it is unlikely that exports will rise markedly above the 1958 total. The New Zealand market has now reached absorption point and the prospects of other markets are being investigated.

Copra production has not been buoyant and at one period it looked as if Western Samoa would fall very short of the quantity to be supplied under the contract with Unilever Ltd. However, towards the end of the year a new price and grading control measure was introduced and production revived. The total shipped during 1958 was 13,731 tons, of which 3,827 tons were hot-air dried.

Production of cocoa has remained at a steady level with few variations throughout the year, although a dry spell in July, August, and September reduced yields somewhat. The export figure of 4,029½ tons valued at £1,247,308 maintains the position of cocoa as the most important export commodity. Departmental pruning and spraying demonstrations are very well attended by the planters and appear to be effective. The original estimate of a 15 per cent loss in cocoa production through disease is now believed to be too low and it is felt that closer attention to pruning and spraying could result in an increase in production of 50 per cent without increasing the acreage under cocoa. 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.

Apart from 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. 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 1958. The main pest attacking the coconut palm is the rhinoceros beetle. It is the most serious of all the agricultural 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 (on which Western Samoa is represented) will be held in Fiji in February 1959.

The indigenous inhabitants are not subject to compulsion or restriction of any kind in the growing of food or economic crops. However, the pulefa'atoaga, or part-time agricultural officers stationed 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 15,000 the Western Samoa Trust Estates Corporation own 9,500. 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 locally bred cows. The resultant progeny are proving most successful as beef producers and further Zebu importations have been planned.

About 500 cattle are kept primarily for milk, the remainder are used to control plantation weed growth and to provide meat for human consumption. Approximately 950,000 lb of locally produced beef and about 60,000 gallons of milk were sold during 1958.

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 80 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.

It is hoped to commence deep-sea investigations in 1959 with the assistance of the South Pacific Commission's Fisheries Officer.

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.

A limited number of banana cases are now being manufactured in Samoa from local timbers. This industry may develop during 1959 if the requisite standard can be achieved.

The recent land use survey showed the total forest area of the Territory as 471,448 acres, of which 171,952 acres are in Upolu and 299,496 acres in Savai'i.

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 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 1958 (including two overseas tourist vessels) 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 1,080 business licences were issued to some 400 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. During 1957 the Alaoa Hydro Scheme, with a maximum loading of 820 kW was opened. The output of this scheme represents 39 per cent of the total energy generated by the Apia system which serves an area of 20 square miles. 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 charges were raised to 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.

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 24-hourly service over an area around Apia and up to 10 miles along the north coast towards the airport. The exchange, which is equipped with three manually operated 100-number switch boards, serves 519 subscribers. Rates vary from £7 to £16 per annum according

to the type and purpose of the connection. It was decided in 1957 to introduce a central battery telephone exchange to replace the manually operated one in use at present. This new exchange will, it is hoped, be installed in 1959, and will be equipped initially with 600 lines. The total capacity of the exchange will be 1,200 lines and such a switchboard could be regarded as capable of accommodating about 1,500 subscribers by the conversion of some connections into party lines. This is considered adequate for the requirements of Apia for some time.

RADIOTELEPHONE AND WIRELESS TELEGRAPH SERVICES

There are nine 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. There is also a local Coast Watching Organisation.

Additional receiving equipment was installed in the remote receiving station during 1957 and reception of voice communications was considerably improved.

Five local vessels are now carrying radiotelephone equipment to maintain regular radio contact with Apia whilst at sea. During 1959 it is hoped to introduce legislation making this equipment compulsory for all passenger-carrying vessels registered in Western Samoa. 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

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. Station 2AP of Apia broadcasts on 1,420 kilocycles.

The policy of the Broadcasting Department is that, within the resources available, it shall give the maximum help to the Samoan people in their development towards democratic self-government. This can only be done by, first, attracting listeners, and secondly, by broadcasting a wide range of adult educational or informational material in an easily understood and interesting form in the Samoan language. This has not been sufficiently achieved, mainly because of the inadequate resources available.

There is one broadcasting station in the Territory which transmits approximately 32 hours of scheduled programme weekly. This programme time is divided more or less evenly between the English and Samoan languages. In addition, all proceedings of the Legislative Assembly of Western Samoa were broadcast, the Assembly sittings being in the mornings and totalling 359 hours for the year.

A daily one-hour session is broadcast to schools by the Education Department during the school terms. The broadcasts are received by over 100 Government schools in Western Samoa and the Tokelau Islands and also by the majority of the mission schools. The estimated number of children receiving the broadcasts is 20,000.

ROADS AND TRANSPORT SERVICES

Although no new main roads were constructed during the year, work on the improvement of existing roads has continued. Maintenance of roads is difficult and costly because of the vagaries of the climate and the rapid vegetation growth. On the island of Savai'i, sections of the main coastal road constructed in difficult lava country during the previous year were widened by quarrying and blasting.

The Public Works Department continued to make available to local communities plant for the construction of village and plantation roads.

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 14 or 15 are usually engaged in commercial or ferry trips around the two islands. They vary in size from one licensed to carry 75 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 in the near future.

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 75 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 Australia 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. In December the new 2,120 ton refrigerated freighter *Tarawera*, owned by the Union Steam Ship Co. of New Zealand, made two visits to Apia, when large shipments of bananas were uplifted.

Tasman Empire Airways Ltd. 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, maintain 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 cabinetmaking 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 1958 the following important capital works were carried out:

- The lighterage area of Apia Harbour was dredged.

- The Salelologa (Savai'i) inter-island wharf was completed.

- Extensive additions were made to the former Avele School, now the Avele Regional Agricultural College.

- The roading and water supplies at the Vaivase land project were completed.

In addition, assistance was given in the construction of village roads and water supplies.

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.

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 intermarriage 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 at 31 December 1958 was 5,472.

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 is grown on their family plantations. The new money economy has made its effects felt, even in the outlying districts; nearer Apia it is becoming more and more important. 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 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 a high social position and worldly success.

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

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. 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 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 28 different women's organisations. The association assists in the co-ordination 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

During the year the ali'i and faipule of Vailoa (Palauli) petitioned the Administering Authority asking for a survey to be carried out in order to clarify the rights to certain land. The matter was fully investigated and the correct position explained to the petitioners.

One European resident directed two letters to the Secretary-General of the United Nations concerning a land dispute. These communications were circulated in accordance with rule 24 of the rules of procedure of the Trusteeship Council. There was also a petition to the United Nations from a European resident of Western Samoa concerning the alleged maltreatment of a Chinese seaman assaulted while in Apia. The Trusteeship Council noted the observation of the Administering Authority on this petition, and drew them to the attention of the petitioner.

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 1958. 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.

In 1957 a public library was established in Apia on temporary premises, and the increasing use by the indigenous population of the facilities of the library, especially by children of school age, is encouraging evidence of their desire for knowledge and education. In 1956 the family of the late O. F. Nelson offered £5,000 towards the cost of a permanent library

building, and also a site for such a building. The New Zealand Government granted another £5,000 towards the project, and construction of the library has commenced. 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 12-page tabloid printed in English and Samoan, and has a circulation of about 2,000 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 open 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 cylostyled 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 Samoa 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 entertaining 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.

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.

In March 1958, at the request of a number of mission leaders in Samoa, the Executive Council resolved that the number of missionary workers was to be limited to one worker for every 200 members of the church. 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 over 50,000 adherents, maintains five missionaries; the Roman Catholic Mission, which has over 20,000 adherents, normally has some 52 missionaries in the Territory (of various nationalities); the Methodists five, to administer to approximately 15,000 adherents; while the Mormon Mission, with about 5,000 followers, has 98 missionaries (mostly American). The Seventh Day Adventists maintain four missionaries for their 1,200 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, he 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 12 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 Department, 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.

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 14 years for women and 18 years for men. The consent of both parties is required. If the male and female are under the ages of 21 and 19 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.

In June 1958 the Executive Council decided that the principles adopted by the Convention on the Nationality of Married Women should be extended to Western Samoa. Member States of the Convention agree that—

- (a) Neither marriage nor divorce between a national and an alien, nor change of nationality by the husband during marriage, shall of itself affect the nationality of the wife;
- (b) Neither acquisition of another nationality nor renunciation of its nationality by the husband shall prevent the retention by the wife of its nationality;

- (c) The alien wife of a national may, at her request, acquire the nationality of her husband by specially privileged naturalisation procedures subject to such limitation as may be imposed in the interests of national security or public policy.

At the request of the Government of Western Samoa the New Zealand Government ratified the Convention on Samoa's behalf in December 1958. The Convention will enter into force in respect of Western Samoa on 17 March 1959.

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. Legislation based on the report is at present being drafted by the Territorial Government in consultation with the New Zealand Department of Labour.

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 roadmaking; 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. 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.

In 1958 the New Zealand Government accepted, on behalf of Western Samoa, the obligations of the Abolition of Penal Sanctions (Indigenous Workers) Convention 1955. The Convention came into force for the Territory on 7 June 1958. ILO Conventions previously applied include: Weekly Rest (Industry); Forced Labour; Recruiting of Indigenous Workers; and Contracts of Employment (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 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 40-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, religion, 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

An elected member of the Executive Council, as Minister of 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 medical administration and public health matters. The departmental organisation controls one main general 250-bed hospital situated at Apia and 15 district hospitals, eight on Upolu, six on Savai'i, and one on the island of Manono. The district hospitals together provide accommodation for some 200 inpatients. The dental services are based on the Apia Hospital, as are such ancillary services as the laboratory, X-ray department, and the central pharmacy. The headquarters of the public health services, including tuberculosis control and yaws control, are also situated at the Apia Hospital.

In 1958 a serving Medical Officer of the Health Department was appointed to be Medical Superintendent of the Apia Hospital, thus relieving the Director of Health of the immediate responsibility for hospital administration and control, which he has held over recent years. At the beginning of the year the staff of fully qualified medical practitioners, in addition to the Director, consisted of a Surgeon Specialist and three Medical Officers. One Medical Officer left the Territory early in the year on completion of the normal tour of service and was not replaced. The Medical Officer appointed to be Medical Superintendent of the Apia Hospital has had special training and experience in the field of tuberculosis control. There has been no Medical Officer of Health throughout the year and the control of all public health activities has remained a direct responsibility of the Director of Health. The field staff of the public health division was seriously depleted by reason of the financial difficulties which had to be faced early in the year, and, until such field staff can be brought back to strength and adequate working facilities provided, the question of appointment of a Medical

Officer of Health must be left in abeyance. The 43 Samoan Medical Practitioners (S.M.P.s) are men who have qualified at the Central Medical School in Fiji after completing the medical course at that school. With the small staff of fully 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 its environs, 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, including three who were posted during the year to the public health division. Of these three, one has the immediate responsibility for continuing yaws control activities following the completion in 1957 of the WHO assisted Yaws Control Campaign. Others have had special training and experience in such subjects as tuberculosis control, mental diseases, and eye diseases. In addition to medical staff, senior officers of the Department include a Principal Dental Officer, a Managing Secretary, a Pharmacist, a Chief Sanitary Inspector, a Meat Inspector, and a qualified Laboratory Technician who is a part-Samoan. At the beginning of the year there were two Radiographers but budgetary difficulties necessitated the termination of the services of one of these as being not entirely essential, leaving one Samoan Radiographer qualified in New Zealand.

A number of locally born persons are receiving training in New Zealand with a view to entering the medical service of the Territory after qualifying. One has already qualified and is expected to take up an appointment as a Medical Officer early in 1959.

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.

Malaria does not occur in the Territory since there are no anopheline mosquitos. Venereal disease presents no particular problem, the number of cases being small and the patients usually willing to be treated. The incidence of leprosy remains low, the number of new cases reported during the year being shown in Appendix XIX. Cases of leprosy are now treated at the small leprosarium at the Apia Hospital, only such cases remaining at the Fiji Leprosy Hospital at Makogai as were sent there in past years. As these cases at Makogai become non-infective they will return to the Territory.

NURSING STAFF

The general retrenchment of staff which became necessary early in the year included reduction in the staff of nursing sisters, and when the holders of the posts of Assistant Matron and Health Sister left on resignation or completion of the normal tour of service they were not replaced. A number of changes in the staff of nursing sisters occurred during the year. The full composition of the nursing staff, headed by the Matron, as at 31 December 1958 is shown in Appendix XIX. Local

training of nurses in each of the past four years is shown in the following table:

	1955	1956	1957	1958
Number of nurses recruited for training at Nurses Training School, Apia	54	44	51	38
Number of nurses graduated in the year	15	24	19	21
Number of nurses now employed who have completed local training	61	87	94	68

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 fully qualified medical staff. Following the conclusion of the Yaws Control Campaign, discussions with WHO are now proceeding 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.

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 84 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 1958 some 25 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 1958 numbered 247. The Chest Clinic at the Apia Hospital is the centre of tuberculosis control work and 1,801 cases were seen there during 1958. During the year 120 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 1958 is set out in Appendix XIX.

THE TREPONEMATOSES

Yaws:

The reduction in the incidence of yaws following the completion of the WHO assisted Yaws Control Campaign has been dramatic and at a further Territory-wide yaws resurvey conducted at the end of 1958, with further assistance from WHO personnel, only 12 cases of infective yaws were found throughout the whole Territory. These cases, with all contacts, were treated, so that it may be said that for the moment the point of virtual eradication of this disease has been reached. Constant vigilance will, however, be required, and continued yaws control activities will form an important part of the work of the Department.

Venereal Diseases:

As has been said, the venereal diseases do not present any significant problem, although cases of gonorrhoea continue to occur throughout each year. The number of cases of syphilis and gonorrhoea reported during the year are shown in Appendix XIX.

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 investigations. 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 démonstrated, 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

During 1958 it has been clear that maternal and child welfare work in the country districts has suffered through lack of coordination and supervision resulting from the loss of the Health Sister. It is hoped that it will again become possible to fill this post in 1959.

In the country districts the children at the schools are visited by the District Nurses and Samoan Medical Practitioners, though 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. is employed exclusively on school visiting around Apia, but the loss of a considerable number of Samoan nurses through the general staff reductions made it no longer possible to continue the visits to schools in the Apia area by nurses from the Apia Hospital.

A mobile dental clinic operates in the villages, while in Apia any children thought by the visting 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 19 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.

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 school 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 fully qualified dentist and a number of locally trained Samoan dental practitioners who carry out the ordinary types of conservative and operative dentistry within the limits of their training but do not undertake work in prosthetics. There is no legislation governing the practice of dentistry in Western Samoa, the Samoan Dental Practitioners working under the general supervision of the Principal Dental Officer who is responsible to the Director of Health for the work of the Dental Division. Owing to budgetary and staff reductions, no extension of dental services has been possible during the year.

PHARMACISTS, LABORATORY, AND X-RAY WORKERS

The officers in charge of the pharmacy, laboratory, and X-ray services all have full qualifications obtained overseas. The Radiographer is a Samoan who trained and qualified in New Zealand under the scholarship scheme. 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 the laboratory and the X-ray department during 1958 are given in Appendix XIX.

ENVIRONMENTAL SANITATION

As a result of the necessity for a reduced level of departmental expenditure the public health section suffered severely in losses of field staff and facilities, the total public health staff being reduced to the Chief Sanitary Inspector, the Meat Inspector, and four locally trained Samoan sanitary assistants. The overall direction of public health work has remained an immediate responsibility of the Director of Health and the work of the Chief Sanitary Inspector and his assistants has been largely limited to general environmental sanitation in and about the urban area of Apia. The position was improved to some extent by the posting of three S.M.P.s to the public health section but until this section can be considerably strengthened in staff, equipment, and funds for necessary activities, no particular purpose would at present be served by an appointment at the upper level of a Medical Officer 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.

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 20 piped supplies, some of which are taken from streams and others from springs. At the end of 1958 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 pasteurising 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

Western Samoa is fortunate in that it is remote from the areas of the major pestilential diseases and these diseases do not occur. The Territory is free from malaria since there are no anopheline mosquito vectors. Filariasis is endemic. The dramatic reduction in the incidence of yaws,

for the present to a point of virtual eradication as a result of the recent yaws control campaign carried out with the assistance of WHO, has been referred to. Continued yaws control measures will, of course, be necessary. Despite the occurrence of outbreaks of poliomyelitis in a number of South Pacific island groups, and the occurrence of epidemics in such near neighbours as Fiji and Tonga, only four cases of paralytic poliomyelitis were reported in Western Samoa, all occurring within the months of August to October. These four cases occurred at widely separated localities, two on Upolu and two on Savai'i. There was a sharp increase in reported cases of "influenza" during May and June, and again in the months of September to November. It may perhaps be suggested that the increase in reported cases of "influenza" during these later months was, to some extent at least, contributed to by inclusion of cases of non-paralytic and unrecognised poliomyelitis. There was some increase in the general level of incidence of typhoid fever during the year.

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

Plans for a major organised tuberculosis control campaign, to be carried out with WHO assistance, are under discussion and it is hoped that it will be possible to commence the actual operation of the campaign towards the end of next year. Immunisations against smallpox, typhoid fever, tetanus, and whooping cough continue as a part of the health services, but the extent to which immunisation programmes can be organised and continued as a free service on a Territory-wide basis is determined by the limits of funds available. It is hoped to be able to make a start next year with poliomyelitis vaccination at least in the most susceptible group of under five-year-olds.

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. Under an amendment of legislation made during the year such clearance may now be given by Samoan Medical Practitioners specifically authorised by the Director of Health.

TRAINING AND HEALTH EDUCATION

Medical Officers are either recruited direct from New Zealand or 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

who qualified in medicine in 1957 and has since been serving his internship in a New Zealand hospital is expected to return to the Territory to an appointment as a Medical Officer in 1959. 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 there were three New Zealand trained Sisters of Samoan birth or domicile on the staff of the Apia Hospital. The post of Radiographer at the Apia Hospital is held by a Samoan, trained in New Zealand under the scholarship scheme.

During 1958 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.

During the year the Chief Sanitary Inspector and two Samoan Medical Practitioners attended a Seminar in Environmental Sanitation held in Port Moresby, Territory of Papua and New Guinea, under the auspices of the World Health Organisation. The Medical Superintendent, Apia Hospital, attended a Conference on Tuberculosis at Pago Pago, American Samoa, organised by the South Pacific Commission. One S.M.P. returned during the year from a course in Public Health at the University of Oklahoma, U.S.A., which he had commenced in 1957 under a United States Government scholarship.

Health education is carried on by the district S.M.P.s and Samoan District Nurses, though organisation and supervision of this work has suffered through loss of a Health Sister. Posters and other health education material obtained from the South Pacific Health Service and the South Pacific Commission are in use. It is very necessary that a Health Sister should again be appointed as soon as possible and that the public health side of the work of the Department should be strengthened by the training of more field staff.

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 control of narcotic drugs follows the usual international methods.

There are a few opium addicts known to the authorities. These number 13 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 tincture 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.

In accordance with this recommendation, Part II of the Samoa Amendment Act 1956 (No. 2), when brought into force, will give effect to the recommendations of the Commission. The 1956 Amendment retains the basic provisions relating to the control of liquor in Western Samoa, but permits the Legislative Assembly to pass Ordinances regulating the sale and consumption of liquor in the Territory. A Bill intituled the "Liquor Control Board Bill" was read a first time in the February session of the Legislative Assembly and was referred to a Select Committee. The Committee's report, presented to the Assembly in September, recommended several amendments which were supported by the Government.

The Bill at present before the Assembly will, if 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;
- (f) Provide that in the exercise of its functions the Board shall give effect to the policy of the Government of Western Samoa.

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	8,230	5,775	United Kingdom, Australia.
Brandy				
Gin				
Rum				
Wines (port, sherry, champagne, table, etc.)	12.0 to 18.0	184	294	Australia, France, New Zealand, United Kingdom, Germany.
Beer and stout	4.0 to 4.8	67,267	28,164	

Importations for sacramental purposes were 306 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 prevent 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 around 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. In January the Government established the Apia Advisory Committee to investigate and advise on the planning and development of Apia. The Committee is responsible for roading schemes, fire breaks, siting and use of buildings, special rules governing traffic control, lighting, public hygiene, sewerage, drainage, land subdivision, street maintenance, and slum clearance. The Committee, under the chairmanship of the Minister of Lands, is representative of all sections of the community, and members include departmental Heads concerned with the committee's activities.

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 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 27 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 15 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 shoemaking. 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 16 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 an 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 16 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 makes special provisions 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 16 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 16 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. Although a draft Education Bill has been prepared 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 500 teachers, of whom approximately three-fifths hold the Samoan teacher's certificate. This ratio is increasing. The Education Department comprises the Director, the Chief Inspector, 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.

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 uniformity of syllabus and common examinations. 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. The possibility of bringing together the educational experts of the Government and the Missions in an effective type of advisory body is being investigated.

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. To foster this aim the Avele residential school for boys has been reconstituted as a residential Agricultural College and is under the direct control of the Director of Agriculture. Vaipouli residential school will become a High School in 1959.

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 1959 at the secondary school level, Samoa College now being sufficiently advanced to prepare students for the New Zealand School Certificate and University Entrance examinations. The New Zealand Government has agreed to maintain the cost of the Scholarship Scheme for 1959 for those students still in New Zealand. Students who succeed in gaining their New Zealand School Certificates will be eligible for scholarships tenable in New Zealand in 1959 and awarded by the Samoan Government.

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 208 children in the primary section and 196 (an increase of 15 over 1957) on the roll of the secondary department.

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 pastor's 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 necessary in 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, Avele Agricultural College, Vaipouli High School, 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 Agricultural College and Vaipouli residential school, 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

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 41 have been completed and 14 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.

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 cyclostyled 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 12,000 volumes are issued regularly to outlying schools on the book-box system. The residential schools and larger day schools, both Government and mission, are in the process of developing libraries. 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. The New Zealand Education Department also published in 1958 a Samoan translation of *Treasure Island*, the third of a series of adventure stories to be translated.

An important medium 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.

YOUTH ORGANISATIONS

There are 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 97 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 10 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) Avele Agricultural College and Vaipouli High School, staffed by both seconded and Samoan teachers, which educate boys from Standard 3 to Form IV.
- (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 above Standard 3. The three Apia schools, with rolls totalling 1,651 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 14 or 15, when the best of them sit the Primary School Leaving Certificate examination. 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 a better educational environment, they receive an education comparable with that of a good New Zealand primary school.

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 have been completed and equipped so that practical classes on trades training have been a prominent feature of the work this year. In 1958, the first full year of operation, over 70 tradesmen enrolled for instruction.

Since the beginning of this year the Avele residential school has been reorganised and is now a sub-regional residential Agricultural College under the direct control of the Director of Agriculture. Apart from Samoan boys seven students from other Pacific Islands are now attending the college. It is anticipated that this number will increase until approximately half of the students are from other islands. The college is rapidly developing the agricultural aspect of the curriculum and is beginning to fulfil its purpose. The initial aim of the college is to train boys in modern agricultural methods. It is expected that for the first 10 years the total output of the college will be absorbed by the agriculture departments of the various territorial administrations.

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 is 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 196 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 comprising the commercial course include bookkeeping, commercial practice, shorthand, and typing; those comprising 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 1958, 12 sat for the New Zealand School Certificate Examination and 40 for the Samoan Public Service Examination. Thirty 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 133 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 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.

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. 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. One scholarship student completed his medical degree during 1958, making a total of two Samoans who have now obtained this qualification.

Since the inception of the Government scholarship scheme in 1945 a total of 137 scholarships has been awarded in New Zealand at an approximate cost of £169,000. Of these, nine have been terminated and 44 have completed their studies and training and returned to Samoa, 10 have resigned or have gone on leave without pay for further studies. Thirty-two are receiving secondary education and 42 are receiving special training as follows: six at medical school, six full-time university students, two accountancy students, eight teacher trainees, one Lands and Survey cadet, five nursing trainees, and 14 in various trades. Five printing trainees returned to Samoa after their year's training. 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. The full cost of the scholarship scheme in 1958 (as in 1957) was borne by the Administering Authority.

In addition the Government of the United States of America 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 during 1957-58. Three were taken up during 1957. Two students returned during 1958 and one is still continuing at an American university.

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. Education 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 Teacher's 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 better equipped, and more adequately staffed Teachers' Training College, 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 1958, 40 such students entered the Teachers' Training College. There are no other public, mission, or private teacher-training institutions in the Territory.

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. 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 village, 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. One hundred and sixty-eight students, drawn mainly from commercial firms and Government Departments, enrolled in the classes during 1958. 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, a staff member of the University of Hawaii made a short visit to the Territory to study the extent to which the Samoan people held an appreciation of and took an active part in the political offices of the country.

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. In February 1958 one such team led by Dr M. J. Marples visited Samoa to carry out research on bacteriology of the skin.

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. 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.

In the August-September session the Legislative Assembly passed the Stevenson Memorial Reserve and Mount Vaea Scenic Reserve Ordinance. This Ordinance sets aside one acre of land on which Robert Louis Stevenson's tomb is situated, and an adjacent area of land as a scenic reserve, thus providing a permanent historical monument to Stevenson. The only other structure of historical importance is Vailima, which was the home of Robert Louis Stevenson. Vailima is now the official residence of the High Commissioner.

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 12 page weekly newspaper. Some Government work is still undertaken by this firm, although the Government has set up its own printing office which commenced operations early in 1958. The New Zealand Government assisted 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 1958.

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 twenty-second session in July 1958 when it considered the annual report of the Administering Authority for 1957. 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

GENERAL

1. "The Council *notes* that, in accordance with the Samoa Amendment Act 1957, the elected membership of the Legislative Assembly has been increased to forty-six and official membership reduced to three. The High Commissioner has withdrawn from the Presidency of the Assembly and has been replaced by an elected Speaker. The Fautua have also ceased to be members and a Leader of Government Business has been appointed upon nomination by the Assembly. The Council further *notes* that the Fono of Faipule was abolished with the election of a new Legislative Assembly on 15 November 1957."

2. "Noting that the Samoa Amendment Act 1957 provides for single member Samoan constituencies and empowers the Legislative Assembly to establish four additional Samoan constituencies, the Council *expresses the hope* that the Assembly will take early advantage of this provision."

The Administering Authority has reminded the Samoan leaders of their previously expressed desire to establish four additional Samoan constituencies. The question is being considered by the Samoan Working Committee on Self-Government. The Administering Authority is still of the view expressed in its memorandum of 26 December 1955 commenting on the resolutions of the Constitutional Convention that "the adjustment should be made during the first session [of the new Assembly] so that a full house of 45 members may be elected in 1960".

3. "Recalling that under the provisions of the Samoa Amendment Act 1957 representation of Samoans and Europeans is somewhat uneven, Council *notes* that the composition of the present Assembly derives from the Constitutional Convention of 1954 and is confident that the Administering Authority will take into account the wishes of the inhabitants in regard to provisions concerning representation in constitutional arrangements for the future."

The present level of representation of Europeans and Samoans was agreed on by representatives of all sections of the community at the Constitutional Convention. The Working Committee on Self-Government is discussing the electoral system generally and the Administering Authority will of course consider any suggestions which may result from the Committee's work.

RESERVED ENACTMENTS

4. "*Noting* that the Amendment Act of 1957 further rearranges and reduces reserved powers and enactments which are excluded from the competence of the Legislative Assembly, Council *observes* that the Act reserves to the Administering Authority powers in regard to defence, external affairs, and the enactments listed in the Second Schedule of the Act, and *suggests* that the Administering Authority should keep under review the number and content of the reserved enactments with a view to eventual transfer to the Legislative Assembly of full powers to determine all questions relating to the life of the territory. *Noting further* that the full scope of the reserved powers and enactments is not clear, Council recommends that the Administering Authority should prepare an explanatory list of reservations for discussion in the Territory."

Towards the end of 1958 the Government of Western Samoa prepared the explanatory list of reservations. This list was presented to the Legislative Assembly at its first session in 1959. The only "reserved subjects" are defence, external affairs, and the title to New Zealand Government land in Western Samoa. The "reserved enactments" set out in the Second Schedule to the Samoa Amendment Act 1957 are concerned almost entirely with these subjects and also with the basic constitution of the Territory. The Administering Authority is keeping the reserved enactments constantly under review.

THE EXECUTIVE COUNCIL

5. "Council *notes* that, in accordance with the Samoa Amendment Act 1957, a ministerial system of government has been established, consisting of the High Commissioner, the Fautua, two official members (namely the Financial Secretary and Attorney-General), and five ministers who are appointed by the High Commissioner from among the elected members of the Legislative Assembly on the nomination of that body."

The Executive Council, which is described in the Samoa Amendment Act 1957 as the "principal instrument of policy of the Government of Western Samoa" has been in effective control of all domestic administration in the Territory since it was established in its new form at the end of 1957. Proposals for the early development of the ministerial system into Cabinet government are at present under discussion with the Samoan leaders.

6. "*Noting* that the regulations contain a provision whereby a departmental head may, in the case of disagreement with his minister, present his views through the minister to the High Commissioner for a decision, Council *learns* that no such disagreement has arisen, and *expressed the hope* that in the day-to-day conduct of administration in the field of transferred subjects, such disagreement as may arise

will be resolved by the High Commissioner through discussion in the Executive Council."

No instance of such disagreement has yet arisen but if it did the High Commissioner would naturally wish to resolve it in the manner suggested.

7. "Noting that the Executive Council as at present constituted includes the High Commissioner, the Fautua and two officials, the Council *observes* that not later than the end of 1960, upon the appointment of a Prime Minister from among the elected members of the Legislature and the withdrawal of the High Commissioner and the Fautua from the Executive Council, a system of full Cabinet government responsible to the Legislature will be in operation."

At the end of 1958 certain proposals for the establishment of Cabinet Government on 1 January 1960 were discussed with the Samoan leaders. The Administering Authority's proposals (which were made public early in 1959) provide for the designation by the Legislative Assembly of a Prime Minister who will choose eight Ministers from among the members of the Assembly. The Ministers will constitute a Cabinet presided over by the Prime Minister which will be responsible for the domestic policy and internal administration of Western Samoa. The Council of State (the two Fautua and the High Commissioner) will replace the High Commissioner as head of the executive Government. All decisions of the Cabinet will be made known to the Council of State. Should any member of the Council of State wish a particular decision to be discussed in his presence a meeting of the full Executive Council (which will comprise the nine Ministers together with the members of the Council of State) will be held for this purpose. If a particular decision is then disapproved by *two* members of the Council of State, it will be referred back to the Cabinet for reconsideration, but if the Cabinet adheres to its decision it will be final and must be approved by the Executive Council if formal action by that body is required.

LOCAL GOVERNMENT

8. "Council *recommends* that the Administering Authority and the Territorial Government should take more energetic action in the reform of local government so that progress in this field of development may be well advanced by the time the Territory achieves self-government."

The process of adapting the Samoan traditional form of district and village government to a more modern system under the District and Village Government Ordinance of 1954 has been slow. The desirability of establishing more flexible organs of local government has, however, been widely discussed in the Territory. The Samoan Minister in Charge of Local Government has recently drawn up proposals which involve a fresh approach to this problem and which will be given serious consideration in 1959. In the meantime the term of office of the present Local Government Board has been extended until 1 April 1960.

THE PUBLIC SERVICE

9. "Council, *noting* that of a total strength of 1,300 civil servants eighty are overseas officers, and moreover that a few senior positions are now held by local personnel, hopes that a comprehensive and

intensive training programme will produce an increasing number of local personnel who could assume principal administrative and technical functions in the Territory. Council *expresses its confidence* that it will soon be possible to appoint a suitable Samoan as Public Service Commissioner."

The Territorial Government is continuing with its programme of staff training designed to accelerate the promotion of Samoans to responsible positions in the Public Service. To gain further experience the Samoan Assistant Public Service Commissioner will be attached to the office of the New Zealand Public Service Commission during 1959.

10. "Council *believes* that the legislative and executive organs of the Territorial Government should have ultimate control over matters pertaining to the public service, including recruitment and dismissal of civil servants and their conditions of service, subject to the usual guarantees of the rights of public servants."

The question of future control of the Public Service is being considered by the Working Committee on Self-Government. The Administering Authority has for some time had under discussion with the authorities in Western Samoa certain amendments to the present legislation and it is possible that these will be introduced into the New Zealand Parliament during 1959.

STATUS OF INHABITANTS

11. "Council, *noting* with interest that the representative Samoan Status Committee established in 1955 has recommended that legislation be introduced to provide for the acquisition of Samoan citizenship on the basis of birth, descent, naturalization and registration, recalls a policy statement made by the Prime Minister of New Zealand in 1953 embodying an ideal of developing 'a united population comprising all Samoan citizens regardless of race,' and *expresses* the hope that in the near future a citizenship of Western Samoa will be established."

The Working Committee has shown considerable interest in the question of citizenship of the future self-governing State of Western Samoa, and the preparation of draft legislation, based on discussions with this Committee, is being given priority by the Administering Authority.

12. "Council *takes note* of the opinion of the Administering Authority that the abolition of the dual domestic status of the inhabitants of the Territory is drawing slowly closer as their political and economic education progresses. Council *understands* that many of the legal differences are now of little consequence and might well be abolished. *Noting*, however, the present desire of the Samoan people to retain separate provisions regarding land and electoral rights, Council *trusts* that this question will continue to be given most careful consideration with a view to total abolition of all differences in domestic status. Council *reiterates* its hope that the Legislative Assembly will be able to find a solution to this question."

An Ordinance abolishing certain differences between European and Samoan status was passed by the Legislative Assembly at its first session of 1959. The extent to which the remaining distinctions—which are

concerned mainly with electoral representation, land, the reservation to Samoans of certain governmental and judicial appointments and the right to hold Samoan titles – must continue is a question which is being considered by the Working Committee.

SUFFRAGE

13. "*Noting* that the present system of Samoan suffrage is in accordance with the recommendations of the Constitutional Convention of 1954, and having heard detailed explanations given by the Hon. Tamasese, Fautua, in particular that the matais are representatives of the people freely chosen in accordance with Samoan custom, and that the Samoan social system is susceptible of adaptation to changing conditions, Council, while recognizing the desirability of working toward universal adult suffrage, *hopes* that the Samoans may feel able to adopt this system in due course, but considers that such a system of suffrage should not be imposed upon the people of the Territory against their wishes."

It appears to the Administering Authority that the great majority of the Samoan people still favour suffrage limited to matai and it shares the view of the Trusteeship Council "that universal adult suffrage should not be imposed upon the people of the Territory against their wishes".

ECONOMIC ADVANCEMENT

GENERAL

14. "Council *notes with concern* that the Territory is in a difficult economic and financial situation owing to a fall in world prices of copra and cocoa which are its principal export crops. Council *also notes* that indigenous agriculture is largely carried on by traditional methods, that the Territory is lacking in industrial development, and that the Western Samoa Trust Estates Corporation did not contribute during 1957 to the Territorial budget."

Largely because of the greatly increased production of bananas for export and also the better prices for cocoa and copra, the Territory's financial situation greatly improved during 1958. The Extension Division of the Agriculture Department, assisted by financial grants from the Administering Authority, has expanded activities with encouraging results. The Economic Development Plan approved in principle by the Legislative Assembly late in 1958 recognises the desirability of stimulating industrial development in the Territory. From the net profits for the year ended 31 March 1958 the Western Samoa Trust Estates Corporation made a grant of £30,000 to the Territorial Government for development purposes.

15. "*Bearing in mind* the opinion of the survey team of New Zealand fiscal and banking experts that 'Western Samoa appears to have adequate resources at its disposal to finance its social services and accelerate economic development' and *noting* that owing to the present financial situation all public works have been practically suspended and expenditure for health and educational services has

been substantially reduced, Council *recommends* the adoption of necessary measures to develop indigenous agriculture and the economy of the Territory along modern lines."

The improved financial position of the Territorial Government and a reorganisation of certain services has made possible a restoration of some Government activities curtailed during 1957 and early in 1958.

16. "Considering that rapid population growth, the advanced stage of the Territory's political development and other factors lay stress on the urgent need for a Territorial development plan, Council *hopes* that following the recent appointment of a Minister for Economic Development a detailed long-range development plan will soon be formulated. Council *notes* the completion of the geological and soil surveys and also that the land use survey is almost completed. It *hopes* that data furnished by these surveys will provide a useful basis for development planning."

The first instalment of the Economic Development Plan approved by the Legislative Assembly during 1958 is a statement of general economic principles which the Territorial Government considers must be followed if Western Samoa is to solve its urgent and basic economic problems. Preparation of that part of the Plan covering the years 1960 and 1961 is continuing.

AGRICULTURE

17. "Noting, that whereas there has been a reduction in production of copra, production of bananas, cocoa and coffee has increased, Council *hopes* that, with a view to stimulating production, the Administering Authority and the Ministry of Agriculture will intensify their efforts to introduce modern agricultural methods and equipment, new crops and secondary industries based on the Territory's primary produce.

"In view of the need to increase copra production, Council *recommends* that a specific programme for the replacement of old trees be prepared and implemented."

For the production of cocoa and bananas 1958 was a record year and the export value of both commodities totalled over £1 million. Although the work of the Extension Division of the Samoan Agriculture Department was concentrated mainly on banana production, the Division has also demonstrated to Samoan planters improved methods of cultivating and of processing cocoa and other crops. One example of the way in which the Agriculture Department is attempting to introduce more modern agricultural methods was the establishment during 1958 of a scheme whereby tools for pruning cocoa are sold at reasonable prices to Samoan planters. At the various agricultural stations projects for the improvement of the main crops and the development of new crops are being carried out.

The Western Samoa Trust Estates Corporation has embarked on a comprehensive programme of coconut replanting and the Agriculture Department has attempted to encourage Samoan planters to follow this example. Unfortunately, although assistance has been given by the provision of seed nuts of high quality, there has been little interest in large scale replanting.

18. "Noting also a statement of the Administering Authority that an increasing number of indigenous people wish to adopt plantation methods in agriculture, Council *recommends* that the necessary steps be taken to provide financial and other facilities for this."

One of the aims behind the establishment of the Bank of Western Samoa has been to provide a means whereby development finance can be made more readily available to the Samoan planter. It is not expected that a Development Branch of the Bank will be established immediately.

INDUSTRIAL DEVELOPMENT

19. "Council, *noting* that there are at present no substantial secondary industries in the Territory *expresses the hope* that consideration will be given to the establishment of such industries in future."

The Territorial Government has recognised that desirability of fostering industry, although the possible lines of development are somewhat restricted in scope. One avenue which is being considered is coconut processing.

PUBLIC FINANCE

20. "Council *notes* that the profits from the Western Samoa Trust Estates Corporation were not available to the Territorial Government during 1957 and that the Administering Authority made a grant of £81,620 in 1958 to supplement the Territory's revenue. Council *hopes* that necessary fiscal measures will be taken in order to strengthen the Territory's budgetary situation and to develop a self-reliant economy and also to restore services and facilities which have had to be reduced temporarily for reasons of economy."

The general improvement in the state of the economy has been reflected in the Territorial Government's more satisfactory financial situation at the end of 1958. As previously mentioned, the Western Samoa Trust Estates Corporation was able to assist the Territorial Government with a grant of £30,000 – from profits for the year ended 31 March 1958. In December the Administering Authority offered financial assistance to the Territorial Government for 1959 totalling £44,070.

The improved budgetary situation has allowed the Territorial Government to restore some services previously curtailed and also to undertake an increased programme of development work during 1959.

WESTERN SAMOA TRUST ESTATES CORPORATION

21. "Council *considered* that the Western Samoa Trust Estates Corporation should be an important source of revenue for the Territory. It *considers further* that the Corporation can serve as a valuable model for the development of modern agricultural techniques in the Territory. Council notes that the Legislative Assembly is empowered to enact legislation in regard to activities and operations of the Corporation."

Apart from contributing direct financial assistance to the Territorial Government in 1958, the Western Samoa Trust Estates Corporation continues to play a most important part in the economy of Western Samoa.

COOPERATIVES

22. "Council, *noting* with satisfaction the substantial growth of co-operatives, *observes* that much progress has been made in the development of trading cooperatives, and *expresses* the hope that further progress will be made in the development of producer cooperatives which are important to the general development of the Territory."

The Registrar of Cooperatives, who had been responsible for the establishment of the cooperative movement in the Territory, left during 1958 and has not yet been replaced. Since his departure the efforts of the Registry have been directed to the supervision of existing societies and the improvement of accounting procedures. Three new societies were registered.

LAND

23. "Council, *considering* that in view of the increasing pressure of population on land, efficient land use is vital for the future of the Territory, *notes* with interest the Vaivase land settlement project."

Settlement on the Vaivase land development project has continued and formal leases will be registered early in 1959.

24. "Council *reiterates* its previous recommendation that the powers of the Legislative Assembly in respect of land legislation should be increased."

Part IX of the Samoa Act 1921 and subsequent amendments provides the basic land law of the Territory, the general effect of which is that the Legislative Assembly or the High Commissioner, acting only upon the advice of the Executive Council, are fully competent to deal with any matters relating to land except land actually belonging to the New Zealand Government (i.e., the airport and the observatory). Part IX is at present a reserved enactment but the removal of the reservation is one of the matters which will be attended to in connection with the formulation of the new constitution.

STANDARD OF LIVING

25. "Council *expresses the hope* that the Administering Authority will be able to furnish appropriate information on the effect of the present economic situation on the standard of living of the inhabitants."

Although accurate statistics are not available it is probably true to say that the difficult economic situation of 1957 and early 1958 affected the general standard of living only to the extent that services provided by the Government were curtailed.

COMMUNITY DEVELOPMENT

26. "Council *suggests* that the feasibility of applying in the Territory the principles of community development be examined."

The initiative shown by districts and villages in the construction of local amenities, particularly of schools and hospitals, is in itself a spontaneous form of community development. The Administering Authority, in conjunction with the Territorial Government, is considering means by which selected Samoans may receive more formal training in the principles of community development.

LABOUR

27. "Council, noting that an increasing number of persons are employed for salaries and wages, and *noting also* that a beginning in basic labour legislation has been made by the introduction of a Wages Council Ordinance, *hopes* that further legislation will be enacted soon governing conditions of employment and workers' compensation."

The Territorial Government, in conjunction with the New Zealand Labour Department, is at present considering comprehensive draft labour legislation which, it is hoped, will be introduced into the Legislative Assembly during 1959.

PUBLIC HEALTH

28. "Council *notes with satisfaction* the completion of the Yaws Control Campaign undertaken with the assistance of the World Health Organization, and that a tuberculosis control project is expected to commence in 1959. *Recognizing* that severe economies which were necessary during the year under review have affected the health services, Council *hopes* that it will be possible to resume quickly full-scale activities of the Health Department and to develop and improve health services provided for the population of the Territory and, in this connection *trusts* that the existing training programme will continue to grow and to provide for the training of more Samoan medical personnel, including fully qualified physicians and dentists."

Although certain divisions of the Health Department have not yet been fully restored, there has been no reduction in essential services. The follow-up survey undertaken in late 1958 confirmed the outstanding success of the Yaws Control project carried out with WHO assistance in 1957. Arrangements for the Tuberculosis Control project (also being carried out with WHO assistance) to be held in 1960 are now almost complete. During 1958 the Chief Sanitary Inspector and an S.M.P. attended a WHO Seminar on Environmental Sanitation and a Medical Officer attended an SPC Conference on Tuberculosis.

EDUCATION

GENERAL

29. "*Noting* that expenditure for education has been reduced because of current budgetary difficulties, that some schools have been closed and that the number of teachers has diminished, Council *considers it necessary* to expand the educational services of the Territory. Council *noting* that there are still no basic educational laws in the Territory, expresses the hope that it will be possible to introduce such legislation in the Territory in the near future."

Although the budgetary difficulties made necessary retrenchment in the teaching staff early in 1958, a reorganisation of the educational services prevented any great reduction in the number of children attending school. Although a draft Education Bill has been prepared, it will be some time before the Executive Council will be in a position to submit it to the Legislative Assembly. The rate of expansion of the educational services, although recognised as desirable, is dependent upon the ability of the Territorial budget to maintain a more costly system.

PRIMARY EDUCATION

30. "Council *reiterates* its previous recommendation concerning the introduction of free and compulsory primary education at an early date."

The financial limitations referred to above prevent the early introduction of free and compulsory education.

SECONDARY EDUCATION

31. "Noting that the number of children in secondary schools is still small, and conscious of the importance of secondary education for the future of the Territory at the present state of its development, Council *expresses its hope* that adequate measures will be taken to expand opportunities for the inhabitants of Samoa to obtain secondary education. Council *commends* the Administering Authority for the establishment of Avele Agricultural College."

The activities of Avele Agricultural College expanded during its first year of operation and the Administering Authority has made available further finance for development purposes. Samoa College now provides secondary schooling to the sixth form level for the most able pupils from the district schools.

HIGHER EDUCATION

32. "Council, *aware* of a growing interest among the inhabitants of Samoa in higher education, *takes notice* of continuing grants by the Administering Authority to finance the scholarship scheme up to the end of 1958 and *hopes* that it will be possible to expand further the opportunities for higher education available to inhabitants of Samoa so as to keep pace with an increasing demand for it."

33. "Council, *noting* the lack of Samoans with higher qualifications in law and in pure and applied sciences, *emphasises* the importance of training specialists in these fields from among the indigenous inhabitants."

The Administering Authority is continuing to finance the education of scholarship students at present in New Zealand, while the Territorial Government has for 1959 granted full scholarships to two Samoans training in New Zealand in law and engineering and is subsidising the cost of training for two apprentices. Several Samoans have been awarded scholarships to universities other than New Zealand universities.

Part XI: Summary and Conclusions

The main achievements of the year under review and the major problems facing Western Samoa have been described in the appropriate parts of the report.

In February 1958 the new and greatly enlarged Legislative Assembly of Western Samoa – the first elections to which were held in November 1957 – met in its first formal session. This notable occasion was marked by the visit of a delegation from the New Zealand Branch of the Commonwealth Parliamentary Association headed by the Speaker of the New Zealand House of Representatives. The Assembly met in three business sessions during 1958, passing 15 Ordinances and considering several important financial measures including the first part of an economic development plan for Western Samoa.

Since its reconstitution late in 1957 the Executive Council has controlled the administration of the Territory. Although the High Commissioner is described in the Samoa Amendment Act 1957 as the “head of the executive government” he is required to consult with and accept the advice of the Executive Council in the exercise of almost all the powers vested in him in that capacity. The High Commissioner has also delegated his responsibility for the administration of all Government Departments and services to individual members of the Executive Council (except the two Fautua who, together with the High Commissioner, form the Council of State). A significant change in the membership of the Executive Council occurred in February when the Secretary to the Government ceased to be a member on the appointment (after nomination by the Legislative Assembly) of the Hon. E. F. Paul, Minister of Economic Development, as Leader of Government Business.

During the year under review the Territorial Government was called upon to deal with difficult problems, particularly of an economic and fiscal nature.

At the beginning of 1958 it appeared that the unfavourable market conditions of 1957 would continue and the Territorial Government therefore anticipated in its budget presented to the Legislative Assembly in February a further decline in Government revenue and a deficit for the year of £113,400. Of this deficit £81,400 was to be met from grants made by the Administering Authority and the balance by a withdrawal from the accumulated funds of Government. It was estimated that even on this basis public expenditure could not be maintained at the existing level and the Government had no alternative but to reduce the number of public servants, to restrict the activities of certain Departments, and to severely curtail development work. The Government also proposed several measures to increase revenue, not all of which were accepted by the Legislative Assembly. As the year progressed, however, it became apparent that the unprecedented increase in banana production and the improvement in world prices for cocoa and copra were contributing to a general revival of the economic life of the Territory and an easing of the Government's financial position.

These changes more than compensated for a decline in copra production. In the Supplementary Estimates presented to the Assembly in August, the Government was able to request additional appropriations for general expenditure and also for development. A further increase in Government receipts towards the end of the year (in part caused by a welcome upsurge in copra production) enabled the Government's final accounts to show a surplus of revenue over expenditure. This surplus was transferred to the accumulated funds and will be used to finance the 1959 development programme. In December 1958 the Administering Authority offered further financial assistance to the Territorial Government for 1959.

The Administering Authority has consistently pointed out that Western Samoa's basic economic problem is to maintain and improve living standards for the rapidly increasing population, which now exceeds 100,000 and may double within 20 years. The Administering Authority, which has in recent years assisted with the basic surveys of resources which are the necessary prerequisite of a plan for economic development, welcomed the preparation during 1958 by the Samoan Minister of Economic Development of the first instalment of a plan for the years 1959-61. The Legislative Assembly's acceptance of the economic development plan with its associated financial proposals for 1959 indicates that the people of Western Samoa are prepared to meet the challenge presented by their unstable economic situation.

Although budgetary difficulties curtailed certain Government services much was still achieved, particularly in health and education. The Yaws Control project carried out in conjunction with WHO in the previous year has proved to be an outstanding success, while arrangements for the Tuberculosis Control project to be undertaken in 1960 (also with WHO assistance) are almost complete. Of major importance in the educational field was the establishment (with financial assistance from the Administering Authority) of the Avele Agricultural College. The Administering Authority continued to finance scholarship students at school and training in New Zealand, while at the end of 1958 the Territorial Government announced its intention to provide scholarships for professional training in 1959. Construction of a new library also began towards the end of the year.

Under the agreed plan for political advancement the present Ministerial system of government was to be replaced by Cabinet government after the next regular elections to the Legislative Assembly scheduled to be held in late 1960. In December the High Commissioner, on behalf of the Administering Authority, proposed in informal discussions with the Samoan leaders that the establishment of a form of Cabinet government should be accelerated. After further discussion the Administering Authority in March 1959 put forward formal proposals under which a Cabinet selected and presided over by a Prime Minister would be responsible for the executive government of the Territory on or before 1 January 1960. It also proposed that the powers at present exercised by the High Commissioner as head of the executive government should, from the inauguration of Cabinet government, be vested in the Council of State.

If these proposals are accepted by the Samoan leaders the Administering Authority anticipates a final transitional period before full self-government is achieved. During this period the details of this last stage

will be worked out between the United Nations, the new Samoan Government, and New Zealand. At the suggestion of the Administering Authority a representative Working Committee on Self-government was established in the Territory in January 1959 to begin considering these matters.

At the request of the Administering Authority a separate United Nations Mission is visiting Western Samoa in March and April 1959 to investigate and report on the steps taken towards the realisation of the objective of the Trusteeship Agreement. The Administering Authority believes that following the Mission's consultations in the Territory and in New Zealand it will be possible to determine the arrangements for the attainment by Western Samoa of full self-government.

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 Australian National University, Canberra. The final analysis and demographic report was printed in 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	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 1958

			Males	Females	Total
Samoans	..	..	49,809	47,165	96,974
Europeans	..	..	3,045	2,841	5,886
			52,854	50,006	102,860

C. Births for Years 1954-58

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 ..	1,755	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 ..	2,046	1,726	3,772	96	93	189	3,951	39.85	32.64	1	..
1958 ..	1,983	1,754	3,737	65	77	142	3,871	38.54	24.13	..	..

D. Deaths by Age Groups and Total Deaths 1958

(These figures include both Samoans and Europeans, the number of Europeans being too small for analysis.)

Age at Death	Number of Deaths	Percentage of Total Deaths	Age at Death	Number of Deaths	Percentage of Total Deaths
Under 1 day ..	3	0.52	1-4 years ..	97	17.05
1 day ..	9	1.58	5-9 years ..	15	2.64
2 days ..	5	0.88	10-16 years ..	14	2.46
3 days ..	..	..	15-19 years ..	13	2.28
4 days ..	1	0.18	20-24 years ..	14	2.46
5 days ..	2	0.35	25-29 years ..	14	2.46
6 days ..	1	0.18	30-34 years ..	17	2.99
Total under 1 week ..	21	3.69	35-39 years ..	20	3.52
7-13 days ..	5	0.88	40-44 years ..	18	3.16
14-20 days ..	1	0.18	45-49 years ..	22	3.87
21-27 days ..	1	0.18	50-54 years ..	29	5.09
Total 1 week to 1 month	7	1.24	55-59 years ..	17	2.99
28 days to 2 months ..	5	0.88	60-64 years ..	40	7.02
2 months ..	1	0.18	65-69 years ..	24	4.22
3 months ..	10	1.76	70-74 years ..	32	5.62
4 months ..	9	1.58	75-79 years ..	19	3.34
5 months ..	7	1.23	80-84 years ..	16	2.81
6 months ..	8	1.40	85 and over ..	15	2.64
7 months ..	11	1.93	Unknown ..	9	1.58
8 months ..	9	1.58	Total over 1 year ..	445	78.20
9 months ..	11	1.93	Total deaths ..	569	100.00
10 months ..	10	1.76			
11 months ..	15	2.64			
Total 1 month to 1 year	96	16.87			
Total under 1 year	124	21.80			

APPENDIX I—*continued*

POPULATION—*continued*

During the same period 3,879 live births were reported, giving an infant mortality rate (deaths under one year) of 31.94 per 1,000 reported live births. (The comparative figure for 1957 was 45.70.)

Details of maternal deaths are not available.

E. Migration: Year 1958

			Inward	Outward
Samoans	..	..	5,640	6,528*
Europeans	..	..	1,087	1,118
Chinese	..	..	5	5
Indians	..	..	42	44
Tongans	..	..	67	54
Niueans	..	..	5	3
Others	..	..	35	39
Total	..	..	6,881	7,791
Excess of outward over inward	..	..	..	910

*Most Samoan migration was between Eastern and Western Samoa.

APPENDIX II

ADMINISTRATIVE STRUCTURE OF GOVERNMENT

The following salary scale for the Administrative, Professional, and Clerical Divisions of the Western Samoan Public Service were determined by the Public Service Commissioner in December 1958. The new scales come into effect on 1 January 1959.

Class VII—	£130, £150, £170, £195, £220, £245, £275, £310, £330, £350, £375, £405, £435, £470.
Class VI—	£470, £505, £540, £580, £605, £630, £655.
Class V—	£655, £690, £720, £745.
Class IV—	£745, £775, £810.
Class III—	£810, £840, £870.
Class II—	£870, £905, £940.
Class I—	£940, £990, £1,040.
Class Special—	£1,040, £1,100, £1,150, £1,200, £1,250, £1,300, £1,350, £1,410, £1,460, £1,510, £1,570, £1,620, £1,670, £1,720, £1,770, £1,820, £1,870, £1,920, £1,970, £2,020, £2,070.

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

Entry to the Clerical Division is dependent on having passed the Samoan Public Service Examination or its equivalent.

APPENDIX II—continued

ADMINISTRATIVE STRUCTURE OF GOVERNMENT—continued

Separate scales exist for unskilled workers and technical and professional officers, e.g., medical, dental, and nursing staff, tradesmen, radio technicians, etc. (For the scale of salaries paid to educational staff see Appendix XXII.)

All salaries in excess of £1,450 require the approval of the Executive Council.

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 cost-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 ..	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 1958

A. Apia (sitting days: 209)

	Number of Offences	Persons Charged				Convictions				Dismissed or Withdrawn			
		European	Part-European	Samoan	Chinese	European	Part-European	Samoan	Chinese	European	Part-European	Samoan	Chinese
Prevention of the course of justice ..	13	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.
Offences against morality ..	13	.. ..	1 ..	7 5	.. ..	.. ..	1 ..	6 3	.. ..	.. ..	1 ..	1 2	.. ..
Offences against the person ..	461	.. ..	2 ..	11 ..	.. ..	.. ..	1 ..	8 ..	.. ..	.. ..	1 ..	3 ..	.. ..
Offences against the rights of property ..	760	.. ..	30 4	348 78	1 ..	.. ..	23 4	292 73	.. ..	.. ..	7 ..	56 5	1 ..
Police offences ..	415	.. ..	60 8	639 53	.. ..	.. ..	44 5	531 48	.. ..	.. ..	16 3	108 5	.. ..
Breach of the peace ..	198	.. ..	31 14	241 129	.. ..	.. ..	28 14	222 126	.. ..	.. ..	3 ..	19 3	.. ..
Liquor offences ..	72	.. ..	6 12	95 85	.. ..	.. ..	4 10	87 80	.. ..	.. ..	2 2	8 5	.. ..
Drinking methylated spirits ..	27	.. ..	11 4	40 15	2 ..	.. ..	10 2	33 12	1 ..	.. ..	1 2	7 3	1 ..
Bylaw breaches ..	1,789	15 1	1 ..	26 ..	.. ..	.. ..	1 ..	26 ..	.. ..	.. ..	.. ..	.. ..	.. ..
Miscellaneous ..	509	3 ..	89 6	358 51	2 ..	.. ..	69 6	221 43	2 ..	.. ..	20 ..	137 8	.. ..
Total ..	4,257	18 1	675 72	2,965 521	5 ..	16 ..	601 63	2,528 479	3 ..	2 1	74 9	437 42	2 ..

B. Tuasivi, Savai'i (sitting days: 69)

Prevention of the course of justice ..	14	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.
Offences against the person ..	177	.. ..	1 ..	13 ..	.. ..	.. ..	1 ..	8 ..	.. ..	.. ..	.. ..	5 ..	.. ..
Offences against the rights of property ..	266	.. ..	1 ..	152 24	.. ..	.. ..	1 ..	134 24	.. ..	.. ..	.. ..	17 1	.. ..
Police offences ..	217	.. ..	.. ..	256 9	.. ..	.. ..	1 ..	217 8	.. ..	.. ..	.. ..	39 1	.. ..
Breach of the peace ..	56	.. ..	.. ..	146 71	.. ..	.. ..	.. ..	131 69	.. ..	.. ..	.. ..	15 2	.. ..
Liquor offences ..	38	.. ..	.. ..	41 14	1 ..	.. ..	.. ..	41 14	1 ..	.. ..	.. ..	.. ..	.. ..
Bylaw breaches ..	619	.. ..	1 ..	35 2	.. ..	.. ..	1 ..	35 2	.. ..	.. ..	.. ..	.. ..	.. ..
Miscellaneous ..	74	.. ..	34 1	516 68	.. ..	.. ..	31 1	462 67	.. ..	.. ..	3 ..	53 2	.. ..
Total ..	1,461	.. ..	38 1	1,231 190	1 ..	.. ..	35 1	1,079 186	1 ..	.. ..	3 ..	150 6	.. ..

APPENDIX IV PUBLIC FINANCE

RECEIPTS AND PAYMENTS FOR CALENDAR YEARS 1955-58

Receipts

				(in £000s)			
				1955	1956	1957	1958
(a) <i>Taxation—</i>							
<i>Direct—</i>							
Amusement tax				£1	£	£	£
Arms licences				1	1	1	1
Building tax				8	..	..	..
Income tax				10	139	119	94
Licences and fees				15	9	11	28
Stamp duties				2	7	1	2
Vehicle licences				10	11	11	12
Water rates				2	2	3	3
				<u>£49</u>	<u>£170</u>	<u>£146</u>	<u>£140</u>
<i>Indirect—</i>							
Export duties				214	159	155	217
Import duties				455	428	411	517
Shipping and port duties				3	3	3	5
Store tax				125	..	..	..
				<u>£797</u>	<u>£590</u>	<u>£569</u>	<u>£739</u>
(b) <i>From Public Property—</i>							
Wharfage dues				7	7	6	9
Leases and rents				5	9	7	9
				<u>£12</u>	<u>£16</u>	<u>£13</u>	<u>£18</u>
(c) <i>From Public Undertakings—</i>							
Health services				11	10	11	13
Survey services				2	2	1	2
Prison produce				2	2	1	2
Postal and radio				40	44	44	53
Electric power scheme				30	32	34	53
				<u>£85</u>	<u>£90</u>	<u>£91</u>	<u>£123</u>
(d) <i>Other—</i>							
Interest on investment				20	19	15	12
Court fees, fines, etc.				12	15	14	13
General				17	14	9	18
Issue and sale of stores				171	161	132	101
Sale of liquor				61	70	74	80
				<u>£281</u>	<u>£279</u>	<u>£244</u>	<u>£224</u>
Total ordinary receipts				<u>£1,224</u>	<u>£1,147</u>	<u>£1,063</u>	<u>£1,244</u>
(e) <i>Grants from New Zealand Government*—</i>							
Government House .. .. .				..	..	..	5
Agriculture				2	3	..	22
Education				22	20	..	†34
Health				8	..	..	..
Public Works				3	65	..	..
				<u>£35</u>	<u>£88</u>	<u>..</u>	<u>£61</u>
Total receipts				<u>£1,259</u>	<u>£1,235</u>	<u>£1,063</u>	<u>£1,305</u>

* NOTE—Until the transfer of the New Zealand Reparation Estates to the Western Samoa Trust Estate Corporation in 1957 grants were made from the accumulated profits of the Estates. In 1958 grants were made directly by the Administering Authority.

† Includes cost of New Zealand scholarships for 1957.

APPENDIX IV—continued

PUBLIC FINANCE—continued

RECEIPTS AND PAYMENTS FOR CALENDAR YEARS 1955-58—continued

<i>Payments</i>					(in £000s)			
					1955	1956	1957	1958
(a) <i>Civil Administration—</i>					£	£	£	£
Government House..	..	..			8	11	10	10
Legislative Assembly	..	..			22	26	27	41
Customs	..	..	..		9	8	8	7
Inland Revenue	..	..	..		..	3	5	4
Postal	..	..	..		29	32	34	31
Public Service Commissioner	..	..	..		5	8	8	9
Public Works Maintenance	..	..	..		139	154	140	123
Radio	..	..	..		21	21	19	16
Secretariat	..	..	..		66	58	54	40
Treasury	..	..	..		16	20	20	19
Marine	..	..	..		9	9	8	8
					<u>£324</u>	<u>£350</u>	<u>£333</u>	<u>£308</u>
Purchase of stores for issue or sale	..				260	241	179	119
					<u>£584</u>	<u>£591</u>	<u>£512</u>	<u>£427</u>
(b) <i>Internal Security—</i>								
Justice	..	..	..		20	25	31	29
Police and prisons	..	..	..		62	70	65	58
					<u>£82</u>	<u>£95</u>	<u>£96</u>	<u>£87</u>
(c) <i>Economic Development—</i>								
Agriculture	..	..	..		22	29	53	63
Communication	..	..	..		5	5	14	2
Electric power scheme	..	..	..		40	15	39	22
Lands and Survey	..	..	..		18	32	14	14
Port improvements	..	..	..		16	8	3	2
Roads, bridges, etc.	..	..	..		98	93	63	4
Water supplies	..	..	..		8	5	4	10
					<u>£207</u>	<u>£187</u>	<u>£190</u>	<u>£117</u>
(d) <i>Social Services—</i>								
Broadcasting	..	..	..		10	10	10	11
Health	..	..	..		220	230	215	191
					<u>£230</u>	<u>£240</u>	<u>£225</u>	<u>£202</u>
(e) <i>Educational Services</i>	..	..	..		<u>£194</u>	<u>£236</u>	<u>£251</u>	<u>£204</u>
Total payments	..	..	..		<u>£1,297</u>	<u>£1,349</u>	<u>£1,274</u>	<u>£1,037</u>

APPENDIX V

TAXATION

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

B—CATEGORIES UNDER WHICH INCOME TAX IS ASSESSED

	1958	1957
	£	£
1. Salary and wage earners	12,328	10,226
2. Businesses other than limited liability companies	9,996	18,202
3. Limited liability companies	47,142	89,476
4. Shipping	5,745	6,102
5. Insurance	1,623	1,416
6. Non-resident traders	813	480
7. Film renters	172	408
Total tax assessed	<u>£77,819</u>	<u>£126,310</u>

APPENDIX VI

MONEY AND BANKING

(£000's)

		31 Dec. 1955	31 Dec. 1956	31 Dec. 1957	31 Dec. 1958
(a) Amount of currency in circulation	..	£ 160	£ 150	£ 170	£ 200
(b) Aggregate deposit money—					
Post Office Savings Bank	.. ..	389	365	345	375
Bank of New Zealand	.. ..	500	300	277	330
		1,049	815	792	905

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 £	£
1955	New Zealand ..	591,769			596,595			
			591,769			596,595		+ 4,826
	Australia ..	324,529			95,773			
	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			1,915,304		+ 612,531
				1,894,542			2,511,899	+ 617,357
1956	New Zealand ..	570,083			420,784			
			570,083			420,784		- 149,299
	Australia ..	396,077			71,475			
	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			1,384,912		+ 94,575
				1,860,420			1,805,696	- 54,724
1957	New Zealand ..	536,746			623,583			
			536,746			623,583		+ 86,837
	Australia ..	368,787			91,171			
	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			1,258,740		+ 32,392
				1,827,878			1,882,323	+ 5,445
1958	New Zealand ..	738,420			1,287,184			
			738,420			1,287,184		+ 548,764
	Canada ..	54,453			..			
	Fiji ..	93,232			31,738			
	Hong Kong ..	72,042			..			
	India ..	44,843			..			
	Indonesia ..	73,515			..			
	United Kingdom	360,734			1,297,798			
	United States of							
	America ..	119,982			221,216			
	Western							
	Germany	44,915			22,923			
	Japan ..	126,483			5,168			
	Union of South				..			
	Africa ..	49,964			..			
	Others ..	..			..
			442,393			1,660,440		+1,218,047
				2,220,976			2,947,628	+ 726,652

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	1958
New Zealand ..	..	7,523	9,460	14,106	6,331	11,885
Tokelau Islands ..	..	..	1,084	..	..	208
Fiji ..	..	1,568	3,685	13,377	11,248	31,619
Eastern Samoa ..	..	556	650	..	1,095	372
Malaya ..	..	1,093	..	..	..	..
Australia ..	..	..	27	..	1,400	..
Ships' stores ..	..	9	..	..	..	1,999
Totals ..	..	10,749	14,906	27,483	20,074	51,651

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	
1955	Cwt.	£	Yards	£	Cwt.	£	£
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	..
1956	40,452	94,395	768,174	91,283	22,665½	187,906	126,882
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
1957	42,164½	98,117	602,909½	60,911	26,743½	153,883	125,876
New Zealand	2,105	5,986	6,576	1,115	21,103	158,598	4,879
Australia	8,448	19,511	17,513	1,935	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	..	..	..
1958	43,574	89,792	588,551	62,234	21,644	163,200	62,044
New Zealand	1,151	2,355	1,300	221	21,034	181,011	4,399
Australia	7,731	15,783	9,529	1,000	1,658	24,883	8,680
Canada .. .. .	..	..	1,968	239	..	..	3,025
Fiji	44,669	67,008	..	..	..	..	13
Hong Kong .. .. .	..	..	25,387	2,919	1	13	9
India .. .. .	..	..	333,103	18,917	..	..	..
France .. .. .	..	..	..	..	..	..	34
United Kingdom .. .. .	..	..	241,939	33,438	..	..	45,918
Union of South Africa .. .. .	..	..	..	..	..	..	..
Denmark .. .. .	..	..	..	..	37	402	..
Western Germany .. .. .	..	..	8,129	346	..	..	4,679
Switzerland .. .. .	..	..	60	20	..	..	..
United States of America .. .. .	..	..	4,435	471	211	953	13,269
Japan	5,000	968	162,576	41,051	..	..	..
Poland .. .. .	..	..	..	..	..	..	..
Holland	100	269	..	..	..	..	..
Sweden .. .. .	..	..	..	..	4	46	16
	58,651	86,383	788,426	98,622	22,945	207,308	80,042

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
1955	Cases	£	Tons	£	Tons	£
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
1958						
New Zealand	884,555	1,007,189	739	241,310	253	13,720
Eastern Samoa .. ..	..	..	2,289	682,292	9,824	604,939
United Kingdom .. ..	..	..	173	55,823	..	..
Australia .. ..	..	..	81	22,923	..	..
Germany .. ..	..	..	50	13,846	..	..
Netherlands .. ..	..	..	702	220,547	..	..
United States of America .. ..	..	..	..	..	..	..
	884,555	1,007,189	4,034	1,236,741	10,077	618,659

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

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

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

The following figures are provisional results from the Land Use Survey (figures shown are acres):

Cultivated

	Samoan Lands		All Lands	
	Upolu	Savai'i	Upolu	Savai'i
Coconuts	14,361	15,098	22,708	16,013
Cocoa	2,561	4,694	7,899	4,809
Bananas	3,012	236	3,664	275
Coconuts, cocoa, and bananas ..	12,082	4,337	14,649	4,482
Food crops (taro and bananas) ..	7,021	3,386	10,498	3,542
Mixed crops (taro, bananas, taamu, and breadfruit)	18,700	17,116	19,670	17,224
Coffee	4	..	480	..
Rubber	464	..	1,624	..
	58,205	44,867	81,192	46,345

Uncultivated

Swamps	1,460	173	1,727	200
Scrub	2,793	11,455	3,793	12,670
Fern .. .. .	..	1,087	..	1,087
Lava and rocks .. .. .	..	28,387	..	28,463
Pasture	4,074	14,242	9,086	21,447
Villages, churches, schools, shops ..	2,484	1,761	3,450	1,826
	10,811	57,105	18,056	65,693
Forests	112,119	263,827	171,952	299,496
Scattered bush	3,725	10,403	7,530	10,638
	115,844	274,230	179,482	310,134
Total areas	184,860	376,202	278,730	422,172

APPENDIX IX

LIVESTOCK

			Western Samoa Trust Estates	Planters, Missions and Schools	Villages	Total
<i>Cattle—</i>						
Beef	..	..	9,400	4,000	120	13,520
Dairy	..	..	100	500	..	600
			<hr/>	<hr/>	<hr/>	<hr/>
			9,500	4,500	120	14,120
<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 1958, approximately 2,500 cattle are known to have been slaughtered. The average carcass weighs 350 lb. Hides to the value of £2,823 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 forest area are given in Appendix VIII. There are no forest estates or farm forests. Amounts of timber cut and hardwood exports over the past three years have been as follows:

				1955	1956	1957	1958
				Super. ft.	Super. ft.	Super. ft.	Super. ft.
Timber cut—							
Western Samoa Trust Estates Corporation, formerly New Zealand Reparation Estates (approximately)				259,000	90,000	89,000	90,000
Private mill	..	..	..	121,000	207,000	200,000	120,000
Total	..	..	..	380,000	297,000	289,000	210,000
Hardwood exported				3,466	14,069	1,768	15,502

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 years 1957 and 1958.

		31 December 1957	31 December 1958
1. Total Number of Registered Societies—			
Trading societies .. ..	..	31	33
Saving and lending societies ..	..	3	3
Service societies .. ..	..	2	2
		<u>36</u>	<u>39</u>
2. Total Membership—			
Trading societies .. ..	..	1,901	3,293
Saving and lending societies ..	..	172	172
		<u>2,073</u>	<u>3,465</u>
3. Paid-up Capital—			
Trading societies .. ..	..	£ 14,289 12 0	£ 16,635 12 0
Saving and lending societies ..	..	863 1 4	863 1 4
Service societies .. ..	..	1,489 6 0	1,610 17 0
		<u>£16,641 19 4</u>	<u>£19,109 10 4</u>
4. Sales—			
Retail .. ..	..	31,300 1 7	77,875 8 2
Copra .. ..	..	11,081 14 6	3,197 13 9
Cocoa .. ..	..	6,434 19 7	4,961 4 2
Total sales .. ..	..	<u>£48,816 15 8</u>	<u>£86,034 6 1</u>
Service Societies—			
Store sales .. ..	..	4,964 18 0	5,500 5 4
Cocoa .. ..	..	..	2,340 3 3
		<u>£4,964 18 0</u>	<u>£7,840 8 7</u>
Loans Granted by Saving and Lending Societies		<u>£1,028 19 0</u>	..

APPENDIX XV

TRANSPORT AND COMMUNICATIONS

POSTAL

Besides the main post office, there are 18 sub post offices.

Mail Matter Delivered

			1958
Letters and letter-cards	..	..	277,884
Printed papers	..	..	102,174
Registered articles	..	..	5,738
Parcels	..	..	12,435

Mail Matter Dispatched

			1958
Letters and letter-cards	..	..	237,653
Printed papers	..	..	36,060
Registered articles	..	..	3,671
Parcels	..	..	5,185

Money Orders

Issued—			1958
Number	..	..	932
Amount	..	..	£14,194
Paid—			
Number	..	..	3,459
Amount	..	..	£51,858

TELEPHONE SERVICES

There is only one telephone system, which has approximately 80 miles of local wires and 519 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 43,466 messages, totalling 835,408 groups for £9,373 13s. 7d. Air, weather, and press services accounted for another 82,500 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>					1958
Bitumen sealed roads	..	..	..	..	78
Other main roads	..	..	..	..	163
Secondary and village access roads			..	..	98
Plantation roads	..	..	..	..	38
					<hr/>
Total	..	..	..	..	377
					<hr/>

AIR TRANSPORT

No airlines are based on, or registered in, the Territory. There is one airstrip and one sea alighting area. The latter is used by Tasman Empire Airways aircraft on the regular fortnightly "Coral Route" between Suva, Fiji, and Tahiti.

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	..	..	..	..	74,907
Unloaded	..	..	..	..	43,211

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

Number of Vessels Entered and Cleared in External Trade—

British	139	} 222,192 tons
Foreign (U.S.A. and Norwegian)	171	

*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 1958) 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, 1954	Fourth Quarter, 1955	Fourth Quarter, 1956	Fourth Quarter, 1957	Fourth Quarter, 1958	Fourth Quarter, 1954	Fourth Quarter, 1955	Fourth Quarter, 1956	Fourth Quarter, 1957	Fourth Quarter, 1958
1. Food Groups—											
(a) Meat and fish ..	1000	1348	1364	1385	1494	1736	1397	1450	1465	1562	1832
(b) Fruit and vegetables ..	1000	1336	1312	1738	1491	1464	1317	1282	1606	1481	1475
(c) Dairy produce ..	1000	1428	1408	1467	1438	1437	1416	1384	1443	1417	1418
(d) Other foods ..	1000	1261	1298	1339	1389	1346	1228	1275	1311	1362	1311
Aggregate, group 1 ..	1000	1335	1341	1463	1446	1479	1328	1354	1427	1458	1532
2. Housing ..	1000	1293	1302	1302	1302	1302	1008	1032	1032	1032	1032
3. Fuel and Lighting ..	1000	1072	1080	1088	1082	1401	1140	1067	1054	1059	1120
4. Apparel—											
(a) Clothing ..	1000	956	1019	1007	951	930	956	1019	1007	951	930
(b) Footwear ..	1000	1092	1148	1183	1025	1071	1077	1101	1173	1008	1055
Aggregate, group 4 ..	1000	976	1038	1033	963	951	985	1041	1046	966	960
5. Miscellaneous—											
(a) Household goods ..	1000	1189	1229	1242	1353	1340	1198	1267	1259	1402	1391
(b) Personal goods ..	1000	1134	1247	1249	1273	1276	1154	1245	1253	1279	1262
(c) Service ..	1000	1053	1205	1234	1222	1225	1028	1179	1196	1187	1188
Aggregate group 5 ..	1000	1089	1219	1238	1249	1251	1086	1210	1222	1238	1234
All groups ..	1000	1183	1247	1302	1292	1317	1182	1238	1274	1284	1315

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 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.	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 1958 24 ex-Government officers received pensions to the value of £2,714, and charitable aid amounting to £560 was paid to 12 recipients.

APPENDIX XIX

PUBLIC HEALTH

PERSONNEL (as at 31 December 1958).

S = Samoan; E = European; E/S = European/Samoan

Director of Health	..	..	..	1 (1E)
Surgeon specialist	..	..	..	1 (1E)
Medical Superintendent, Apia Hospital	..	..	..	1 (1E/S)
Medical Officer	..	..	..	1 (1E)
Principal Dental Officer	..	..	..	1 (1E)
Managing Secretary	..	..	..	1 (1E)
Pharmacist	..	..	..	Vacant
Radiographer	..	..	..	1 (1S)
Bacteriologist	..	..	..	1 (1E/S)
Chief Sanitary Inspector	..	..	..	1 (1E)
Meat Inspector	..	..	..	1 (1E/S)
Samoan Medical Practitioners	..	..	..	43 (43S)
Samoan Dental Practitioners	..	..	..	9 (9S)
Pharmacy assistants	..	..	..	8 (8S)
Radiography assistants	..	..	..	1 (1S)
Laboratory assistants	..	..	..	6 (5S, 1E/S)
Assistant Sanitary Inspectors	..	..	..	4 (4S)
Matron	..	..	..	1 (1E)
Tutor Sister	..	..	..	1 (1E)
Sister—Maternity ward	..	..	..	1 (1E)
Sisters	..	..	..	8 (5E, 3S)
Staff nurses—locally trained	..	..	..	68 (68S)
Nurse aids	..	..	..	18 (18S)
Nurses in training	..	..	..	120 (120S)

HOSPITALS, ETC.

General hospital, Apia	..	..	..	1 (250 beds approx.)
Cottage hospitals or infirmaries	..	..	..	Nil
District hospitals	..	..	..	15 (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 leprosy unit)	..	..	..	1
Mental institutions	..	..	..	Nil

APPENDIX XIX—continued

PUBLIC HEALTH—continued

NOTIFIABLE DISEASES REPORTED

Name of Disease	1955	1956	1957	1958
Measles	17	2	1,210	2
Whooping cough	5,823	119	160	177
Influenza	6,197	170	5,631	1,455
Tuberculosis—				
Pulmonary	55	234	228	204
Other forms	10	36	48	44
Infantile diarrhoea	1,688	106	944	563
Dysentery—				
Bacillary	4	43	29	23
Unclassified	5	Nil	23	41
Infective hepatitis	38	47	60	38
Leprosy	4	20	16	7
*Yaws	6,393	11,005	258	14
Gonorrhoea	8	16	43	12
Syphilis .. ..	..	4	2	Nil
Typhoid fever .. ..	..	..	29	84
Paratyphoid fever .. ..	..	..	4	Nil
Tetanus .. ..	..	..	5	7
Chickenpox .. ..	..	..	42	55
Cerebro-spinal meningitis .. ..	..	..	28	27
Puerperal fever .. ..	..	..	13	1
Mumps .. ..	..	..	13	6
Poliomyelitis .. ..	..	..	..	4

* WHO Yaws Control Campaign, August 1955 to October 1957

HOSPITAL AND OUT-STATION TREATMENTS

	Apia Hospital	Out- stations	Total
Admitted during the year	4,707	5,239	9,946
Died during the year	105	129	234
Medical—			
Out-patient attendances, including dressings, during the year	56,198	127,831	184,029
Major operations during the year	971	187	1,158
Minor operations during the year	3,921	5,426	9,347
Maternity—			
Total deliveries	908	172	1,080
Premature births	12	10	22
Still births	16	11	27
Maternal deaths	4	1	5
*Dental—			
Total examinations	6,090	13,883	19,973
Restorations	2,021	6,287	8,308
Extractions	3,669	4,351	8,020
Prophylaxis	1,061	2,020	3,081
Miscellaneous	3,562	970	4,532
Total operations	16,403	27,511	43,914

APPENDIX XIX—continued

PUBLIC HEALTH—continued

HOSPITAL AND OUT-STATION TREATMENTS—continued

Laboratory (Apia Hospital only)—

	1955	1956	1957	1958
Clinical pathology ..	6,010	10,352	6,425	8,448
Parasitology ..	3,788	4,320	3,005	3,248
Bacteriology ..	2,629	3,604	4,670	6,180
Biochemistry ..	386	4,302	2,556	3,051
Medico-legal ..	342	317	317	216
Public health ..	68	55	39	17
Unclassified ..	470	..	4	6
	<u>13,693</u>	<u>22,950</u>	<u>17,016</u>	<u>21,166</u>

X-ray services (Apia Hospital only)—

Chest X-ray (including bronchograms) ..	3,848	4,868	5,562	5,910
Bones and joints ..	1,026	1,310	1,796	2,045
Abdominal X-rays (including barium meals, pyelograms, cholecystograms) ..	263	340	366	335
Dental X-rays ..	304	334	570	540
Superficial therapy ..	..	..	4	11
	<u>5,441</u>	<u>6,852</u>	<u>8,298</u>	<u>8,841</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 1958 ..	1,198	56..	1,254
(2) Age groups of registered cases—			
(a) Under 5 years ..	114	3	117
(b) 5 and under 15 years ..	202	7	209
(c) 15 and under 25 years ..	296	11	307
(d) 25 and under 35 years ..	233	6	239
(e) 35 and under 45 years ..	156	7	163
(f) 45 and under 55 years ..	111	9	120
(g) 55 and under 65 years ..	62	5	67
(h) 65 years and over ..	24	8	32
(3) Disposition of registered cases—			
(a) In Apia Hospital ..	72	1	73
(b) In district hospitals ..	12	..	12
(c) In private dwellings ..	1,103	55	1,158
(d) Residence unknown ..	11	..	11
(4) Type of disease—			
(a) Respiratory ..	1,024	45	1,069
(b) Non-respiratory ..	109	6	115
(c) Mixed forms ..	65	5	70

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 36 European-type buildings were completed to a total value of £34,000.

APPENDIX XXI

PENAL ORGANISATION

AGE GROUP OF PRISONERS AS AT 31 DECEMBER 1958

Age						Number
15-20	..	..	..	..	..	40
20-25	..	..	..	..	..	59
25-30	..	..	..	..	..	50
30-35	..	..	..	..	..	25
35-40	..	..	..	..	..	19
40-45	..	..	..	..	..	5
45-50	..	..	..	..	..	4
50-55	..	..	..	..	..	3
Total	..	..	..	..	..	205

PRISONERS, BY LENGTH OF TIME SERVED

					Samoan		European/ Samoan	Total
					M.	F.	M. F.	
Under 1 month	..	..	..	..	4	..	.. ..	4
1 month and under 2 months	..	..	..	..	10	..	.. ..	10
2 months and under 3 months	..	..	..	..	23	..	.. ..	23
3 months and under 6 months	..	..	..	..	22	1	.. ..	23
6 months and under 9 months	..	..	..	..	27	..	1 ..	28
9 months and under 12 months	..	..	..	..	8	..	.. ..	8
12 months and under 18 months	..	..	..	..	11	..	.. ..	11
18 months and under 24 months	..	..	..	..	13	..	.. ..	13
24 months and under 36 months	..	..	..	..	17	..	1 ..	18
36 months and under 48 months	..	..	..	..	13	..	1 ..	14
48 months and under 60 months	..	..	..	..	11	..	.. ..	11
5 years and under 8 years	..	..	..	..	24	1	.. ..	25
8 years and under 10 years	..	..	..	..	1	..	.. ..	1
10 years and over	..	..	..	..	8	1	.. ..	9
Life imprisonment	..	..	..	..	7	..	.. ..	7
Total	..	..	..	..	199	3	3 ..	205

APPENDIX XXI—continued

PENAL ORGANISATION—continued

TABLE SHOWING PREVIOUS COMMITTALS TO PRISON OF PRISONERS CONFINED
ON 31 DECEMBER 1958

Previous Committals	Status	Total
One committal ..	Samoan .. 37	(2 females)
	Samoan/European 1	
	—	38
Two committals ..	Samoan .. 18	
	Samoan/European 2	
	—	20
Three committals ..	Samoan .. 9	(1 female)
	—	9
Four committals ..	Samoan .. 7	
	—	7
Five committals ..	Samoan .. 11	
	—	11
Six committals ..	Samoan .. 6	
	—	6
Seven committals ..	Samoan .. 1	
	—	1
Eight committals ..	Samoan .. 2	
	—	2
Fourteen committals ..	Samoan .. 1	
	—	1
Seventeen committals ..	Samoan .. 1	
	—	1
Twenty-two committals	Samoan .. 1	
	—	1
Twenty-four committals	Samoan .. 2	
	—	2
Twenty-six committals ..	Samoan .. 1	
	—	1
No previous committals	Samoan .. 105	
	—	105
		205

AVERAGE NUMBER OF INMATES

Daily average of prisoners ..	..	198
Admitted during period ..	..	588
Discharged during period ..	..	542

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 suitable to house 10 prisoners.

SPACE ALLOTTED TO PRISONERS DURING HOURS OF SLEEP

<i>Tafa'igata</i>			
Seven wards	..	..	5,850 sq. ft.
Thirteen cells	..	..	1,120 sq. ft.
Average floor space per person	..	..	34 sq. ft.
<i>Tuasivi</i>			
One ward	..	..	440 sq. ft.
Average floor space per person	..	..	17 sq. ft.

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)	..	..	$\frac{1}{2}$ lb	3 $\frac{1}{2}$ lb
Salt	..	..	1 oz	$\frac{1}{2}$ lb
Soap	..	..	$\frac{1}{2}$ oz	$\frac{1}{4}$ lb
Fat	..	..	1.1 oz	$\frac{1}{2}$ lb

Number of workshops: One blacksmith; one carpentry.

Number and sex of staff: Chief Gaoler, 1; Gaoler, 1; Male warders, 18; females, 2 (all general duties).

APPENDIX XXII

EDUCATION

CHILDREN OF SCHOOL AGE (6-14 INCLUSIVE)

Number of children aged 6-14 inclusive as at 25 September 1956, according to census	24,749
Add adjustment (approximate) to 25 Sep- tember 1958	2,000
	26,749

CATEGORIES OF GOVERNMENT AND MISSION SCHOOLS

(Languages of instruction in parentheses)

S = Samoan: E = English

—	Pastor Catechist	Primary	Secondary	Vocational	Theological
Government ..	..	113 (S and E)	2 (E)	2 (E)	
Missions ..	289	40 (S and E)	6 (E)	1 (E)	2 (S and E)
Total ..	289	153 (S and E)	8 (E)	3 (E)	2 (S and E)

NOTE—The reduction in number of Government primary schools is due to the amalgamation of adjoining schools (6) and to closing because of lack of village support (3).

NUMBER OF SCHOOL CHILDREN IN PRIMARY SCHOOLS IN WESTERN SAMOA, CLASSIFIED ACCORDING TO AGE AND SEX, 1958

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 ..		75	45	252	121	135	108	736
Roman Catholic ..		1,049	1,151	1,149	983	361	286	4,979
Methodist ..		79	63	104	75	10	49	380
Seventh Day Adventists ..		105	110	148	163	84	75	685
Latter Day Saints ..		164	137	193	200	86	85	865
Total ..		1,472	1,506	1,846	1,542	676	603	7,645
Government ..		4,573	4,278	2,688	2,729	231	136	14,635
Grand total ..		6,045	5,784	4,534	4,271	907	739	22,280

NOTE—Most of this reduction was due to the exclusion of many pupils who had not attained the age of six years.

APPENDIX XXII—continued

EDUCATION—continued

SECONDARY SCHOOL ROLLS

Government—Samoa College and Avele

Government—Samoa College and Niveti																					
Age	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.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	M. F.	
Form III	5	22	17	13	19	17	17	7	11	..	3	..	3	..	4	..	1	..	80	59	
Form IV	1	..	3	4	8	5	10	13	9	3	2	..	..	..	..	..	1	..	33	25
Forms V and VI .. ..	..	..	..	..	..	1	8	..	11	8	16	3	4	3	1	..	..	..	41	15
Total	6	22	20	17	27	23	35	20	31	11	21	3	7	3	5	..	2	..	154	99	
Missions—six schools																					
Form III	1	3	1	5	11	19	38	43	27	35	16	16	10	2	3	1	2	..	109	124	
Form IV .. ..	..	..	..	1	2	5	9	17	11	19	10	4	9	1	7	..	3	..	51	47
Forms V and VI .. ..	..	..	..	..	..	1	..	1	3	4	1	5	2	1	3	..	7	2	16	14
Total	1	3	1	6	13	25	47	61	41	58	27	25	21	4	13	1	12	2	176	185	
Grand total .. ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	330	284

NOTE—The number of students attending night classes and trades-training class was 246. 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
19-20 .. ..	..	..	1	..	..	..	1
20-21	2	..	2	1	..	..	5
21 and over	6	5	9	11	23	7	61
Totals	8	5	12	12	23	7	67

VOCATIONAL SCHOOLS (PRIMARY AND POST-PRIMARY LEVEL)

	Male	Female	Number Graduated
Government—			
Teachers' Training College	62	71	72
Nurse Training .. ..	..	118	21
Missions—			
Girls' Commercial School (Roman Catholic) .. ..	..	34	10
Totals	62	223	103

AVERAGE SCHOOL ATTENDANCE

Government—	Per Cent
Primary	87
Secondary	97
Vocational	97
Missions—	
Primary	87
Secondary	90
Vocational	90

APPENDIX XXII—continued

EDUCATION—continued

SUMMARY OF PUPILS AT SCHOOL

SUMMARY OF FIGURES AT SCHOOL								
Type of School	Primary		Secondary (Including Adult Night Classes)		Vocational		Totals	
	5-18 Years		13 Years Upwards		16 Years Upwards			
Government Missions	M.	F.	M.	F.	M.	F.	15,498 8,045	
	7,492	7,143	328	171	175	189		
	3,993	3,651	176	185	..	40		
Totals	11,485	10,794	504	356	175	229	23,543	
	22,279		860		404			

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, 1958

New Zealand (university and teachers' training college)	..	..	17
New Zealand (technical and trades training)	..	..	14
New Zealand hospitals - nurse trainees	..	..	5
			36

MISSIONS' OVERSEAS SCHOLARSHIPS

Total Number of Students Overseas at Post-primary or Higher Institutions as at 31 December 1958

(T = Theological College)

Country	L.M.S.		Meth.		R.C.		S.D.A.		L.D.S.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
New Zealand	2 (T)	..	1	..	5	3	3	1	..	..
U.S.A.	..	..	1	..	..	..	..	..	6	..
Australia	..	..	2 (T)	..	..	..	..	..	..	..
Fiji	..	..	1 (T)	1	1	4	..	..	..	..
	..	..	..	..	..	..	19	9	..	..
Totals	2	..	5	1	12	7	28	10	6	..

GOVERNMENT STUDENTS ON OVERSEAS' SCHOLARSHIPS

New Zealand	..	..	46 males, 27 females.
England	..	..	1 female.

APPENDIX XXII—continued

EDUCATION—continued

SUMMARY OF TEACHERS, WESTERN SAMOA, 1958

Designation	Primary				Secondary				Vocational			
	Certificated		Uncertificated		Certificated		Uncertificated		Certificated		Uncertificated	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Government—												
Samoans ..	194	195	38	21	..	1	..	..	..	..	..	..
Local Europeans ..	..	7	..	6	..	..	..	..	..	..	..	..
Europeans ..	10	4	..	..	6	3	..	..	..	..	..	..
Total ..	204	206	38	27	6	4	..	..	..	..	..	..
Missions—												
Samoans ..	28	17	45	81	1	..	2	..	..	..	..	..
Local Europeans ..	..	..	..	8	..	..	..	..	..	..	..	..
Europeans ..	10	17	4	11	12	9	1	1	..	..	..	5
Total ..	38	34	49	100	13	9	3	1	..	..	..	5
Grand total	242	240	87	127	19	13	3	1	..	..	..	5

MISSION SOCIETIES AND MISSIONARIES ENGAGED IN EDUCATION

Name of Mission	Mission Headquarters	Nationalities of Mission Teachers						
		New Zealand	Australia	England	America	Canada	France	Germany
Roman Catholic ..	Rome ..	14	3	1	12	2	2	2
London Missionary Society ..	London ..	1	..	4	..	..	..	..
Methodist ..	Sydney ..	1	3	..	..	..	..	..
Seventh Day Adventists ..	Sydney ..	1	1	..	..	..	..	..
Latter Day Saints ..	Salt Lake City ..	..	..	..	25	..	..	..
Total ..	..	17	7	5	37	2	2	2

EXPENDITURE

The total expenditure for Government education, covering primary, secondary and vocational, trades, adult education, and library for the year ending 31 December 1958 was £191,071, the money coming from the following sources:

Samoan Government—					
Education Department—				£	£
(a) Maintenance ..	..	..	..	176,780	
(b) Capital development ..	..	..	..	3,196	
					179,976
New Zealand Government—					
Scholarships ..	..	..	..	11,073	
Samoan Journal ..	..	..	..	2,200	
					13,273

APPENDIX XXII—continued

EDUCATION—continued

EXPENDITURE—continued

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.

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.

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 17 years to 24 years enrol for a three-years' course of training.

This year the roll consisted of 62 male students and 71 female students. Of these, 72 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 February 1958.

Grade (a)	£75, £80, £85, £90.
(b)	£115, £150, £180, £210, £245, £275, £310, £350, £395.
(c)	£430, £470, £505, £540.
(d)	£395, £430, £470, £505, £540, £580, £615, £655, £690, £720, £745.
(e)	£430, £470, £505, £540, £580, £615, £655, £690, £720, £745, £775, £800, £825, £855, £880.
(f)	£745, £775, £800, £825, £855, £880, £905, £940, £975, £1,010.
(g)	£855, £880, £905, £940, £975, £1,010, £1,045, £1,080, £1,115, £1,150.
(h)	£1,010, £1,045, £1,080, £1,115, £1,150, £1,185, £1,220, £1,250, £1,330.

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.

APPENDIX XXII—continued

EDUCATION—continued

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, Geography, Literature, and Health and Hygiene.

In 1958, 168 students enrolled and one hundred and sixty-seven sat the Public Service Examination.

LIBRARIES

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 Education Department is now maintaining a Government Library housed in temporary premises. This library has proved most popular, the number of members being 491. Work is now being commenced on the new library in the centre of Apia township. The land and £5,000 was donated by the Nelson family, £5,000 by the Western Samoa Trust Estates Corporation and the New Zealand Government has given a subsidy of £5,000.

There are four 16 mm movie machines in the large Government schools, and a regular supply of educational films arrives from New Zealand. Apart from these the larger Government and mission schools have their own 35 mm film-strip projectors, which are in constant use.

NUMBER OF CINEMAS

Apia	..	1
Outer districts	..	12

APPENDIX XXIII

INTERNATIONAL AGREEMENTS APPLIED TO WESTERN SAMOA DURING 1958

1. MULTILATERAL AGREEMENTS

Abolition of Penal Sanctions (Indigenous Workers) Convention, adopted by the International Labour Conference at Geneva on 21 June 1955 (No. 104).

Does not require signature on behalf of New Zealand. New Zealand instrument of ratification deposited on 28 June 1956. This instrument applied the Convention to the Cook Islands (including Niue) and the Tokelau Islands. The application of the Convention was extended to Western Samoa by a declaration registered on 25 March 1958. In force for New Zealand, Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands on 7 June 1958.

APPENDIX XXIII—*continued*

INTERNATIONAL AGREEMENTS APPLIED TO WESTERN SAMOA DURING 1958—*continued*

I. MULTILATERAL AGREEMENTS—*continued*

Agreement for the Continued Operation of a South Pacific Health Service made between the Government of Fiji, the Western Pacific High Commission, the Government of New Zealand, the Government of Tonga, and the Government of Western Samoa.

Signed on behalf of New Zealand on 20 September 1957. Signed on behalf of Western Samoa on 26 September 1957. In force on 10 January 1958. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

Protocol relating to an amendment to the Convention on International Civil Aviation done at Montreal on 14 June 1954.

Does not require signature on behalf of New Zealand. New Zealand instrument of ratification deposited on 8 May 1958. In force for New Zealand on 16 May 1958. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

Protocol to amend the Convention for the Unification of Certain Rules relating to International Carriage by Air signed at Warsaw on 12 October 1929, done at The Hague on 28 September 1955.

Telegraph Regulations annexed to the International Telecommunications Convention signed at Buenos Aires on 22 December 1952, done at Geneva on 29 November 1958.

Convention on the Nationality of Married Women done at New York on 20 February 1957.

Signed on behalf of New Zealand on 7 July 1958. New Zealand instrument of ratification deposited 17 December 1958. In force for New Zealand on 17 March 1959. At the time of signature New Zealand made a declaration reserving the application of the Convention in respect of Western Samoa. At the time of ratification New Zealand included in the instrument of ratification a declaration that the Convention would apply to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.

Convention on the Territorial Sea and the Contiguous Zone done at Geneva on 29 April 1958.

Convention on the High Seas done at Geneva on 29 April 1958.

Convention on Fishing and Conservation of the Living Resources of the High Seas done at Geneva on 29 April 1958.

Convention on the Continental Shelf done at Geneva on 29 April 1958.

Optional Protocol of Signature concerning the Compulsory Settlement of Disputes done at Geneva on 29 April 1958.

2. BILATERAL AGREEMENTS

Austria

Exchange of Notes constituting an agreement between the Government of New Zealand and the Government of Austria concerning visas.

Notes exchanged at Wellington on 18 April and 14 May 1958.

In force on 1 June 1958. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

APPENDIX XXIII—*continued*
INTERNATIONAL AGREEMENTS APPLIED TO WESTERN
SAMOA DURING 1958—*continued*

2. BILATERAL AGREEMENTS—*continued*

Israel

Exchange of Notes constituting an agreement between the Government of New Zealand and the Government of Israel concerning the mutual abolition of visa fees.

Notes dated 11 March and 29 April 1958 exchanged at Sydney and Wellington. In force on 11 June 1958. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

Turkey

Exchange of Notes constituting an agreement between the Government of New Zealand and the Government of Turkey concerning visas.

Notes exchanged at London on 5 June 1958. In force on 5 July 1958. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

APPENDIX XXIV
LEGISLATIVE ACTIVITY, 1958

A. IN SAMOA

(i) *Ordinances*

No.

1. Ordinances Amendment.
2. Copra Board Amendment.
3. Samoa Quarantine Order Amendment.
4. Samoa Post and Telegraph Order Amendment.
5. Imprest Supply.
6. Road Closing (Letogo Bridge).
7. Copra Board Amendment (No. 2).
8. General Laws Amendment.
9. Financial Powers.
10. Stevenson Memorial Reserve and Mount Vaea Scenic Reserve.
11. Land and Titles Protection Amendment.
12. Appropriation.
13. Development Appropriation.
14. The Samoa Customs Order Amendment.
15. Land for Education Purposes Amendment.

(ii) *Regulations*

1. Telephone Regulations 1954, Amendment No. 1.
2. Copra Regulations.
3. Marriage Fees Regulations.
4. The Customs Tariff Exemption Notice 1955, Amendment No. 1.

APPENDIX XXIV—*continued*
LEGISLATIVE ACTIVITY, 1958—*continued*

A. IN SAMOA—*continued*

(ii) *Regulations*—*continued*

- No.
5. The Road Traffic Limitation Notice 1953, Amendment No. 1.
 6. Road Clearing Ordinance Notice 1958.
 7. Contracts of Employment (Indigenous Workers) Ordinance Commencement Notice 1958.
 8. Plant and Soil Importation (Disease Control) Ordinance Commencement Notice 1958.
 9. Samoa Post and Telegraph Order Amendment Ordinance Commencement Notice 1958.
 10. Postage Rates Notice 1958.
 11. Samoa Post and Telegraph Order Notice 1958, No. 2.
 12. The Customs Tariff Exemption Notice 1955, Amendment No. 2.
 13. The Legislative and Other Salaries and Allowances Order 1957, Amendment No. 1.
 14. The Legislative and Other Salaries and Allowances Order 1957, Amendment No. 2.
 15. Customs Tariff Exemption Notice 1955, Amendment No. 3.
 16. The Samoan Judges Jurisdiction Order 1958.
 17. Customs Tariff Exemption Notice 1955, Amendment No. 4.

(iii) *Papers and Reports Presented to Legislative Assembly*

- A1. Report of Commission of Inquiry into Legislative Salaries and Others.
- A2. Resolutions of Trusteeship Council (1957).
- A3. Resolutions of Trusteeship Council (1958).

- B1. Paper on Treasury Overdrafts.
- B2. Estimates of Expenditure.
- B3. Financial Statement (Budget) 1958.
- B4. Annual Accounts – Treasury – 31 December 1957.
- B5. Liquor Trading Accounts – 1955–57.
- B6. Supplementary Estimates.
- B7. Financial and Banking Survey Report.
- B8. Supplement to Estimates – Banana Accounts.

- C1. Audit Report – 31 December 1956.
- C2. Statement by Financial Secretary on Audit Report.
- C3. Balance Sheet – 31 December 1955.
- C4. Balance Sheet – 31 December 1956.
- C5. Report of District and Village Government Board.
- C6. Report of Apia Park Board.
- C7. Trading Accounts, Banana Scheme.
- C8. Public Service Commissioner's Report.
- C9. Annual Report and Balance Sheet of Western Samoa Trust Estates Corporation.
- D1. Public Works – Annual Report.

APPENDIX XXIV—continued
LEGISLATIVE ACTIVITY, 1958—continued

A. IN SAMOA—continued

(iii) *Papers and Reports Presented to Legislative Assembly—continued*

- No.
D2. Marine – Annual Report.
D3. Inland Revenue – Annual Report.
D4. Police and Prisons – Annual Report.
D5. Land and Titles Court – Annual Report.
D6. Broadcasting – Annual Report.
D7. Apia Fire Brigade – Annual Report.
D8. Cooperatives Registry – Annual Report.
D9. Education – Annual Report.
D10. Radio – Annual Report.
D11. Justice – Annual Report.
D12. Post and Telegraph – Annual Report.
D13. Labour – Annual Report.
D14. Health – Annual Report.
D15. Lands and Survey – Annual Report.
D16. Agriculture – Annual Report.

E1. Report of Select Committee on Liquor Control Board Bill.
E1A. Supplement to Report of Select Committee on Liquor Control Board Bill.

F1. Annual Report of Copra Board.
F2. Statement by Attorney-General on District Court System.
F3. Report on Avele Agricultural College.
F4. Statement by Leader of Government Business on 2 September 1958.
F5. Western Samoa Development Plan.
F6. Statement – Leader of Government Business on 23 October 1958.
F7. Financial Paper on Western Samoa Development Plan.
F8. Petition of James Eli Curry.
F9. Petition of Fepulea'i Mate and others.
F10. Report of Select Committee on Petition of Fepulea'i Mate and others.
F11. Report of Select Committee on Petition of James Eli Curry.

B. IN NEW ZEALAND

No Acts or Regulations affecting Western Samoa were passed or made in New Zealand during 1958.

APPENDIX XXV

A. MEMBERS OF THE LEGISLATIVE ASSEMBLY

Speaker:

Hon. Luafatasaga Kalapu.

Deputy Speaker:

Mr Amoa Tausilia.

Samoan Elected Members:

Mr Aiono Urima	A'ana Alofi No. 1.
Mr Amoa Tausilia	Aleipata-Itupa-i-Lalo.
Mr Anapu Solofa	Tuamasaga South – Safata.
Mr Asiata	Satupa'itea.
Mr Iuli Sale	Anoama's East.
Mr Ulumalautea Papali'i	Vaimauga East.
Mr Ufagalilo Fa'atafa	Fa'asaleleaga No. 3.
Mr Ulualoifaiga Talamaivao Vaela'a	Va'a-o-Fonoti.
Mr Usu Togafiti	Alataua West.
Mr Fatialofa Frederick Makisua	Lepa.
Hon. Fa'alava'au Galu	Falelatai – Samatau.
Mr Fenunuti Tauafua	Lefaga.
Hon. Fiamē Mulinu'ū II	Lotofaga.
Mr Leasi 'Avaula	Gagaifomauga No. 3.
Mr Lesatele Rapi	Vaisigano West No. 2.
Mr Leiataua Samuelu	Aiga-i-le-Tai.
Mr Luatua Mata'ese	Sagaga-le-Falefa.
Mr Luafatasaga Su'e	Saga-le-Usoga.
Mr Luamanuvae Eti	Fa'asaleleaga No. 1.
Mr Matai'a Europa	Faleata East.
Mr Maposua Seilala	Papauli-le-Falefa.
Mr Papali'i Pesamino	Fa'asaleleaga No. 2.
Mr Pesetā Seko	Gagaifomauga No. 1.
Mr Pilia'e Iuliano	A'ana Alofi No. 2.
Mr Pulepule Matu'u	Anoama'a West.
Mr Sagapolutele Pose	Aleipata-Itupa-i-Luga.
Mr Saipa'ia Galumalemana Uepa	A'ana Alofi No. 3.
Mr Seiuli Iakopo	Faleata West.
Mr Seuamuli Etimani	Gaga'emauga No. 3.
Mr Solia Nese Soifua	Falealupo.
Mr Tugaga Isaaka	Gagaifomauga No. 3.
Mr Tofaeono Muliaga	Vaimauga West.
Mr Toloafā Lafaele	Tuamasaga South – Siumu.
Hon. Tuatagaloa Leutele Te'o Satele	Falealili.
Mr Tevaga Paletasala	Gaga'emauga No. 1.
Mr Tuala Tiaina	Gaga'emauga No. 2.
Mr Tufuga Fatu	Vaisigano East No. 1.
Hon. To'omata Lilomaiava	Salega.
Mr Tuatō Poto	Palauli West.
Hon. Tualalelei Mauri	Palauli East.
Mr Vui Fale	Fa'asaleleaga No. 4.

APPENDIX XXV—continued

A. MEMBERS OF THE LEGISLATIVE ASSEMBLY—continued

European Elected Members:

Mr Gustav Frederick Dertag Betham.
Mr Hans Joachim Keil.
Hon. Frank Clemens Frederick Nelson.
Hon. Eugene Friedrich Paul.
Mr Peter Plowman.

Official Members:

Financial Secretary (Mr L. M. Cook).
Attorney-General (Mr C. E. H. Ball).

B. MEMBERS OF THE EXECUTIVE COUNCIL

President:

His Excellency, GUY RICHARDSON POWLES, C.M.G., High Commissioner.

Fautua:

Hon. TUPUA TAMASESE, C.B.E.
Hon. MALIETOA TANUMAFILI II, C.B.E.

Members:

Hon. E. F. PAUL, Leader of Government Business, 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. FIAMĒ MULINU'Ū 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, Labour, Legislative, and Public Trust Departments.

APPENDIX XXVI

CLIMATOLOGICAL DATA FOR APIA, 1954-58

	1954	1955	1956	1957	1958
Total rainfall (inches)	189.75	137.13	111.51	98.89	91.53
Number of rain days	266	247	223	190	180
Maximum daily rainfall (inches) ..	6.83	5.19	3.68	4.21	4.75
Date	16 Mar	13 Mar	25 Apr	17 Feb	27 Dec
Extreme maximum temperature (°F) ..	90.4	88.9	89.2	89.2	91.1
Date	6 Feb	14 Apr	16 Apr	29 Mar	15 Mar
Extreme minimum temperature (°F) ..	66.2	68.2	67.1	64.7	64.8
Date	5 Jul	24 Sept	7 Jun	16 Aug	29 Jul
Mean daily maximum temperature (°F) ..	85.7	85.2	85.2	85.8	86.5
Mean daily minimum temperature (°F) ..	73.9	73.3	73.1	73.8	73.5
Mean daily temperature (24-hourly values—°F)	79.78	79.28	79.23	79.98	80.0
Total amount of bright sunshine (hours) ..	2,396.1	2,578.4	2,644.5	2,537.5	2,582.4

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