



Sixteenth session

ADMINISTRATION OF THE TRUST TERRITORY OF WESTERN SAMOA
REPORT OF THE GOVERNMENT OF NEW ZEALAND FOR THE YEAR 1960

Note by the Secretary-General

1. 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 1960.
2. 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 sixteenth session of the General Assembly.

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REPORT OF THE NEW ZEALAND GOVERNMENT ON THE ADMINISTRATION
OF THE TRUST TERRITORY OF WESTERN SAMOA FOR THE YEAR 1960

Note by the Secretary-General

The Secretary-General has the honour to transmit to each member of the Trusteeship Council two copies of the report of the New Zealand Government on the administration of the Trust Territory of Western Samoa for the year 1960.^{1/}

Fifty copies of this report were received by the Secretary-General on 3 July 1961.

Vingt-septième session
Point 4 (g) de l'ordre du jour

RAPPORT DU GOUVERNEMENT DE LA NOUVELLE ZELANDE SUR L'ADMINISTRATION
DU TERRITOIRE SOUS TUTELLE DU SAMOA-OCCIDENTAL POUR L'ANNEE 1960

Note du Secrétaire général

Le Secrétaire général a l'honneur de transmettre à chacun des membres du Conseil de tutelle deux exemplaires du rapport du Gouvernement de la Nouvelle Zélande sur l'administration du Territoire sous tutelle du Samoa-Occidental pour l'année 1960.^{1/}

Cinquante exemplaires de ce rapport sont parvenus au Secrétaire général le 3 juillet 1961.

^{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 1960. R.E. Owen, Government Printer, Wellington, New Zealand, 1961.

ISSUED BY
THE DEPARTMENT OF ISLAND TERRITORIES

REPORT

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

ON THE

ADMINISTRATION OF WESTERN SAMOA

FOR THE CALENDAR YEAR 1960

BY AUTHORITY:
R. E. OWEN, GOVERNMENT PRINTER, WELLINGTON, NEW ZEALAND—1961

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, 8 June 1961.

SIR,

I have the honour to submit the report on the administration of Western Samoa for the calendar year 1960.

I have the honour to be,

Sir,

Your obedient servant,

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

The Hon. F. L. A. Götz,
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 and such a one in January of this year did considerable damage to bananas and other food crops. 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. (It is now estimated at a little over 109,000.) Of these, 91,833 were Samoans and 5,494 persons were of European status. Of the total population, 70,429 lived in Upolu and 26,898 in Savai'i. Apart from Apia, the political capital and commercial centre of the Territory, with a population approaching 25,000, 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 fonos or councils.

The part-Europeans number approximately 7,500, 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.

Of these latter, the Church of Jesus Christ of Latter Day Saints and Seventh Day Adventists are probably the fastest growing denominations. The former, in particular, has carried out an extensive building programme in Samoa.

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 archaeological evidence indicates that the Samoans were settled on their islands perhaps as early as 1000 B.C., little is known of their history before about the year 1250. Since then, of course, the genealogies of important titles, legends and charts provide a reasonably clear outline of the main events of Samoa's political history. 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. Caught between the pressures of old feuds (made more deadly by new weapons), European economic penetration, and a population disrupted by the effects of European diseases like measles and the common cold, Samoan politics fell into an endemic anarchy, periodically convulsed by struggles for power among the high chiefs who each enjoyed the nominal backing of a foreign power. During this period, 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 among the chiefs and jealousy among the representatives of the interested powers reached its climax in a civil war 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. Although these arrangements brought no political solution, the 1889 Treaty gave one lasting benefit to Samoa. It established an effective and impartial Court to examine the multiple claims to Samoan land which had grown up over the previous 40 years. The Court laid down the basic principles of present-day Samoan land law, and its rigorous scrutiny of all claims to freehold ensured that the bulk of Samoan land has been safeguarded from alienation.

The death of the King in August 1898 led to a dispute over the succession and another outbreak of sporadic fighting. In 1899 the powers felt compelled to intervene once more and a Commission was established which 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 and 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. A successful pilot scheme for educational advancement was begun, agricultural schools established at Avele and Vaipouli and the first district school – now the predominant type in the Territory – set up as an experiment at Fagaloa. Progress in public health was also notable: by 1926 both the infant mortality and overall death rates were halved and had become the lowest in the Pacific. But in 1927 the Administrator found himself faced with a growing body of conservative opposition among both the Samoan and 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 its policy. From 1927 the Mau embarked on a programme of civil disobedience – withdrawal from political life, from schools, and from any contact with the Administration – which in one form or another 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 recommendations on the future form of self-government were studied in New Zealand and the Minister of Island Territories visited Samoa for discussions with a joint session of the Legislative Assembly and the Fono of Faipule (an advisory council which was abolished in 1957). 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.

These proposals have since governed the Territory's evolution towards Cabinet government. The Executive Council was reconstituted in 1957; at the same time the High Commissioner withdrew from the Legislative Assembly which henceforth was presided over by an elected Speaker; and in February 1958 a Leader of Government Business was appointed on the Assembly's nomination. On 1 October 1959 this developing political framework was capped with the introduction of a form of Cabinet Government and the attainment by the Territory of complete internal self-government.

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 spent three weeks in the Territory in 1959.

Apart from the visit of a United Nations Commission to observe the plebiscite which will be held on 9 May 1961, this is probably the last Mission which will visit the Territory before the attainment of independence and termination of the Trusteeship Agreement.

MAIN EVENTS OF 1960

On 2 April, after a record term of 11 years as High Commissioner, Mr G. R. Powles, c.m.g., left Western Samoa to take up a new appointment as New Zealand High Commissioner in India. He was succeeded by Mr J. B. Wright, who from 1952 to 1958 was Secretary of Island Territories and who had also worked in Western Samoa for many years.

In the first and second weeks of July elections were held for the Constitutional Convention. Members of the Legislative Assembly and holders of the four highest titles were members *ex officio*; a special ordinance also provided for a further three representatives from each of the 41 Samoan constituencies and 10 from the European electorate. These elections were held just after the Citizenship of Western Samoa Ordinance 1959 came into force, and hence were the first in which only citizens could vote.

On 4 and 5 August a meeting of the South Pacific Health Board was held in Apia. Delegates included the New Zealand Director-General of Health (Dr H. B. Turbott), the Inspector-General of the South Pacific Health Service (Dr P. W. Dill-Russell), and the Director of Nursing (Miss Cameron).

On 16 August the Constitutional Convention, consisting of 173 members, was opened at Mulinu'u by the Council of State. On the following day the Convention began its main business which was to discuss the draft Constitution for the Independent State which had been prepared over the previous 18 months by the Working Committee on Self-government.

On 13 October the Convention was addressed by Mr F. H. Corner, Deputy Secretary of External Affairs, on questions connected with the termination of trusteeship.

On 28 October the completed Constitution was formally adopted and signed.

On 11 November the Legislative Assembly was dissolved, after completing its regular three-yearly term, and a general election was fixed for 4 February 1961.

On 4 December the Prime Minister (Hon. Fiamē M. F. M. II) left to attend the fifteenth session of the General Assembly of the United Nations as a member of the New Zealand delegation. On 9 December the Fourth Committee considered the question of Western Samoa and statements were made by Hon. Fiamē and Mr F. H. Corner. On 12 December the General Assembly recommended the holding of a plebiscite to ascertain the wishes of the Samoan people on the Constitution and the date of independence.

Exports for the year declined both in value and in quantity from the record levels of the two previous years. Banana shipments suffered heavily from storms in January and March, and only 600,000 cases were exported. Prices of copra and cocoa (the Territory's other main exports) were erratic but in the main showed a steady decline. Nevertheless, commercial firms once again reported near-record sales at Christmas and neither imports nor Government revenue were unduly affected.

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, 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 passed the Samoa Act in 1921, and this Act, together with its amendments, remains as the foundation upon which the legal, political, and administrative structure is built. The Samoa Amendment Act 1947 established the Legislative Assembly (the membership of which was redefined and enlarged in 1957) and the Council of State, while the Samoa Amendment Act 1949 established a separate Samoan Public Service. The Samoa Amendment Act 1952 established an Executive Council, and further amendments in 1956 and 1957 increased the powers of this Council. The most recent of these progressive alterations, the Samoa Amendment Act 1959, constitutes a form of Cabinet government, formally vests executive power in the Council of State in place of the High Commissioner alone, and makes several other changes in accordance with the developing status of Western Samoa. As a result the Territory may now be said to possess complete local autonomy.

The New Zealand Parliament still retains its inherent legislative power in respect of the Territory, 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 Western Samoa. No Act passed in New Zealand, however, applies to the Territory unless expressly stated. The Territorial legislature can legislate freely on almost all domestic matters; only such matters as external affairs, defence, and the basic constitutional structure are reserved to New Zealand. It may not pass legislation repugnant to any New Zealand measure which has been declared a "reserved enactment", but the Samoa Amendment Act 1959 has reduced such reserved enactments to very few. The inherent legislative powers retained by the New Zealand Parliament are intended to safeguard New Zealand's position as trustee and have never been used as a normal means of legislation. During 1960 a systematic legislative programme was begun which is designed by independence to convert the principal New Zealand Acts into comparable Samoan legislation.

STATUS OF INHABITANTS

For many years all inhabitants of the Territory have had one of two forms of domestic status: Samoan and European (which in most cases means part-Samoan or part-Chinese). The legal details which embodied this division have been set out fully in previous reports. Although any future discrimination by Ordinance of the Legislative Assembly on grounds of race was prohibited by section 33 of the Samoa Amendment Act 1957, this did not affect the validity of existing legislation. Nor did it restrict the power of the Assembly to make Ordinances prohibiting persons other than Samoans from acquiring any interest in Samoan land. Differences of domestic status, however, have never carried any social or legal inferiority and have not restricted personal rights except in the matters of land and suffrage.

After minor distinctions were abolished by the Status Disabilities Removal Ordinance early in 1959, differences of status were reduced to the twin problems of the protection of Samoan lands and the maintenance of separate electoral systems. The Administering Authority has always hoped that such divisions based on race could be ended before the attainment of independence, and the drafting of the constitution in 1960 gave another opportunity to such a solution on non-racial grounds. The Working Committee on Self-government examined the problems at some length and made a series of recommendations which were subsequently endorsed by resolutions of the Constitutional Convention. In a decision which was a notable concession by the Samoan community, it was recommended that all citizens (regardless of race) who are related to families possessing rights to Samoan land be permitted to hold matai titles and exercise control over customary land. This means that the protection of Samoan land and titles would be with the Court and no longer be entrenched in legislation on status: on these terms almost all those persons now possessing European status could be absorbed into Samoan society.

At the same time it was recommended that the present Samoan and European electoral rolls be replaced by a matai roll (equivalent to the present Samoan roll on which only persons with matai titles can vote) and an individual voters' roll open to all those not of full Samoan descent who have not taken titles or exercised any rights or privileges in the holding of customary land.

When legislation is passed to give effect to these two resolutions it will be possible to repeal the whole of the Samoan Status Ordinance 1934 and parts of the Land and Titles Protection Ordinance 1934 and its amendments. Differences of domestic status will then no longer exist. This marks a decisive step in the progress of the two communities towards complete integration in a single Samoan society. Such progress is the more encouraging since as recently as 1959, when the High Commissioner urged a similar solution, both the Samoan and the European leaders were unreceptive, being reluctant to abandon the protection of the status system for any untried scheme.

The question of citizenship is quite distinct from that of domestic status, and the creation of a common Western Samoan citizenship was not beset with the same difficulties. After a draft had been prepared and examined at length by the Working Committee (assisted by the New Zealand constitutional adviser (Professor C. C. Aickman) and the

adviser appointed by the Samoan Government (Professor J. W. Davidson), a Citizenship of Western Samoa Ordinance was enacted by the Legislative Assembly in September 1959.

The Citizenship Ordinance provides that henceforth all inhabitants may become Western Samoan citizens, qualifying by—

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

Any who thus acquired dual citizenship have until 31 December 1961 in which to choose the one which they wish to exercise. After this option period expires only Western Samoan citizens will be able to vote or exercise any political rights. According to an undertaking given to the Trusteeship Council, New Zealand stated that any who did not wish to take Western Samoan citizenship would be sympathetically considered if they wished to emigrate to New Zealand. There have been comparatively few such applications to date.

Part III: International and Regional Relations

INTERNATIONAL RELATIONS

The external relations of the Trust Territory of Western Samoa are conducted 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 1960 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 the assistance of WHO was completed in 1957. A second annual survey made in November 1959 confirmed that yaws as an infectious disease has been virtually stamped out in the Territory.

The Samoan Government and WHO have now embarked on another joint public health project for the control of tuberculosis, which showed signs of developing into the Territory's most serious disease. After a chest clinic had been built at Apia Hospital to serve as headquarters and local staff had received special training, the project began full-scale operations in June 1960 with the arrival of the WHO Adviser, Dr A. H. Pennington. The tuberculosis campaign aims at a systematic examination of every person in the Territory and follow-up treatment for those giving positive reactions to tests and X-rays. In October the campaign was speeded by the arrival of a mobile X-ray unit. By the end of the year most of the Apia town area had been covered and teams were visiting the outlying districts of Upolu. From results received so far it appears that the actual incidence of tuberculosis in Western Samoa is lower than had been estimated.

No non-governmental 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 (at the last conference of which two Samoan delegates were present). 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, Australia, and other Pacific Territories.

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 signed as a separate party.

In January Dr Dill-Russell, Inspector-General of the South Pacific Health Service, spent three weeks in the Territory making a comprehensive report on health services. The development plan which he prepared is still being considered by the Samoan Government; some of its recommendations have already been carried out.

From 4-5 August a meeting of the South Pacific Health Board was held in Apia. Apart from the Minister and Director of Health in Western Samoa, Dr Dill-Russell, Dr H. B. Turbott (Director-General of Health in New Zealand), and Miss Cameron (Director of Nursing) attended the meeting.

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 territories in the region. Western Samoa is thus not properly a member of the Commission, but takes an increasing part in its activities. At the last South Pacific Conference, held at Rabaul in May 1959 the Territory was represented by Miss Tiresa Hunter, B.A., chairman of the Conference's Social Committee, and Mr Sosene-Feagai, S.M.P.

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 those territories who request assistance, and it acts as a clearing house for work on problems common to the South Pacific.

Samoa takes an active part in many of the Commission's projects and in October 1960 the Minister of Agriculture (Hon. Tualaulelei Mauri) attended a meeting of the Commission as a member of the New Zealand delegation.

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 1960 the total strength of the force numbered 123 police officers and 17 messengers, excluding a prison complement of 24.

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. There was one conviction for attempted murder and two for manslaughter. There have been no instances of collective violence or disorder during the year.

FIRE CONTROL SERVICE

During 1960 the Fire Brigade has been under full control of the Chief Fire Officer and Deputy Chief Officer, both of whom are Samoans who have completed a course at the Fire Service Training School, Wellington. With the other five members of the permanent staff and 19 auxiliary members, the Brigade was able to maintain a 24-hour watch, building inspections, and regular pump and equipment testing.

Practices and specialised training have been carried out during the year. The Brigade responded to 41 calls, most of which were minor, although two dwellinghouse fires accounted for an estimated £12,000 out of the total fire loss of £14,000.

Equipment consists of two motor pumps, 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 2,250 gallons per minute. Three thousand feet of hose are carried on the machines, with about 350 ft being put aside as spare hose. One thousand and fifty feet of hose were ordered and have been received.

Part V: Political Advancement

CHAPTER 1: GENERAL POLITICAL ORGANISATION

STRUCTURE OF GOVERNMENT

The constitutional law of Western Samoa is contained originally in the Samoa Act 1921, but more particularly in the progressive amendments made later. The most recent of these, the Samoa Amendment Act 1959, made very extensive changes in the Territory's constitutional structure, establishing Cabinet government and replacing the High Commissioner as Head of State by the three-member Council of State. All the changes in governmental structure outlined below stem from this Act. But the Act itself will have a short life and is designed primarily to assist the transition to full independence. During the year a Constitution for the future independent State was drafted by a Working Committee and adopted by the Constitutional Convention. The present system, therefore (although closely resembling the governmental structure which will exist after independence), will survive only until the Constitution comes into force.

The Legislative Assembly consists of a single house of 46 members; 41 Samoan and five European, presided over by an elected Speaker. It meets at least twice a year to carry out the normal functions of a legislature: to consider the Government's legislative programme, approve the annual budget, scrutinise the conduct of the administration, hear petitions, and so forth. Apart from the basic constitutional laws, there is now no restriction on the Assembly's powers apart from external affairs and defence.

The Prime Minister and Cabinet are chosen from the members of the Assembly and hold office only while they retain the Assembly's confidence. Cabinet is, in the words of the Samoa Amendment Act 1959, "charged with the general direction and control of the Government of Western Samoa". Each of the nine Ministers is responsible for the administration of one or more Departments; and at least one of these Ministers must be a European member. Cabinet functions in all respects as do its counterparts elsewhere, except that its decisions may be reviewed by the Executive Council and if desired referred to Cabinet for reconsideration. But after such reconsideration Cabinet's decision is final.

The Executive Council, composed of the Cabinet and Council of State sitting jointly, exists as a formal body for the issuing of regulations and making of appointments, much like the Privy Council in Great Britain. It has the further exceptional power, as a safeguard during the first two years of Cabinet government, to discuss particular Cabinet decisions if any member of the Council of State so requests. It may ask Cabinet to reconsider a decision but it may not itself make any alterations.

The Council of State is constitutional head of the Western Samoan Government and has had transferred to it by the 1959 Amendment Act all those powers formerly exercised by the High Commissioner. These powers it is bound to exercise on the advice of the Prime Minister and Cabinet. The Council's membership consists of the High Commissioner

and the two Fautua; its decisions are taken by majority vote. The Council, as Head of State, takes no part in administration or in the making of Cabinet decisions, but it may call for a review of these by the Executive Council.

The position of the High Commissioner has been changed radically by the Samoa Amendment Act. He is President of the Council of State, but his main duties are those of New Zealand Representative. In this capacity he remains responsible for defence and external affairs and is the main channel of communication between the Administering Authority and the Western Samoan Government. In other respects his role is purely advisory.

The Government of the Territory is served by the Western Samoa Public Service, which includes officers from overseas (most of whom are seconded for a term from New Zealand). Salaries and conditions of service are the responsibility of an independent Public Service Commission of up to three members, and provision is made to ensure the freedom of the Public Service from political interference or influence. Certain important administrative posts, some Heads of Departments, Judges, and officials of local government such as the Pulenu'u are not members of the Public Service but appointed by the Government.

The judiciary is independent of both executive and legislature except, of course, that it bases its decisions on the laws and regulations constitutionally passed and promulgated by the two powers. Judges of the High Court are appointed by the Minister of Island Territories and are removable only by him. Disputes regarding land and matai titles are settled in the Land and Titles Court, in which the Chief Judge sits as President.

As the Territory approaches independence, the work of Government has devolved almost entirely on the local inhabitants. Together with the High Commissioner, the two Fautua, representatives of the Samoan royal lines, form the Council of State. Cabinet and the Legislative Assembly no longer have any official members. Since the Citizenship Ordinance came into force in July 1960 only Western Samoa citizens have been able to take part in political life. The vast majority of those employed in the public service, the judiciary, and local government, many of them in senior positions, are persons of full- or part-Samoan descent. For example, all Judges except the Chief Judge are Samoan, and among heads of Departments, the Director of Health, Secretary of Justice, Superintendent of Police, Director of Post Office and Radio, and the Collector of Customs are part-Samoan. In general, reliance on seconded officers is now confined mainly to specialist or technical subjects. But to reduce their numbers still further the Administering Authority has for the last two years maintained an accelerated programme of in-service training in New Zealand which is intended to enable Samoan civil servants to take over the senior positions in their Departments.

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 has realised that it must not press for too rapid a change, and shaped its policy accordingly.

PROGRESS TOWARDS SELF-GOVERNMENT

The year saw a continuation of the rapid constitutional evolution of recent years. Cabinet Government completed its first year of operation in October and the confidence stemming from this has eased completion of the final stages by which the present internal self-government is being transformed into full independence.

At the beginning of the year the Working Committee on Self-Government began drafting a Constitution for the future independent State. In August this was laid before a Constitutional Convention of 174 elected members, who spent two months examining and debating the draft text before it was finally adopted (with only one dissenting vote) on 28 October. The Constitution is a comprehensive document covering Head of State, Parliament, the Executive, and Judiciary; it also includes special sections guaranteeing human rights and freedoms, the protection of land and titles, and an independent Public Service Commission. The form of government thus established will closely resemble the present system (which is of course based on New Zealand law) except that on the attainment of independence the present Council of State will be replaced by the two Fautua acting as joint Heads of State. The office of High Commissioner in its present form will be abolished and a New Zealand diplomatic representative of appropriate status will be appointed.

This Constitution will not come into force until independence, and the only remaining question, therefore, is to confirm the date of independence which the Administering Authority has suggested should be 1 January 1962. In December the question of Western Samoa was considered by the General Assembly of the United Nations, with the Samoan Prime Minister attending as a member of the New Zealand delegation. The Assembly recommended that a plebiscite should be held in the Territory, in which all adult citizens would take part, to ascertain whether the people of Western Samoa agree with the Constitution adopted by their Convention, and whether they wish to become independent on 1 January 1962 on the basis of that Constitution. This plebiscite will be held on 9 May 1961, after which the General Assembly will consider termination of the Trusteeship Argument.

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 legal link between the New Zealand and Western Samoan 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 a member of the Council of State of the Territory. In the wording of the 1959 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". As New Zealand Representative 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 appointment to the position of Deputy High Commissioner; Judges and Commissioners of the High Court he appoints directly. In all matters he is the means by which the policy of the Administering Authority is made known to the Territorial Government. The Controller and Auditor-General (in respect of Western Samoa) is required by statute to report annually to the Minister. The New Zealand Government retains a theoretical power of disallowance over Ordinances by the Legislative Assembly; such Ordinances may, within one year of their passing, be disallowed wholly or in part by the Governor-General by notice published in the *New Zealand Gazette*. This has never been used, but is necessary if the New Zealand Government is to have legal control sufficient to ensure that the aims of the Trusteeship Agreement are fulfilled.

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 as a trust for the benefit of the Samoan people. This is in accordance with the pledge given by the Administering Authority in 1953 that at a suitable time the New Zealand Reparation Estates would be handed over complete to the Government and people of Western Samoa. Four directors of the Corporation are appointed by the Council of State on the advice of the Prime Minister and Cabinet, and one is appointed 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 Board, 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 Council of State". Until Western Samoa becomes independent 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 Council of State 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 he advises the Minister on all matters relating to 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 Departments continue to pay the salaries of their officers when they go to the Territory to do some specific task or undertake some special study for the Government of Western Samoa. Similarly, the services of New Zealand posts overseas

are freely available. Some officers of the New Zealand Public Service are seconded for terms of duty in the Western Samoan Public Service, and these officers are paid by the Territorial Government.

CHAPTER 2: TERRITORIAL GOVERNMENT

CABINET

Effective control of the policy and administration of the Western Samoan Government, formerly exercised by the High Commissioner and Executive Council, is now vested in a Cabinet of nine elected Ministers presided over by a Prime Minister.

The Administering Authority first suggested accelerating the introduction of full Cabinet government in November 1958, but after informal discussions with the Samoan leaders agreed to modify the scheme to include a power of review by the Executive Council. This has ensured that during the first two years of Cabinet government the experience of the Fautua and the High Commissioner will be at the service of Cabinet without in any way interfering with the latter's responsibility. The proposals in this form were formally laid before the Working Committee in March 1959. They were accepted in substance. The Committee's only important change was the suggestion that the date of introduction, originally set down for 1 January 1960, should be moved forward to 1 October 1959.

A preliminary draft of the Samoa Amendment Act enacting the details was prepared in New Zealand by the Administering Authority and then discussed clause by clause in Samoa by the Working Committee, at meetings attended by both constitutional advisers. The draft as amended was returned to New Zealand in September and passed without opposition by Parliament. At the end of that month the old Executive Council resigned, and the Legislative Assembly was invited to designate one of its number as having the confidence of the House. The Hon. Fiamē Mata'afa F. M. II was chosen by 32 votes to 14; he and his Cabinet were sworn in at a ceremony, held at the meeting place of Mulinu'u which has witnessed so many events in Samoan history, on 1 October 1959.

Cabinet consists of nine Ministers collectively responsible to the Legislative Assembly. Of these at least one must be chosen from the European members (there are in fact two in the present Cabinet). There are no official members; the Attorney-General and Financial Secretary who sat in the former Executive Council have reverted to the position of Heads of Departments and been replaced in Cabinet by elected Ministers of Justice and Finance. A previous regulation providing that, when a Departmental Head disagreed with the instructions of the Minister to whom he was responsible, he might submit a statement of his reasons to the High Commissioner as President of the Executive Council has been found to be an unnecessary safeguard (it was never used) and has been abolished.

The Prime Minister is appointed by the Council of State as one "who commands the confidence of the majority of members of that Assembly". He chooses his fellow Ministers for formal appointment by the Council of State, assigns portfolios, and presides in Cabinet. Apart from unauthorised absence from the country, the Prime Minister and his Cabinet vacate office only by resignation or after vote expressing want of confidence by the Legislative Assembly.

The only departure from normal Cabinet procedure is that the decisions of Cabinet do not take effect, unless declared to be urgent or approved at a meeting of the Executive Council, until the expiry of seven days. This is part of the procedure for review of Cabinet decisions by the Council of State. All Cabinet papers are circulated to members of the Council of State, and all Cabinet decisions communicated within 24 hours of their being made. The Council of State then has seven days, or if Cabinet declares the matter to be urgent, 24 hours, in which to consider the decisions and decide whether to request a review of any in the Executive Council. But Cabinet retains the ultimate power of decision; whatever it decides, after hearing the discussion in the Executive Council, is final. The review procedure was used four times in 1960.

EXECUTIVE COUNCIL.

The Executive Council, as reconstituted by the Samoa Amendment Act, is composed of the members of Cabinet and the members of the Council of State sitting jointly. The Prime Minister or any member of the Council of State may summon a meeting. It is not a decision-making body; it takes no part in the formation of policy. The Council has two distinct functions: the issuance of regulations and any other matter which requires formal advice to be tendered to the Council of State; and the review of Cabinet decisions.

In accordance with the usual constitutional conventions, the Council of State cannot act except on advice, tendered either by the Prime Minister or, more formally, by the Executive Council. All regulations and the more important appointments are made "on the advice and with the consent of the Executive Council".

The second function, consideration of Cabinet decisions, is less formal. If either the Prime Minister or any member of the Council of State so requests, a meeting of the Executive Council may be summoned within seven days to discuss a decision by Cabinet. At this meeting, the Council of State gives its reasons for querying the decision and the Prime Minister and other Ministers set out the considerations which lay behind it. If at the end of the discussion two members of the Council of State are satisfied, the decision comes into force immediately (even though the statutory seven-day delay may not have elapsed). If two members of the Council of State are still not satisfied, then the decision may be referred to Cabinet for reconsideration. A safeguard is thus provided against hasty or inadequate decisions by Cabinet. But it is only a safeguard, and the machinery provided by the Executive Council is not invoked in the ordinary course of administration.

COUNCIL OF STATE

The present constitutional structure of Western Samoa is headed by the Council of State, composed of the High Commissioner and Fautua. The High Commissioner is President, but decisions must be taken by majority vote. 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 II, C.B.E.

Executive government is vested in the Council of State; it exercises all the powers and authorities formerly conferred on the High Commissioner, except those pertaining to the New Zealand Representative, but the manner of their exercise is required by the Samoa Amendment Act 1959 to be the same as that by the Queen in England. That is to say, the Council is the constitutional Head of State. When independence is attained and the High Commissioner withdrawn, the two Fautua will then become Joint Heads of State. The only power conferred on the Council, apart from those of assent to bills, prorogation, dissolution, appointment of Cabinet, normal to the constitutional sovereign, is its authority to request a review of Cabinet decisions. It has no veto over them.

THE HIGH COMMISSIONER

His relationship with the Administering Authority has already been described. Except insofar as he is a member of the Council of State, the High Commissioner no longer has any executive powers. He has no reserve or emergency authority. His only separate powers are as New Zealand Representative. He is the main channel of communication between the Administering Authority and the Samoan Government; he is responsible for external affairs and defence, and for New Zealand Government land in Western Samoa (now only the Apia Observatory and Faleolo Airport).

LEGISLATIVE ASSEMBLY

After being enlarged and reconstituted by the Samoa Amendment Act of 1957, the Legislative Assembly, of all branches of the Government, underwent the least changes as a result of the Amendment Act 1959. The last official or nominated members have been withdrawn from the Assembly which now consists of:

- (a) Forty-one Samoan members elected for a period of three years representing single-member Constituencies;
- (b) Five European members elected for a period of three years.

Under regulations made in 1957 and slightly amended in May of this year, separate rolls are established for Samoan and European electors. For those possessing European status suffrage is universal but in the 41 Samoan constituencies (in accordance with the present wishes of the Samoan people) only holders of matai titles may register as electors or be nominated for election. After independence, the Constitutional Convention has recommended that the present European roll should be replaced by an Individual Voter's Roll, and legislation is being drafted to enable this to be done.

In Samoan constituencies the regulations now provide that if only one qualified person is nominated he shall be deemed to be elected. If more than one nomination is made, the election is by secret ballot. The provision under the original 1957 regulations whereby a Samoan member could be deemed to be elected if nominated by a majority of the electors has been revoked by an amendment this year. In the first election to the present 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.

The Legislative Assembly was dissolved on 11 November and a general election has been set down for 4 February 1961. In the meantime the present Government continues in office. The new elections will be held under the provisions of the Citizenship Ordinance which ensures that only Western Samoan citizens can vote or be candidates.

The Samoa Amendment Act 1947 and subsequent amendments give the Legislative Assembly virtually complete legislative powers over domestic matters within the Territory. It has full financial authority 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. The enactments comprise mainly the "constitutional" parts of the Samoa Act 1921 and its amendments and the regulations relating to the appointment of the Fautua and the election of members of the Assembly itself. The 1957 Act provides that the Assembly may not legislate repugnant to the provisions of the Trusteeship Agreement, nor may it make Ordinances which discriminate on grounds of race, save Ordinances restricting or prohibiting persons other than Samoans from acquiring any interest in Samoan land.

As is usual two meetings of the Legislative Assembly were held during the year, from March to May, and again from July to November. During the first meeting at which the Budget was presented, the Assembly also passed an Ordinance authorising the holding of a Constitutional Convention to consider and approve the draft Constitution for the future independent State of Western Samoa. Other Ordinances passed at this meeting were: Imprest Supply and Indecent Publications. The July to November meeting, usually referred to as the Bills meeting was an extremely busy one, the Legislative Assembly being required to sit extended hours to dispose of the heavy programme of work. Ordinances passed in addition to the supplementary estimates and Appropriation Ordinance were: Animals, Arms, Banking, Business Licences, Censorship of Films, Commissions of Inquiry, Constitutional Convention Amendment, District and Village Government Board Amendment, Enactments Amendment and Repeal, Faipule Election Amendment, Gaming Income Tax Amendment, Labour, Legislative Assembly Powers and Privileges, Measures, Petroleum, Road Traffic, Sea Carriage of Goods, and Workers' Compensation.

The Assembly conducts its business according to normal parliamentary procedure, though the Fono House is of traditional Samoan design. Five standing Committees have been established: a House Committee, presided over by the Speaker, a Business Committee, chaired by the Prime Minister, a Committee on Public Petitions, a Public Accounts Committee, and a Committee which undertook a thorough revision of Standing Orders before the introduction of Cabinet government. The session is conducted in two languages (English and Samoan), all pro-

ceedings 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 at present, but from the commencement of the new Assembly they will be prepared in both English and Samoan:
- (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 proceedings of each sitting are broadcast in English and Samoan.

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, Health Board, Education 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. This 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 them. 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, and 23 district water supply committees. Of these local bodies, only the water supply committees have rating powers. 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 town may evolve from this body; as Apia grows rapidly the need is becoming urgent.

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. A ministry of District Affairs was established in 1958 to appraise the progress of local government so far and to recommend 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 could assist the Minister.

The rapid constitutional changes of the past year have to some extent temporarily diverted attention from the problems of local government. 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

Until 1950, control of the Public Service was exercised by the New Zealand Public Service Commission. In 1950, a separate Western Samoan Public Service was established with a Public Service Commissioner appointed by the Governor-General of New Zealand. In 1959, coincidental with the establishment of Cabinet Government, authority was given for the establishment of a Public Service Commission to comprise not more than three members, all of whom would be appointed by the Council of State, acting on the advice of the Prime Minister. The Public Service Commissioner holding office at the time of the coming into force of the Samoa Amendment Act 1959 was confirmed in office

by the legislation and subsequently his term of office was, by decision of the Samoan Government, extended for a further year. No other appointments have so far been made to the Public Service Commission.

The legislation governing the work of the Public Service Commission charges the Commission with responsibility for the recruitment, promotion, and transfer of employees and the grading of officers, and confers on the Commission the power to make regulations (with the approval of the Council of State) for the discipline, leave, working conditions, and training of the Public Service. The legislation also bestows on the Public Service Commission the powers necessary to carry out these duties and functions provided, however, that on the exercise of its powers, the Commission shall comply with the general policy of the Government of Western Samoa relating to the Public Service. Acting in terms of this latter provision the Government in 1960 required the Public Service Commission to delegate all its powers concerning the staff of the Western Samoa Trust Estates Corporation to the Directors of the Board. It is expected that when consolidating legislation is passed, the staff of the Corporation will be excluded from the Public Service. In the meantime Corporation employees are subject to the general provisions of the Public Service legislation, but all decisions concerning appointments, promotions, dismissals, etc., are made by the Board of Directors.

The total number of employees, exclusive of workers employed on daily rates of pay, was 1,618. Of this total, only 82 have been recruited from overseas and slightly over half of this total are engaged in the specialised duties of the teaching and medical services. Of the remainder, the majority of the appointments relate to positions demanding specified professional qualifications in law, engineering, and accountancy. Five Departments are controlled by locally appointed officers and the accelerated training programme has increased the number of sections now controlled by such officers.

Recruiting for the junior positions in the Clerical Division and for non-specialised positions in the General Division is by selection from local applicants. No special entrance examination is held, but the Samoan Public Service Examination conducted by the Education Department is, to an increasing extent, being regarded as a prerequisite to an appointment. Generally, with the increase in the standards of post-primary education, the educational standards of applicants have shown a noticeable improvement. Candidates for appointments as teachers and medical assistants undergo formal courses of training before being permitted to undertake the normal duties of their professions.

As part of the New Zealand Educational Aid programme, 15 senior officers were sent to New Zealand for training in 1960. The courses had a common basis in administrative procedures but were designed to meet the individual needs of the trainees. After a course of six months' duration, the officers returned to Samoa. All the officers have shown that they have derived considerable benefit from the training received. Shortly after their return, two of the trainees were appointed to take charge of their own departments and two were appointed as administrative heads of important sections of a Department, in all cases, replacing overseas officers. The remainder of the officers have been placed in positions of increased responsibility.

As a further part of the staff training programme, five junior employees were sent to New Zealand for training in the printing trade.

All permanent members of the Western Samoan Public Service are required to become contributors to the New Zealand Government Superannuation Fund. Arrangements for the future of the superannuation scheme after independence are at present being discussed between the Governments of New Zealand and Western Samoa.

No changes were made in the salaries scale payable to public servants in the Clerical and General Divisions, but the salary scales which had been recommended by the Salaries Commission of 1959, and which had been brought into effect from 1 July 1959, were, by a later decision of the Government, brought into effect from 1 April 1959.

An extensive review was made of the salary scales payable to teachers who hold a Samoan teaching certificate, and a set of salary scales issued which will provide for these teachers a career service with improved prospects of promotion for the more efficient teachers.

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 elected to take Western Samoan citizenship, 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) Contravening the provisions of the Citizenship Ordinance by holding a valid foreign passport or exercising any of the rights of citizenship of a foreign country.

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.

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. Representatives of 25 constituencies were elected unopposed in the 1957 general election, and 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 by the Report of the Visiting Mission in 1959. To preserve maximum flexibility in the Samoan franchise and to 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 league. It has acted, however, more as an electoral coalition than as a continuing party. During the 1960 sessions of the Legislative Assembly there were no signs of the emergence of any parties, although there were occasional informal meetings of 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, three part-time Commissioners (the Registrar of the High Court, a local solicitor, and a retired Commissioner), and six Samoan Associate Judges.

The Chief Judge and the Judge, together with the Commissioners of the Court, are appointed by the Minister of Island Territories and hold office during his pleasure. The Associate Judges are appointed by the Council of State on the recommendation of the Chief Judge and with the concurrence of the Cabinet. The Associate Judges hold office during the pleasure of the Council of State and are also appointed Samoan Judges of the Land and Titles Court to hold office for three years. They may be reappointed at the expiration of their three year terms. All judicial officers are completely independent of the Government. The Judges are employed wholly in judicial work.

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. The Commissioner's jurisdiction is contained in the Rules of the High Court of Western Samoa 1959. Provision is made in the Rules of the High Court 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, Asau, and Sala'ilua 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. Only one such appeal was made in the year under review and the conviction was upheld but the sentence was 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 a 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 10s. to £1 10s. No fees are payable on any prosecution instituted by a police officer.

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 Council of State. Three female Welfare Officers were appointed during the year. 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 amending Ordinances from time to time. 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 Council of State. 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 policy of the Government is to establish an autonomous legal system. For the past two years New Zealand legislation applying to the Territory has been gradually replaced by local Ordinances, and an intensified legislative programme is now under way to re-enact as Samoan law all major legislation applying to the Territory before the date of independence.

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 1959 and the Legislative Assembly is empowered to authorise such payments for public purposes 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 considered by the Finance Committee of Cabinet which, in the light of available revenue, recommends a draft budget to the full Cabinet. After final approval in Cabinet, each Minister presents his Departmental Estimates to the Assembly. The Budget Statement also contains details of 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 Council of State on the advice of Cabinet and later ratified by the Legislative Assembly.

Western Samoa has no requirement for separate budgetary systems for local government bodies.

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

An analysis (in £000's) of revenue and expenditure for 1960 is as follows (reference should be made to Appendix IV for comparison with previous years):

<i>Receipts</i>			<i>Payments</i>		
	£	£		£	£
Taxation			Civil administration	440	
Direct	227		Internal security	113	
Indirect	807	1,034	Economic development	165	
From public property		17	Social services	262	
From public undertakings		116	Educational services	225	
Other		296	Stores purchases	166	
		<u>£1,463</u>	Surplus	92	
				<u>£1,463</u>	

In addition to the estimated receipts of £1,463,000 the Administering Authority made grants of £35,000 for expenditure on maintenance of Government House, construction and maintenance at Avele Agricultural College, for assistance with public relations, and provided some £70,000 under the Educational Aid Programme.

It is not possible to state the proportion of revenue derived from indigenous inhabitants as no distinction is made. However, it is true to say that either directly or indirectly all expenditure is for the benefit of the indigenous inhabitants, the Legislative Assembly exerting complete and a very vigilant control in this respect.

The Territory has no public debt. Of the accumulated cash surpluses at 31 December, £618,500 (£574,000 in 1959) was invested in New Zealand and London and £223,500 (£271,000 in 1959) held in current account in Western Samoa, Wellington, and London. In addition to this general reserve, specific reserves are held: for insurance, £55,000; currency, £200,000; and Marketing Division, £87,000.

CHAPTER 2: TAXATION

Income tax assessed during the calendar year 1960 (and based on income derived during the year ending 31 December 1959) reached a total of £164,572, the highest yield since the inception of the Department in 1956. The national income figures for 1959 continued to reflect the benefits of increased overseas prices for the produce of the Territory, and the year was marked by buoyant retail trading figures, from which much of the increased taxation yield arose. Taxation from limited liability companies, most of which operate large retail establishments as well as their produce departments, accounted for 72 per cent of total taxation.

Cash collections of tax (current and arrears) during 1960 totalled £171,608 and debtors owing at 31 December 1960 were reduced to £20,761. Comparative figures of collections during, and of debtors at the end of, 1959 were £149,106 and £27,151. The reduction in debtors of £6,390 is further evidence of a higher level of incomes and of consequent ability to meet taxes when due.

The upward trend of collections since 1958 is not expected to be maintained in 1961, the evidence pointing to a widespread reduction of trading profits during 1960.

Section 51 of the Income Tax Ordinance 1955, which imposed aggregation of the incomes of husband and wife in certain cases, was repealed through the passage in 1960 of the Income Tax Amendment Ordinance 1960. From 1 January 1961 there is no aggregation of such incomes in any circumstances.

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 1959 and 1960, of assessed taxation, are given in Appendix V.

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

Under the training programme arranged through the New Zealand Public Service Commission, Mr R. E. Meredith, Senior Clerk, travelled to New Zealand in January 1960 and remained there throughout the

year. He studied at Victoria College, Wellington, with a view to obtaining the qualification of New Zealand Registered Accountant. Although his absence placed a severe strain on the remaining staff, it is pleasing to record that passes were obtained in all three subjects attempted. A further year of full-time study has been approved for 1961.

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 (now replaced by the Business Licences Ordinance 1960), required to obtain a licence, and taxpayers conducting multiple businesses must license each department separately, viz, a 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 during 1960 totalled £2,356, the 1959 figure having been £2,146. Comparative figures of licences issued are (1959 figures shown in parentheses):

Number of applicants for permanent licences .....	.....	.....	.....	642	(576)
Number of permanent licences issued .....	.....	.....	.....	1078	(999)
Temporary licences issued .....	.....	.....	.....	329	(211)

During the year a long overdue overhaul of licensing legislation was effected with the passage through the Legislative Assembly of the Business Licences Ordinance 1960. This ordinance, which brings the administration of licensing law up to date, replaces the legislation contained in the Revenue Ordinance 1929 and amendments, and operates from 1 January 1961.

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. Provisions of the Samoa Act 1921 required the note issue to be fully backed by Samoan Treasury investment with the New Zealand Treasury; but section 39 of the Samoa Amendment Act 1959 repealed this requirement and replaced it with provisions enabling the note issue and exchange rate to be severed from New Zealand control.

Western Samoa is a member of the sterling pool to which hard currency contributions are made, these being derived mainly from the proceeds of cocoa exports. Under the Exchange Control Regulations 1948, foreign currencies and securities may be called in for exchange into sterling.

Following an agreement reached in 1958 between the Government of Western Samoa, the Administering Authority, and the Bank of New Zealand, the Bank of Western Samoa was duly established by ordinance of the Legislative Assembly and came into full operation on 1 April 1959 with a capital of £100,000 subscribed by the Bank of New Zealand, £55,000, and the Government of Western Samoa, £45,000, though the Government of Western Samoa is empowered to buy the shares of the Bank of New Zealand whenever it wishes. The Bank of Western Samoa (the only trading bank in the Territory) follows standard New Zealand practice and pays no interest on balances in current account 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 overdraft. An important provision in the legislation constituting the Bank is that regarding the establishment of a development department of the institution. Although not yet in operation, this department is designed to provide credit to Samoans upon easier terms than is possible under normal trading practices.

The Bank's first report, which covered the period 1 April to 31 December 1959, coincided with extremely buoyant economic conditions in Western Samoa and these are reflected in the accounts. The income of the Bank is very greatly affected by the volume of overseas transactions and the latter reached a record level in 1959.

The profits, for the nine months, after providing for expenses of management, taxation, and other contingencies, amounted to £10,084. This was disposed of by the directors as follows:

- Dividend, £3,750.
- Reduction of establishment expenses, £1,000.
- Transfer to General Reserve, £3,000.
- Leaving a balance to be carried forward of £2,334.

It is evident after the first nine months' experience of its operation, that the Bank enjoys the confidence of the community.

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. Consideration is continuing regarding the separation of the currencies of Western Samoa and New Zealand, a course which has already been approved in principle by the Administering Authority. The 1959 amendment to the Samoa Act provides for the Bank of Western Samoa to issue the currency notes of the Territory and for the Council of State, acting on the advice and with the consent of the Executive Council, to fix the rate of exchange between Western Samoa and New Zealand. Study is being given to the implementation of these provisions and to the introduction of a decimal currency.

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 £10,000. The number of accounts and the amounts held to credit continue to increase steadily.

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 largely 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. The extended activities of the Agriculture Department are resulting in the wider employment of recognised plantation methods of agriculture and an increasing number of planters are seeking the capital necessary to embark upon this type of farming, although a substantial number of the Samoans residing in the villages retain their traditional subsistence agricultural methods in the cultivation of taro, bananas, and other food crops. The production of coffee is increasing and a small quantity was exported.

From 1946 high prices for cocoa and copra – which together now earn approximately 70 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 increased fairly steadily and during this period the Government embarked upon a vigorous programme of development, particularly in roading and the social services. For some time the deficit in the annual budget, which arose from this development programme, was met by withdrawals from the accumulated reserves. Budgetary difficulties encountered in 1957 were eased in 1958 and 1959 by a general improvement in world market conditions for Samoan exports and by a substantial increase in production. Unfortunately this upward trend was reversed in 1960. The price of cocoa, which remained steady for the first three quarters of the year, declined substantially during the last quarter. As a result of a severe storm the export of bananas to New Zealand fell approximately 28 per cent on the 1959 figures. Copra prices also fell overseas, with the result that the price paid to growers had to be reduced twice during the year. Economic policies need to take account of fluctuations in the price of a narrow range of primary exports, and at the same time provide for increasing and diversifying production to meet the requirements of an increasing population.

Over the past seven years several investigations by scientific parties from New Zealand have provided accurate 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. With this information and the extension of agricultural experimental studies, it has been possible to formulate a long-term development plan.

About 300 trading firms and other businesses are established in the Territory. Only two of the firms are of overseas origin, all the others being financed by local capital and managed by local personnel. The combined activities of the Government and the larger firms provide employment of those living in and around Apia, and as a result the urban population tends more and more towards complete dependency upon a money economy.

The production of accurate statistics of national income will necessarily be a major undertaking in view of the difficulty in obtaining a reliable indication of the income of Samoans living in the villages.

CHAPTER 2: POLICY AND PLANNING

The Administering Authority assists in the economic development of the Territory, both directly in the offer of financial assistance and in making available skilled administrative and technical officers, and indirectly in the support accorded to the South Pacific Commission and also to the Specialised Agencies of the United Nations whose representatives visit the Territory from time to time.

With Western Samoa on the threshold of autonomous government, responsibilities in connection with economic development have been passed to and accepted by the Ministers holding the portfolios more closely associated with such development – these being the Departments of Agriculture, Lands, Public Works, and Treasury. Economic planning is conducted by a committee of these Ministers and their departmental heads under the chairmanship of the Minister for Economic Development, who is also the Minister of Finance. Under the basic plan of development approved by the Legislative Assembly in 1958 detailed proposals have been advanced and approved for 1959 and 1960. The 1960 programme provided for expenditure, following on that for 1959, of £47,000 for roads, bridges, water supplies, and development equipment; £10,000 for a new broadcasting transmitter; £10,000 for an additional generator for the electric power scheme; £8,000 for a new pilot vessel; £19,000 for the Lands Department; and £124,000 for agriculture, forests, and fisheries.

The major material resource of the Territory is undoubtedly the land, and the Land Use Committee in 1956 laid down a general policy concerning the conservation of forests and water catchment reserves to prevent these being exploited unintelligently.

The Samoan leaders appreciate the benefits to be derived from planned agricultural development and also that crop investigation should be carried out by the establishment of experimental and demonstration plots before new areas are started – an appreciation evidenced in a practical manner by the Legislature's increasing the vote for the Agriculture Department.

To the extent that knowledge and skills, as well as the maintenance of good health, are essential prerequisites to economic development the spheres of educational and medical services have not been overlooked.

In 1960 New Zealand provided its first grants, amounting to some £70,000, for the development of the educational services of Western Samoa, particularly for higher education and professional training.

Although credit facilities for development are available through the Bank of Western Samoa and, on a small scale, from the trading firms, the existing land tenure system places restrictions on the provision of financial assistance for agricultural purposes within the limits set by ordinary banking practice. However, the establishment of the separate development department of the Bank of Western Samoa should eventually assist materially in this direction.

CHAPTER 3: INVESTMENTS

The outside investments in the Territory comprise the capital of the few overseas firms that conduct business in the Territory and capital invested by individual overseas shareholders in companies registered in Western Samoa. Of the latter no details are available, but it is estimated that substantially the major portion of the capital in local businesses is actually held in the Territory. Few of the overseas firms (including agencies) operating in the Territory are able to give exact figures of their capital investment, as in most cases no separate balance sheets are extracted for the Samoan businesses. Investment is usually in the provision of building and trading stations, stock and equipment needed in carrying on the business, and of staff houses. An estimate of the current value of such investment is £2 million.

The Government policy is to permit outside investment in the Territory only to the extent that it may prove beneficial to the community, and to do everything possible to encourage the investment of local capital, much of which at present lies idle but for which, it is hoped, there will be ample work in the near future when major development plans are brought to fruition. Samoan leaders are not eager to see more outside business firms established unless they bring some substantial benefit to Samoa in the form of services and skills not otherwise available locally.

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 and 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 (Samoan Government). 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; this was delayed pending completion of the recent hydrological survey, but the Government intends to make several water conservation reserves in the open catchment area. Elsewhere they are less needed since most of the hinterland remains untouched.

Samoan 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 and families who cut and dry their copra, selling to licensed traders in the district. Kiln-dried copra (for which a substantial premium is paid) was formerly confined to the Western Samoa Trust Estates Corporation and the larger European planters, but the cheap and simple driers demonstrated by the Agriculture Department have been widely adopted. This has made a marked improvement in the quality of the crop. During 1960 the proportion of hot-air dried and first-grade sun-dried copra grew considerably to 67 per cent and 16 per cent respectively of the total exports. The latter was 14,834 for the year.

Marketing of the crop is controlled by the Copra Board, which also operates a stabilisation fund (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 1960, paid prices varying from 90s. to 150s. 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 1960 just over 3,500 tons of cocoa (the value of which was £750,000) were exported.

3. *Bananas*—Almost all bananas exported are produced by Samoan growers. The Marketing Division of the Samoan Government 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.

In the year under review 603,600 cases of bananas were exported to New Zealand at an export value of £694,000. This represents a decline on exports for 1959 (786,000 cases) due largely to the severe storm of January 1960.

4. *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 has been begun by the Corporation, which has also installed a modern and efficient butchery. Slaughtering of Samoan-owned cattle is negligible. About 500 cattle are kept primarily for milk.

5. *Timber*—Timber produced by the Western Samoa Trust Estates Corporation and two other local millers during 1960 totalled 498,700 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.

Over the past four years there has been a marked interest in the cultivation and processing of coffee, and as the trees planted come into full production the present quantity of 10 to 20 tons is likely to rise. At present the bulk of this coffee is consumed locally.

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 in October 1959 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.

Before 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 (RM) 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 plus quality premiums fixed each month by the Spot Price Committee of the London Copra Association. The Copra Board made two price revisions during the year in accordance with the trend of world prices.

Both price revisions were reductions in local buying prices. The first revision in May reduced the price paid to the Samoan producer in the districts from £49.25 to £42.75 per ton; the second revision in July further reduced the price to £36.85. This price was maintained and was being paid to producers at the end of 1960, even though world prices had receded a further 14 per cent since July 1960.

In 1960 bulk contracts with Unilever (RM) Ltd. (U.K.) and Abels Ltd. (N.Z.) took a larger proportion of the Territory's production and the balance was sold by the Board on the open market. Unfortunately world price fluctuations mainly affected the contracts, the Board having traded better on the open market.

To protect growers and in an effort to encourage the industry and stimulate production, the Board during 1960 maintained local prices against falling markets, and as a result transferred only a small amount to the Reserve Fund. At the end of 1960 the fund amounted to some £520,000, of which £460,000 is invested in New Zealand Government securities and £40,000 in the Bank of Western Samoa and the Post Office Savings Bank, Apia, leaving the balance of £20,000 in hand to be carried forward to 1961 for maintaining local prices if necessary.

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.

On 1 January 1960 the composition of the first Board of Directors was as follows:

- Hon. Tupua Tamasese, C.B.E. (Chairman).
- Hon. Malietoa Tanumafili II, C.B.E.
- Hon. Fiamē M. II. (Prime Minister).
- 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*).

As from 30 June 1960 four new directors were appointed. The Board then consisted of:

- Hon. Fiamē Mata'afa F. M. II, C.B.E. (Chairman).
- Lesatele Rapi, Esq.
- Tagaloa S., Esq.
- Atoa D., Esq.
- K. Meyer, Esq. (appointed by the New Zealand Minister of Island Territories).
- B. E. V. Parham, Esq., O.B.E. (Director of Agriculture, *ex officio*).
- P. W. H. Kelly, Esq. (General Manager, *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 Samoan 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 Council of State. 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 again able to transfer to the Samoan Government an amount of £30,000 from the profits for the year ended 31 March 1960. A resolution by the Board concerning the disposal of land or any interest therein requires the approval of both the Council of State 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	.....	.....	.....	.....	.....	2,574
Coffee	.....	.....	.....	.....	.....	378
Coconuts and cattle grazing	.....	.....	.....	.....	.....	8,205
Rubber	.....	.....	.....	.....	.....	186
Cattle ranch	.....	.....	.....	.....	.....	4,762

(NOTE—Approximate acreages only.)

(2) Unimproved bush land (including watershed and forest reserves, 6,791 acres)	.....	.....	.....	.....	.....	8,935
(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 1960 totalling £1,058,849, 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 – in this way the Corporation has done much pioneering work. It is also the largest individual employer of labour in the Territory.

Production figures of the major crops for the year ended 31 March 1960 were as follows: copra, 1,702 tons (value £129,012); cocoa, 450 tons (value £97,304); meat, 538,217 lb (£29,226); rubber is no longer produced commercially.

COOPERATIVE SOCIETIES

At 31 December 1960 there were 48 cooperative societies in operation, 42 trading societies, two credit societies, two service or importing societies, and one agricultural society. The Registry of Cooperatives has continued its work, concentrating primarily on improving business and accounting methods in the societies. By far the largest cause of failure among the cooperatives has been lax business procedures.

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 Samoans 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. Samoan land is, of course, carefully safeguarded. Further protective measures would be taken if the economic position of the Samoan people were in any way threatened. Political power within the Territory is in the hands of the Samoans.

It is not the policy of the Administering Authority, nor of the Territorial Government, to encourage the Samoans 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 rapidly in the economic field.

ECONOMIC ORGANISATION

Primary produce for export, most of which is grown by Samoans, is exported through trading firms whose trading stations exist 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.

The buying, shipping, and marketing of much of this produce is handled by the Copra Board and by the Marketing Division of the Department of Agriculture. Though governmental and non-profit making, these organisations play a major part in the Territory's economic life.

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 company.

The main overseas shipping lines which visit the Territory are the Union Steam Ship Co. (New Zealand), the Pacific Islands Transport Co. (Norway), and the Bank Line (Great Britain). All exports are shipped through the port of Apia. Several small motor vessels run regularly between America 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
*Samoa Planters Cooperative Ltd.	.....	Western Samoa
S. V. Mackenzie and Co. Ltd	.....	Western Samoa
O. F. Nelson and Co. 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, 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. 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., Apia Butchery and Freezer, and Sale'imoa Plantations Ltd. are controlled by persons of European status, most of them with part-Samoan ancestry.

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. An airline service between the two Samoas is maintained by Polynesian Airlines Ltd. (owned locally).

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 Western Samoa is in Apia, as is the Union Steam Ship Co.'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 there are trading stations, linked by launch and road transport, for the collection of produce and the distribution of consumer goods. Five major firms (three 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 three 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 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 Council of State under the provisions of the Control of Prices Emergency Regulations 1939, and amendments. Only some six commodities, mainly food-stuffs, were retained under control at the end of 1960. 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 $7\frac{3}{4}$ 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

Licences and quotas for imports have now almost all been abolished and there are practically no restrictions on imports from hard-currency areas.

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, and the only prohibited exports are fine mats and other Samoan artefacts.

No substantial difference exists between the trade of the Territory with New Zealand and its trade with other countries, except those differences imposed by Western Samoa's membership of the Commonwealth Preference system. The commodities principally concerned are canned fish and timber (both from Canada and hence admitted at the preferential tariff); cement from Japan; cotton piece goods, textiles, machinery, and motor vehicles from the United States. 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 regime further alienation of Samoan land, except under official auspices, was forbidden. After 1914 the New Zealand Administration followed much the same lines, and in 1921 the Samoa Act distinguished the three kinds of land title at present recognised. These are "Crown", originally "enemy" property, both public and private; "European", being land owned by non-German settlers; and "Samoan" land, which was also vested in the Crown as trustee. Traditional methods of land alienation were brought under control, all owners of European land were required to register their titles and, in 1925, any Samoan who had acquired individual title was permitted to bequeath this land by will.

Although the New Zealand Government experimented with forms of land tenure, mainly with a view towards gradually introducing a modified form of individual title, Samoan custom proved sufficiently strong to prevent any violent break with tradition. In 1924 the Fono of Faipule passed regulations whereby each Samoan could acquire 10 acres on a lifetime lease of 1s. an acre, and each young man at marriage could obtain 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.

Samoan land may not, in general, be permanently alienated except to the Government. Permanent alienation has only taken place 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. The Government of New Zealand owns only the airport at Faleolo and the observatory at Apia.

The Samoan Government may sanction the leasing of areas of Samoan land. Leases are strictly controlled, with the result that only very small areas for village trading stations and church sites totalling less than 100 acres have been made available. There are a few leases from German times which have not yet expired.

During 1960 the Constitutional Convention adopted a recommendation of its Working Committee that "an investigation should be made by a Select Committee of the Legislative Assembly into the various problems associated with the leasing of customary lands and that expert advice should be obtained, preferably from overseas, on the legal and economic aspects of this matter". The Committee referred to "the importance of providing conditions which will enable all Samoan planters whether matai or taulele'a to make the best use of their lands", and recognised "that such an improvement in the quality and expansion of output requires:

- "(i) An assurance to the progressive planter that he will not lose, without good cause, his plantation;
- "(ii) The ability to obtain credit on adequate security when heavy expenditure for development has to be met over a short period."

The Committee felt "that the above conditions could in many cases best be provided by the granting of a lease or occupational license to the individual planter". It is expected that steps will be taken in 1961 to consider this recommendation.

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.

On the other hand, because much of the produce of Samoan land is for purely domestic consumption, shifting cultivation is still largely practised. The crops are rarely 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 Council of State 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.

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. The planning of their utilisation is essential for development.

LAND DISPUTES AND TRANSFER

Samoan land is traditionally vested in matai who holds 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 1960, 119 cases came before the Court, including 74 land cases, 29 title cases, and 16 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 Samoa 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 Council of State 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 people of Western Samoa. 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 Council of State 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 the majority of members are Samoans. 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.

AGRICULTURE

The Department of Agriculture is responsible for the administration of field experimental and extension services; pest, disease, and weed control, produce inspection, marketing, and agricultural education; fisheries and forestry development. These services are grouped into five administrative divisions; the fundamental aim of each is to improve the quantity and quality of the Territory's export crops.

Included in the expanded programme for 1960 were the following special projects:

- (a) The work of controlling the rhinoceros beetle was assisted by the introduction of a new predator – a beetle named *Neochryopus savagei*, large numbers of which were liberated over a wide area.
- (b) A parasite – *Chelonus*, for the control of the banana scab-moth was successfully introduced and distributed.
- (c) A first attempt to establish a seed-fly parasite for the control of the noxious weed pseudo *elephantopus spicatus* was made.
- (d) The field campaigns to eradicate the bunchytop virus disease and to control leaf-spot disease of bananas were greatly expanded with marked results.
- (e) Field extension services organised the distribution and planting of alternative cash crops including coffee, cocoa, manila hemp, *bixa* (loa), and cashew nuts.
- (f) Several improved cocoa driers were built and operated with good results.
- (g) At Nafanua further valuable introductions of selected cocoa varieties were made; trials with export crops, capsicum, egg-plant, pawpaw, and pineapples were continued with useful results.

- (h) Several officers of the Department were selected for overseas training – one to New Zealand on a six months in-service training course; two to the Central Medical School, Fiji; one to Fiji for special training in biological control of crop pests and later to United States, on a scholarship for six months' intensive study of pest-control methods; one to Australia under an Australian Government scholarship to take a Diploma of Agriculture course at Gatton Agricultural College.
- (i) Two students returned on completion of courses at Massey Agricultural College – one having completed the degree of B.Ag.Sc. and the other a Diploma of Agriculture (Hort.). Both were posted to the Department.
- (j) At Avele Agricultural College the first group of students to qualify for the Certificate of Agriculture and Animal Husbandry comprised: Western Samoa, 15; Cooks Islands, 6; and Niue, 2 students.
- (k) Advances at the Avele College Farm included the construction of model piggeries, poultry house and barn, workshop and office.
- (l) In the Avele College compound the quarters for two local teachers and one assistant master were completed and four new dormitories built to replace the old fale-type buildings.
- (m) The production of bananas for export was adversely affected by a gale in January which damaged plantations throughout the Territory. Growers made a good effort to restore production and there was a very great expansion in Savai'i, with the result that 603,000 cases were exported.
- (n) A third banana shed was constructed at Fagamalo and a store for fertilisers erected in Apia.
- (o) The first agricultural show to be held for many years was organised in June in collaboration with the Department of Lands and the Apia Observatory. Large numbers of people showed much interest in the exhibits illustrating the work of the Department and the agricultural activities of the Territory.

The experimental and demonstration work of the Department continued at three stations: the 30 acres at Nafanua close by, and the large station at Togitogiga, which emphasise the introduction and propagation of improved crop varieties, experimental work on fertilisers, pest and disease control, demonstration of correct husbandry, and the training of staff. 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. The development of the principal agricultural station at Togitogiga during the year was limited, but useful expansion took place there, particularly of cocoa. The efforts of the Department in the field of improved drying methods for copra and cocoa led to the establishment of additional types of driers, including the "Samoan Hot-air Drier" (now coming into use in many other countries). This work has resulted in a marked increase in the number of small driers, which now exceed 250, operating throughout the country. There has been a considerable improvement in the quality of copra exported, and this has been reflected in the high prices obtained.

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 continued to be an important crop, grown almost entirely by Samoan producers, both for domestic use and as a cash crop. The total production was lower than that of the previous year, due to a major storm in January 1960. Occasional surpluses occurred during periods of reduced shipping space and market demand. Investigations in the drying of reject green bananas for stock feed were continued. The standard of cultivation has improved slightly as planters tend to accept the recommendations of the field extension services. The overall yield per acre is still comparatively low, namely, ranging from 5 to 50 cases on a good deal of Samoan land. On demonstration areas yields up to 300 cases per acre per annum were achieved and caused much interest.

The total number of cases shipped during the year, 603,600, was valued at approximately £694,000. A deferred payment bonus at the rate of 6d. per case was paid to growers for all fruit exported during the period December 1959 to November 1960. High standards of inspection were imposed and a system of supervision of country packing depots was operated. The most marked trend in the industry was the expansion of production in the island of Savai'i, where there are now four shipping points handling a total of 241,000 cases per annum.

Copra production and prices declined to a considerable extent during the year, the total export for the year being estimated as 14,800 tons, of which 67 per cent was hot-air dried and 16 per cent first-grade sun-dried.

The production of cocoa declined during 1960 from the previous record figure of 4,500 tons and prices fell steeply.

As departmental field services continued to expand, many planters undertook their own pruning and spraying. The overall low management of village cocoa areas still requires serious attention. There was a steady and increasing demand from Samoan growers for rooted cuttings and seedlings of selected cocoa varieties; facilities for the propagation of cocoa expanded and nurseries of high-yielding introduced plants were established. Many field days were arranged which were attended by growers, chiefs, traders, students, and school children.

Regular shipments of a range of agricultural products, viz, fruits and vegetables, showed some increase, and trial shipments of dried green bananas, eggplants, capsicum, solo papaya, and pineapples were continued.

In the field of pest control further progress was made, although the Department was without an entomologist.

Rhinoceros beetle breeding places have been significantly controlled over considerable areas in Upolu and Savai'i.

A financial contribution to the S.P.C. programme on *Oryctes* was approved during the year. The banana pests, scab-moth and weevil borer, have been adequately controlled and a special campaign for the eradication of banana plants infested with the bunchytop virus has made marked progress in Upolu.

Considerable progress was made in the field of agricultural education, both at the Avele Agricultural College and with the training of departmental staff and planters. At the college further groups of overseas

students were received from Cook Islands, Niue, and American Samoa. Advanced courses in agricultural studies—pest and weed control, soils, and fertilisers were continued and the senior students participated in many aspects of field activities, including crop experimental work, processing, pest control, produce inspection, and forestry.

The Samoan villagers 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 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 648,000 lb of locally produced beef and about 46,500 gallons of milk were sold during 1960.

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.

There was a marked increase in local interest in the new pasture grasses and legumes introduced by the Department of Agriculture and quite extensive areas were established during the year by several owners of cattle. All available propagation material was distributed to the Avel College farm and to other areas. In the former case nearly 100 acres of improved pastures have been established and a beef and dairy herd of selected animals created for instruction and demonstration purposes. Important investigations into the role of legume fodder trees in pasture areas was undertaken.

The problems of controlling the diseases of livestock, and developing an interest in improved management, handling, and care of animals call for early attention; but the need for a veterinary and livestock service is only slowly being recognised.

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 2,100 tons 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.

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

Apart from preliminary investigations and a visit by the South Pacific Commission Fisheries Officer, little direct progress was made in organised fisheries development during 1960. There was, however, considerable expansion in the distribution of *Tilapia* which is now being used in several localities for food.

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.

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

Banana case timber and other exotic and indigenous hardwoods for building purposes and for the manufacture of furniture are produced.

Forest reserves, primarily relating to the conservation of water supply, were extended during the year by the planting of considerable numbers of trees such as poumuli (*Securinega samoana*), yemane (*Gmelina arborea*), cedar (*Cedrela odorata*), teak (*Tectona grandis*), and albizzia (*Albizzia falcata*). There was some distribution of timber tree seedlings to local planters.

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 provisions 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 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, but it has lately been stimulated by the increase in tourism.

The tourist trade has not been an important industry in Western Samoa. The inauguration of an air link with Pago Pago (which possesses both an international airport and a fine harbour), the increasing number of cruise ships calling at Apia, and the growth of tourism in the Pacific generally, brought many more tourists in 1960 but it remains true that accommodation and entertainment, although based on a distinctively Polynesian way of life, are not as attractive as in some other Pacific islands. Capital for industrial development is available from the Bank of Western Samoa (which is setting up a special development department to make loans at easier-than-usual terms) and from private sources, but comparatively little call is made upon these facilities. While the Administering Authority would like to see more encouragement of development capital from outside sources, perhaps by Industrial Incentives Ordinance, the Samoan people has shown a marked reluctance to induce investment from overseas.

FUEL AND POWER

Fuel for cooking consists largely of wood and coconut husks, except in areas around Apia where cooking by electricity has become increasingly popular. In 1957, the Alaoa Hydro Scheme, with a maximum load capacity of 1,000 kW, was opened. This augmented supply from two 250 kW diesel generators, Magiagi Hydro Station at 80 kW, and Fuluasou Hydro Station at 220 kW. Currently a 500 kW diesel set is being installed at Fuluasou. The reticulated area is approximately 20 square miles serving a population of 25,000 people with peak demand of nearly 1,100 kW. Nearly 80 small lighting plants, of 2 to 4 kW capacity each, are operated privately throughout Upolu and Savai'i, and five village schemes are in operation supplied by 20 to 30 kW diesel sets. Thus the total generating capacity is of the order of 2,600 kW. In 1958 charges in the Apia area were established at 3d. per unit with a fixed minimum charge of £6 per annum. Power sales in this area have reached 4.5 million units per year at a revenue yield of over £50,000.

CHAPTER 9: TRANSPORT AND COMMUNICATIONS

There are no railways in the Territory and all public transport is by either bus or taxi. During 1960 two airlines operated between Eastern and Western Samoa but by the end of the year, there remained only the local company (Polynesian Airlines Ltd.), which hopes to extend its services to link Savai'i with Upolu. 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 Western Samoa in conformity with the standards of the New Zealand Post Office. 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.

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. In 1960 a new Central Battery Telephone Exchange was put into operation. It serves 565 subscribers at present but has a capacity of 1,200 lines. Rates vary from £6 to £20 per annum according to the type and purpose of the connection.

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 outstations communicate with Apia Radio by radiotelephone in addition to radiotelegraph on a daily schedule basis. There is also a local Coast Watching Organisation.

Eight local vessels are now carrying radiotelephone equipment to maintain regular radio contact with Apia whilst at sea. During 1960 this equipment was made 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

500 kilocycles for ocean-going vessels and on 2,182 kilocycles for small craft. A continuous radio link is also maintained with 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 6,000 privately owned radio receiving sets, and 100 Government-issued sets. The latter have been issued to small village schools, where they also often serve as community sets. A registration fee of 5s. is payable on privately owned receiving sets, but to encourage their wider use they are exempted from Customs duty.

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 is done first by 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.

There is only one broadcasting station in the Territory. This is Station 2AP of Apia, with a transmitter of 2,000 watts, which broadcasts on 1,420 kilocycles. It transmits approximately 37 hours of scheduled programmes weekly. This programme time is divided between Samoan and English in the proportion of 60 : 40. In addition, all proceedings of the Legislative Assembly are broadcast, the Assembly sittings being in the mornings and totalling over 400 hours for the year. This is in addition to scheduled times.

Station 2AP broadcasts daily, from Monday to Saturday at 1745-2000 G.M.T. and 0530-0830 G.M.T., and on Sundays at 2000-2300 G.M.T. and 0530-0830 G.M.T. The morning broadcasts are in both English and Samoan. In the evenings, the English programme, commencing at 0530, lasts for one hour and is followed by two hours in Samoan. A daily one-hour session is prepared by the Schools' Broadcasting Section of the Education Department during school terms. This programme is transmitted at 1900-2000 G.M.T. The broadcasts are received by over 100 Government schools in Western Samoa, the Tokelau Islands, and also by the majority of the mission schools. Approximately 20,000 children receive the broadcasts.

The Legislative Assembly of Western Samoa last year approved the purchase of a new and more powerful transmitter for the Broadcasting Department. The new unit, which will be 10,000 watts, will considerably improve local coverage and daytime transmissions. It should begin operation in 1961.

ROADS AND TRANSPORT SERVICES

Thirty miles of new road, including the final miles of the coastal road around Savai'i, were constructed in 1960, and 12 miles of existing road reconstructed. The road system now totals over 400 miles. Maintenance of roads is difficult and costly because of the vagaries of the

climate and rapid vegetation growth. Considerable attention needs, therefore, to be given at present to side drainage, culverts, and water channels, and to resealing.

Road transport services are extensive and no pack transport is used. 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.

During 1960 the Vacuum Oil Co. established four bulk storage tanks for petroleum products. Two of the 190,000-gallon tanks are for petrol, one is for automotive diesel oil, and one for kerosene. The company's total investment, which includes a special pipeline to enable tankers to discharge from outside the reef, amounts to £103,000.

METEOROLOGICAL SERVICES

The Apia Observatory, which was established during the German regime, 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 provision for fuelling overseas ships, although the Vacuum Oil Co.'s bulk oil facilities are now available for local use. The lighterage service is good. A 10-ton hand-operated crane and a 4-ton crane are 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. A plan for a deep-water harbour at Apia, estimated to cost £1,200,000, has been prepared by an English firm in consultation with the Samoan Government. A preliminary sum of £10,000 was voted by the Assembly for detailed investigations and test borings, and these have now been completed.

Outer district harbour facilities consist usually of 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 finished two years ago, has assumed great importance with the improved roading connections in this previously less

developed island. Over the past three 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. A large proportion of the Territory's banana exports was carried by the 2,120-ton refrigerated freighter *Tarawera*. Vessels of the same company's trans-Pacific service connect Western Samoa at frequent intervals with Australian and North American ports and, by means of transshipment at Suva, with the United Kingdom. Ships of the British Bank Line and the Norwegian Pacific Islands Transport Service also make calls at regular intervals to load copra and cocoa. The Apia - Pago Pago service is maintained by four small motor vessels, two registered in American Samoa and two in Western Samoa.

Faleolo Airfield is used daily by the local airline. Officers of the New Zealand Air Department, assisted by locally recruited staff, maintain the installation.

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 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, although with the advent of air travel between the two Samoas, both Governments are endeavouring to make them even simpler. 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. Ordinarily 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 I.

OPERATION OF SERVICES, ETC.

The recruiting and training of Samoan officers 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 was appointed to the Education Department staff and commenced classes in motor mechanics, workshop engineering, and allied trades early in 1957. Nevertheless, the approach of independence and the increased demand for technical skills made some expansion of this work desirable. As part of its programme for educational assistance, and alongside an increase in scholarships for technical training in New Zealand, the Administering Authority has offered financial aid for trades training in the Territory.

CHAPTER 10: PUBLIC WORKS

The Public Works Department is responsible for roading, both main and secondary; bridging; the water supply for Apia; 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 engineer's 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.

During the year the services of consultant engineers were used to report on harbour improvements, and in association with the Department an overseas firm is examining the practicability of constructing a deep-water harbour at Apia and a secondary harbour at Savai'i.

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.

Most engineering and constructional work is carried out by the Department with its own labour force and plants, as at present there are few private contracting firms in the Territory suitably equipped to undertake public works. The Department maintains a large workshop organisation. All aspects of mechanical work, including the maintenance and overhaul of earth-moving 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, refrigeration, 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.

The installed capacity of Government-owned plant is now 1,900 kW and in the private sector the installed capacity is approximately 600 kW.

There are 34 miles of 6.6 kV and 2.2 kV high-tension distribution lines. These lines are the mains and do not include lines carrying the lower voltages for the household distribution system.

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

The Department is called upon to carry out a considerable amount of mechanical work, small ship engines, electrical repairs, and installations and plumbing and drainage for private persons.

An investigation has been begun into the possibility of using contract work to assist the Department in its functions as a construction agency. The volume of work has become such that it would be desirable to have more construction carried out by private contractors working to plans and specifications prepared by the Department's specialist staff.

During the year the following works were completed:

- (a) Forty-four thousand square feet of new buildings for Government Departments, including Health and Agriculture, were constructed.
- (b) A Government transport pool of approximately 70 vehicles was established to centralise transport control.
- (c) Some new heavy earth-moving plant was introduced.
- (d) Piped water supplies were established at Lotofaga, Vavau, and Poutasi, and a well for a pumped supply excavated at Leulumoega.
- (e) Activities in the public health field included the design of an Imhoff Tank at Apia Hospital.
- (f) Architectural services were stepped up with the appointment of a full-time architect.

Part VII: Social Advancement

CHAPTER 1: GENERAL SOCIAL CONDITIONS

Alone perhaps among the larger Polynesian communities, Samoan society has retained a remarkable coherence and vitality, reflected in the vigour which still marks such institutions as the matai system, the widespread and unselfconscious love of Samoan songs and dances, and in general the very strong attachment to Samoan ways and customs. Realising the stability of the Samoan social system, and being also of the opinion that a people's right to self-determination includes the right to retain their own form of society, the Administering Authority has attempted not to break it up but to adapt the traditional customs to the demands of a modern State. In other words, it has tried to accelerate the advance of Samoan society, not its dissolution. Apart from the political and economic measures outlined earlier, this advancement has consisted largely in the progressive raising of standards of public health and general education.

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 Registrar of Matai at 31 December 1960 was 5,820, an increase of 221 since last year.

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 many 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, certain limitations. However, 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.

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 at 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.

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 Girls 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 been formed, and to it are affiliated 28 different

women's organisations. The association assists in the coordination of women's social activities, along with the Federation of Women's Committees.

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.

The Constitution of Western Samoa, which was adopted by the Constitutional Convention held in 1960, contains a special section, Part II, which guarantees the protection of the following fundamental rights: the right to life; right to personal liberty; freedom from inhuman treatment; freedom from forced labour; right to a fair trial; freedom of religion; freedom of speech; assembly, association, movement, and residence; rights regarding property; and freedom from discriminatory legislation.

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. Its more important provisions have been included in the Constitution drafted in 1960.

RIGHTS OF PETITION

During the year there were no petitions to the Trusteeship Council from Western Samoa. The inhabitants are well aware of their right to submit petitions to the United Nations and have always made full use of this right, 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 1960. 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 1960 the Nelson Memorial Library, which was built with grants of £5,000 respectively from the family of the late O. F. Nelson, and the Samoan and New Zealand Governments, on a site provided by the Nelson family, was opened. It has some 6,000 volumes and a growing membership of over 600, most of whom are young people.

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 2,500 copies (although the number of persons reached by the *Bulletin* is much higher, copies being passed from hand to hand among families). During 1960 a second weekly newspaper, the *Samoana* began publication. It, too, is a 12-page tabloid printed in Samoan and English with a general news coverage. Both papers provide a valuable medium for the expression of non-official viewpoints.

In 1960, as part of a programme to develop Government information services, the Samoan Government replaced the old Government newspaper, the *Savali*, which had a circulation of 2,500 with a new illustrated *Savali* with a circulation of 6,000. The paper, which is printed in Samoan, contains not only news of an official nature, supplementary to that printed in the *Western Samoan Gazette* (which makes known Orders, Warrants, Proclamations, etc.) but also news and illustrations of a wider interest. It has been used as a major organ for the dissemination of information about developments leading to, and the problems arising from, independence. It was established with technical and financial assistance from New Zealand.

A cyclostyled news sheet issued daily by the Prime Minister's 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.

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 every week. 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.

RELIGION AND MISSIONS

All Samoans profess some form of Christianity and have done so for about three generations. No indigenous religious or 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 whatever religions or religious variations the people please.

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 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 Samoan people 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 the London Missionary Society, with over 50,000 adherents, maintains 7 missionaries; the Roman Catholic Mission, which has over 20,000 adherents, has some 69 missionaries in the Territory (of various nationalities); the Methodists 6, to minister to approximately 15,000 adherents; while the Mormon Mission, with about 5,000 followers, has 42 missionaries (mostly American). The Seventh Day Adventists maintain 3 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 controlled by the Immigration Section of the Prime Minister's Department, with the assistance of the Police and Customs Departments, under the provisions of the Samoa Immigration Order 1930 and its amendments. Immigrants entering the Territory are required to have a permit, at present issued by the Minister of Immigration in the name of the Council of State, 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 Minister of Immigration, 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 Council of State on the advice of the Minister of Immigration, or until he has resided in Samoa for at least five years.

Neither the Territorial nor the New Zealand Government has had any special policy for the immigration of displaced persons or refugees into the Territory. Such persons would fit uneasily into a Polynesian society and 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 then 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 entered 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 necessitated some basic labour legislation and a more formal machinery for the settlement of disputes. As a result of

discussions between representatives of the Samoan Government and the New Zealand Department of Labour, a draft Labour Bill was presented to the Legislative Assembly and passed. The Labour Ordinance which came into force on 26 August 1960 provides for the administration of existing labour laws (Contracts of Employment Ordinance 1950 and Recruiting of Workers (Prohibition) Ordinance 1951), collection of cost of living and labour statistics, conciliation and arbitration in labour disputes, conditions and hours of work, strikes and lock-outs and power to make regulations, in particular for protection of women and children in employment.

The Workers' Compensation Ordinance 1960 was passed by the Legislative Assembly this year and is expected to come into force on 1 April 1961. The legislation, which is based on similar legislation to that in force in Fiji, is not compulsory but adequate protection is afforded to all workers.

The majority of the people of Western Samoa are still more or less fully employed in agricultural pursuits where the production of cash crops is regarded as subsidiary to the main purpose of food growing. The work of tending food crops and fishing remains a traditional service carried on under the authority of the matai, who, as part of his general exercise of family control, solves any problems connected with labour or the equitable distribution of produce or money earned from the sale of goods or services. In many cases a similar system operates where groups are employed by Government for unskilled work, such as that connected with road making; or by planters for agricultural work, or in other occupations such as wharf labouring, where monetary payment is made for the service rendered. No Samoan is entirely dependent on wages for sustenance; he shares in the products of his family lands and can always return to them. This ability to do without employment for direct monetary payment ensures him a measure of bargaining power. There are about 8,000 persons in the Territory who could be classed as wage and salary earners, and of these probably 7,000 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 which now apply include: Weekly Rest (Industry); Forced Labour; Recruiting of Indigenous Workers; Contracts of Employment (Indigenous Workers); Minimum Age (Trimmers and Stokers).

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 has now been repealed by the Labour Ordinance 1960 and future wages and labour disputes will be dealt with according to the conciliation and arbitration provisions of the new 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. Sunday work is only by express permission of the Minister of Marine.

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. Samoan custom and the traditional structure of Samoan society provide 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 Samoans 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: HEALTH

INTRODUCTION

The Minister of Health, acting under the authority of the 1959 Public Health Ordinance, is in charge of the Health Department. As his executive officer, the Director of Health, who is responsible for advising the Government in all matters pertaining to the health of the people of Western Samoa, for maintaining and directing the Health Department, including all hospitals and the Public Health Section, and supervising the prevention and treatment of disease, obtains his power by delegation in writing from the Minister.

There is a Board of Health, which acts as a consultative body advising the Minister on any matters referred to it relating to:

- (a) The adoption of a general health policy for the promotion of health, the prevention of disease and disability, the adequate and effective treatment of disease, and the proportion of the available resources that should be allocated for each of the foregoing purposes.
- (b) The control and management of hospitals, medical outstations, and ancillary services and the relationship of such control and management to the general health policy.
- (c) Any other matters in any way relating to or affecting the health of the people of Western Samoa.

The Board of Health consists of five members, being:

- (a) The Minister of Health, Chairman.
- (b) The Director of Health, Deputy Chairman.
- (c) The Director of Works.
- (d) A medical practitioner appointed by the Minister.
- (e) A medical practitioner selected by the Minister from a panel of three submitted by the Samoan Medical Association.

HOSPITAL ACCOMMODATION

In 1960 there were 555 available beds, 285 at the Apia Hospital, and 270 in 15 outdistrict hospitals.

The ratio of hospital beds per 1,000 population is 5.4.

The main hospital in Western Samoa is the Apia Hospital which has approximately 285 available beds made up as follows:

Tb	.....	.....	.....	.....	.....	30
Medical	.....	.....	.....	.....	.....	68
Surgical	.....	.....	.....	.....	.....	60
Maternity	.....	.....	.....	.....	.....	32
Baby clinic	.....	.....	.....	.....	.....	45
Isolation	.....	.....	.....	.....	.....	20
Lepers	.....	.....	.....	.....	.....	30
						<hr/>
						285

The districts are served by 15 outstation hospitals in the following areas:

	Upolu	Available Beds		Savai'i	Available Beds
Aleipata	20	Satupa'itea	.....	20
Fagaloa	10	Tuasivi	.....	20
Poutasi	24	Fagamalo	.....	20
Saanapu	10	Safotu	.....	24
Lefaga	16	Sataua	.....	24
Manono	10	Sala'ilua	.....	24
Mulifanua	16			
Leulumoega	20			132
Lufilufi	12			
		<hr/>			
		138			

REGIONAL AND INTERNATIONAL COOPERATION

The Governments of Western Samoa and New Zealand are members of the South Pacific Health Service and cooperate closely with that organisation. In January 1960 the Inspector-General of the South Pacific Health Service, Dr P. W. Dill-Russell surveyed the Medical Service in Western Samoa at the request of the Samoan Government. His report was presented to and debated in the Legislative Assembly, and most of its recommendations, which should provide a blueprint for the long-term development of Samoan Health Services, were approved. In August the South Pacific Health Board held its annual meeting in Western Samoa at the invitation of the Government of Western Samoa. With the arrival in June of the Tb Adviser for the Tb Control Project, Dr A. H. Pennington, the WHO-assisted Tuberculosis Project began.

The Territorial Government and the Administering Authority collaborate closely with the Medical Research Council in New Zealand, which from time to time sends research workers to Western Samoa to study local medical and health problems. Western Samoa also has an association with the South Pacific Commission, which is able to offer help in health as in other matters.

TUBERCULOSIS CONTROL

Until 1960 the organised control of tuberculosis was confined to one small unit at the Apia Hospital. In June 1960 a WHO-assisted Tuberculosis Project began operations. Dr Pennington's initial tuberculin surveys indicated surprisingly that the incidence of tuberculosis was relatively low and, as a result, after consultations with WHO, the mass BCG programme was dropped.

In October, when the mass X-ray unit arrived, a case-finding programme began on the basis of the tuberculin surveys. New cases were sent to the Apia Tuberculosis Clinic, which was established as the operational centre for the project. This will continue during 1961 and 1962.

The intensive Tb campaign added 148 (provisional) new cases to the tuberculosis register during 1960 and led to the discharge of 82. Four persons were known to have died from Tb during 1960.

INFECTIOUS DISEASES

Poliomyelitis

Towards the end of 1960, 14 cases of poliomyelitis were reported. Of the 11 admitted to Apia Hospital nearly all were between the ages of two and 12 years.

Poliomyelitis Vaccination

In 1960, following the first intensive use of poliomyelitis vaccination in 1959, the number of vaccinations was 901 (1,766 in 1959).

Infective Hepatitis

During 1960, 100 cases and seven deaths were reported.

Enteric Fever

The incidence of salmonella infection varied during the year, but intensive efforts by the Public Health Division helped to control the incidence of the disease.

THE TREPONEMATOSES

Yaws

The yaws resurvey carried out at the end of 1960 confirmed the effectiveness of measures taken to control the disease, as only five new cases were found.

—	WHO Survey, 1955-59	First Resurvey, 1956	Second Resurvey, 1957	First Yaws Week, 1958	Second Yaws Week, 1959	Third Yaws Week, 1960
Estimated population	96,969	96,969	100,174	102,180	103,000	108,750
Number examined ...	93,769	59,961	99,736	99,000	98,470	100,446
Infectious	2,767	14	29	14	11	5
Hyperkeratosis	7,392	24	7	.....	.....	56
Late	197	.....	.....	.....	.....	.....
Inactive late	361	.....	425	.....	.....	.....
Doubtful yaws .....	.....	.....	174	.....	.....	2
No yaws	83,050	59,723	99,723	99,201	98,459	100,441

Veneral Diseases

Veneral diseases do not present any significant problem, although cases of gonorrhoea continue to occur throughout each year. The number of cases of gonorrhoea reported during the year was 35; there were no cases of syphilis.

Leprosy

A new fale was built as leprosarium at the Apia Hospital.

Before 1953 it was the policy for the leper patients from Western Samoa to be treated at Makogai Leper Colony in Fiji. The number of patients from Western Samoa decreased from 29 to 18 during 1960. No further cases are being sent.

Number of new cases reported during the year 21
 Number of patients remaining in Makogai, December 1960 18

RESEARCH

There are no research institutions in the Territory, but from time to time research workers from the World Health Organisation, South Pacific Health Service, South Pacific Commission, and the New Zealand Medical Research Council visit Samoa to undertake various types of research. These have contributed substantially to the understanding and control of the main tropical diseases which threaten public health in the Territory.

MATERNAL AND CHILD HEALTH

Pre-natal and Maternal 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. There is a 32-bed maternity ward at the Apia Hospital. This is not meant as an annexe to fill the needs of even the Apia urban area but is mainly a training centre for nurses and for abnormal cases and those requiring special treatment. In the district areas both district nurses and Samoan medical practitioners give 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. During 1960 refresher courses for nurses were held with lectures given by trained nursing staff and medical officers. Special attention is being given to problems arising at the weaning period. There are no 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

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 Samoan medical practitioners or school nurses. A mobile dental clinic operates in the villages, while in Apia all schools are visited at regular intervals by a team of three dental practitioners.

District Nurses

There are 18 district nurses stationed at strategic points throughout Western Samoa and five school nurses in the Apia area. These are fully trained Samoan nurses of some experience, and they have the duty of visiting regularly all villages and schools 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; and seeing and advising pregnant women. 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.

PUBLIC HEALTH

The new Chief Health Inspector took up his duties early in February 1960.

Environmental Sanitation

Work is concentrated mainly on general environmental sanitation in and about the urban area of Apia.

Water Supply

Apia, the only urban area in Western Samoa, receives its water supply from the rivers and streams rising behind the town. The rural water supplies are derived from streams, springs, wells, and cisterns. There are some piped supplies taken from streams and springs. Many villages are very anxious to obtain a piped water supply, and the Government operates a scheme whereby if a village provides labour, the pipes and skilled installation is supplied free. A similar scheme exists for the provision of cisterns in waterless areas.

Inspection of Foodstuffs

All meat killed for public sale in the Apia district has to be inspected by the Meat Inspector at place of killing. Milk inspections are carried out at the pasteurising plant in Apia and this, together with herd testing, has improved the quality of the milk. Premises which prepare and sell cooked foods such as pies, bread, etc., are inspected regularly. There are 400 stores scattered over the Territory and, with the shortage of staff, inspection elsewhere is not easy.

Prevalence of Diseases

Western Samoa is fortunate in that it is remote from the areas of the major pestilential diseases. The Territory is free from malaria, the incidence of yaws has been almost eliminated, and there have been no large outbreaks of poliomyelitis. During 1960 a major effort was made with preventive inoculation of school children against typhoid.

Mortality

During 1960 a Central Registry was established to record births and deaths. Coverage is not yet complete.

Quarantine

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

Health Education

Health education is undertaken by a Health Education Officer of the Public Health Division, by district Samoan medical practitioners, and by Samoan district nurses. The health education syllabus for the latter was revised. Much information has been directed to the public through the radio and the newspapers.

Nutrition

Infant malnutrition, particularly at the difficult weaning period, presents something of a problem and the efforts of the baby clinic are directed mainly towards teaching the correct methods of infant feeding. The women's committees have been encouraged to play a major part in developing and supervising baby foods and regular weighing of babies, as well as in reporting to the district nurses. Efforts have been made to develop the use of local or powdered milk and of home vegetables.

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 and prescribed in individual cases.

Rubbish Collection and Disposal

Only the Apia urban area has an organised rubbish collection. This is controlled by the Health Department. A new 10-cubic-yard capacity refuse truck began operations during 1960 and greatly improved the rubbish collection and disposal services.

The refuse is disposed of in a refuse dump, which is under the control of Public Works Department at Letoga.

STAFF

Health Department

There are 445 staff employed in the Health Department. This includes:

1. *Medical Staff*—Director of Health, four overseas medical officers, and 43 Samoan medical practitioners.

2. *Nursing Staff*—Includes the Matron, a Tutor Sister, nine New Zealand qualified sisters and four local-born sisters qualified in New Zealand, 93 local staff nurses and 123 trainee nurses and 18 nurse aids.
3. *Dental*—A Principal Dental Officer from New Zealand, five local dental practitioners, one dental attendant, one dental mechanic, and a cleaner.
4. *Pharmacy*—A Pharmacist from New Zealand is in charge, with nine local assistants.
5. *X-ray*—A New Zealand qualified Radiographer is in charge, with three assistants.
6. *Laboratory*—A local-born Bacteriologist qualified in New Zealand has charge of this division, with eight assistants.
7. *Public Health*—The Director of Health has direct control over this division, which is staffed by a Chief Health Inspector from New Zealand, a Meat Inspector, four Samoan Health Inspectors (Suva trained), and one assistant.
8. *Secretarial, Clerical, and House Management*—The whole of this division comes under the supervision of the Managing Secretary, an officer from New Zealand, assisted by the House Manager, who is locally born. In addition, there are 16 other office members, four telephone operators, one stores officer, five drivers, five porters, 36 maintenance staff, 44 kitchen, laundry, and seamstress staff.

The Director of Health is a locally born medical officer with an M.D. from Berlin.

The Matron, a New Zealand trained nurse with post-graduate training in hospital administration, performs duties in the Health Department as Nursing Superintendent for the Territory.

The Managing Secretary is a chartered secretary and incorporated accountant who holds a certificate in hospital administration and controls the house management section of the Apia Hospital.

The Chief Health Inspector holds the Public Health Inspector's Certificate of the Royal Society of Health.

The district nurses are supervised by the senior Samoan staff nurse.

Apia Hospital

During 1960 a new Medical Superintendent and Physician Specialist and two other overseas medical staff were appointed.

There are 18 Samoan medical practitioners employed in the Apia Hospital, five in the surgical section, three in the medical section, one in the maternity section, one in the baby clinic, and four in the out-patients, and four relieving Samoan medical practitioners.

Nursing—The Matron is the head of the nursing section of the Apia Hospital. She is to be assisted by a Submatron, due to arrive in January 1961. The nursing staff also includes a tutor sister and midwife, as well as other ward sisters.

Laboratory—The locally born Bacteriologist was trained at the Auckland Hospital laboratory and holds a certificate in bacteriology. In addition there are six laboratory assistants and a cleaner.

Pharmacy—The locally born Pharmacist is New Zealand trained. In addition there is a senior pharmacy assistant, seven dispensary assistants, and one cleaner.

X-ray—The Radiographer qualified in New Zealand. His assistant is trained in Suva. In addition there is a clerk and a porter.

House-management Section—This section of 98 staff, including telephone operators, storemen, drivers, porters, maintenance workmen, kitchen workers, and laundry workers, is controlled by the House Manager under the general supervision of the Managing Secretary.

Staff Training—In 1960 the following staff went overseas for training in:

Administration	.....	.....	.....	.....	1
Bacteriology	.....	.....	.....	.....	1
Nursing	.....	.....	.....	.....	2
Eye diseases, treatment and diagnosis	.....	.....	.....	.....	1
Public health post-graduate	.....	.....	.....	.....	2
Samoan medical practitioners	.....	.....	.....	.....	3
Samoan dental practitioners	.....	.....	.....	.....	2

The various section heads carry out on-the-job training, particularly in the dental, laboratory, pharmacy, and clerical sections.

One Samoan doctor, qualified in New Zealand, was due to return to Samoa at the end of the year. Another qualified Samoan doctor was obtaining post-graduate experience in New Zealand and three Samoan medical students obtained passes in examinations at Otago Medical School in New Zealand.

HOSPITAL WORKS

Development

During 1960 progress was made with the building of a new boilerhouse and laundry for the Apia Hospital. Five new European-style fales were built.

Maintenance

During 1960 a large maintenance programme was carried out.

HOSPITAL TRANSPORT AND AMBULANCE SERVICES

The Health Department controls three vehicles, a modern ambulance, stationed at the Apia General Hospital, a Landrover in Savai'i, and the rubbish truck. Other transport is provided by pool services.

FINANCE

Expenditure on development and maintenance for 1960 is set out in the following table, which shows comparative figures for five years:

	1956	1957	1958	1959	1960
	£	£	£	£	£
Development	15,280	9,330	160	5,248	16,509
Maintenance	214,350	206,950	190,370	211,494	230,352
Total	229,630	216,280	190,530	216,742	246,861

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 12 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 was 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 was 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 Council of State. 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) enacted the Commission's findings but was to come into force only on the recommendation of the Territorial Government. This recommendation has never been made. In 1958 a Bill was introduced into the Assembly setting up a Liquor Control Board to import and sell liquor to those who held permits issued by the Board. The Bill, however, lapsed after much discussion, and there the matter remains.

The Administering Authority has stressed to the Samoan Government the undesirability of approaching independence without a properly constituted system of liquor control. The present arrangement whereby permit holders (mainly Europeans) are entitled to buy specified monthly quantities of liquor dates back to 1921 and is of dubious legality. The Samoan leaders, many of whom advocate some form of prohibition, realise the seriousness of the problem but are undecided as to the best means of introducing their people gradually to alcoholic liquor. Samoa has never had an indigenous alcoholic drink (though illegal brewing is now practised at times); kava, which is drunk on ceremonial and social occasions, is not fermented.

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, the Building Alignment Ordinance 1932, and the Health Ordinance 1959. 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 Director of Lands, 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 Council of State. 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 Samoans 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. 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 green, or malae, and also ensure that the grass is kept cut and the village tidy.

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.

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 60 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 shortage theft tends to increase.

The single penal institution in the Territory, the prison situated at Tafafigata, is under the control of the Superintendent of Police and Prisons. The prison staff comprises a chief gaoler, a gaoler, one sergeant, one corporal, 18 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 Council of State possesses similar powers in regard to sentences of imprisonment for less than a year. (The power of remission would now be exercised only on the advice of the Samoan Cabinet and Prime Minister.) 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 10 years by the Governor-General of New Zealand, the Council of State, 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.

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 Council of State 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 Council of State 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

On 1 October 1959 the first Education Ordinance became law. It defined the powers of the Minister and Director of Education, established a Board of Education, and made provision for subsequent regulations. The overall policy remains:

- (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 the Board of Education, their representatives in the various legislative and executive bodies of Government, and through the Education Department, where many of the 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 650 teachers, all of whom, with rare exceptions, hold the Samoan teacher's certificate. The Education Department comprises the Director, the Assistant Director, Samoan Inspectors, school teachers, and various specialist officers employed in school broadcasting, manual training, trades training, arts and crafts, infant schools, and the public library.

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 schools are periodically visited by the Director, Assistant Director, and the Senior Samoan Inspector. 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 a 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 educational experts of the Government and the missions have been brought together as an advisory body in the Board of Education.

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 was reconstituted in 1958 as a residential Agricultural College under the direct control of the Director of Agriculture.

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 nearly 200 students have been awarded Government scholarships in New Zealand.

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 340 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. 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

There is no compulsory education. It has been found that all but a very few children attend school regularly if a school is made available.

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.

Because of 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 Government makes money available from this fund for school maintenance, purchase of equipment, sports materials, library books, musical instruments, etc., and in the case of the College and Vaipouli school, for the purchase of extra medical supplies and food.

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, at their own expense. Up to the present 80 have been completed and 10 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 policy the cost of building district schools was subsidised £1 for £1 with a maximum Government contribution of £500. The Government supplies seats and desks to schools of this type. All Government schools were supplied with radios but many have returned these and purchased modern transistor types which are economical in operation.

TEXTBOOKS, ETC.

The Education Department maintains a supply store from which some types of equipment, stationery, and textbooks are issued, or are sold to the schools. 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 two teachers 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 financed by the New Zealand Government, is distributed free to all Government and mission primary schools. The New Zealand Education Department has had three adventure novels translated into Samoan.

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 each term 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.

NEW ZEALAND EDUCATIONAL ASSISTANCE

During the year New Zealand continued to maintain and supervise scholarship students, to advise on and help with the secondment of European teachers, to set and mark the Samoan Public Service Examination, and to prepare school material in Samoan and English for the use of schools.

In June 1959 Dr C. E. Beeby, Director of Education in New Zealand, went to Samoa with Dr B. C. Lee, Superintendent of Technical Education, and Mr J. Leggatt, Director-designate of Education in Western Samoa, and made an assessment of where New Zealand could best and most expeditiously help education in Samoa meet the challenge of independence. In his report he said that, though compulsory universal education was desirable, at the moment an increased stress should be placed on the development of post-primary education so that the leaders required might be more quickly obtained.

The Government of New Zealand accepted his report and in 1960 has provided approximately £70,000, with grants of the same order to be considered in following years, for six projects:

- (a) *The Provision of Student Hostels at Samoa College*—The hope is that the selected children in this school will acquire greater facility in English, their second language, and that the boarding experience will be a preparation for subsequent university life. An initial grant of £15,000 was paid over in 1960 for building which is to begin in 1961.
- (b) *The Provision of Additional Seconded Teachers*—Samoan teachers, though good, have not yet all had a strong enough academic background nor sufficient experience to work without guidance. In 1960 two of the seven teachers arrived, and three more were to follow early in 1961, to strengthen teaching in the districts outside Apia.
- (c) *Further Technical Education and Trades Training*—Dr Lee considered that the best way to meet this need, which was urgent, was by the provision of buildings, equipment and instructors for the training of those already in the trades. In 1960 a scheme of day-release classes, to begin in 1961, was planned to take advantage of the New Zealand educational aid, and the preparation of plans for a trades school, for which funds were to be provided in 1961, set in motion.

- (d) *Further Scholarships for Education and In-service Training in New Zealand*—Approximately £23,500 was spent in 1960 on the 67 Samoan students in New Zealand, and the 21 new students selected for academic and trade scholarships. The New Zealand Public Service Commission arranged an in-service training programme for 15 senior Samoan public servants. Under the direction of the New Zealand Superintendent of Staff Training they were given a general course followed by experience in the appropriate New Zealand Department. In a visit in October 1960 to Western Samoa to assess the results of the training, the Superintendent recommended, and the two Governments agreed, to a further training course in 1961.
- (e) *The Provision of up to Seven Houses for Seconded Teachers*—In 1960 four houses were built for approximately £22,500. It is planned to complete the remainder in 1961.
- (f) *An Increase in the Provision of Publications and Textbooks*—In 1960 plans were made to use aid funds to develop the work which New Zealand is already doing through the Islands Education Division of the Education Department. £6,300 was appropriated for publications and textbooks, while two textbooks writers visited Samoa and began work on textbooks in simple English. The preparation of textbooks in Samoan was also put in hand.

In 1961 New Zealand expects to offer further educational assistance on a similar scale under these headings.

CHAPTER 2: PRIMARY SCHOOLS

GENERAL

The Government primary schools fall into the following categories:

- (a) The 103 village schools, staffed by locally trained Samoan teachers, most of them with only an elementary education, which educate pupils from Primer 1 to Standard 4.
- (b) The 11 district schools, staffed by the most competent Samoan teachers, Samoan teachers trained in New Zealand, and New Zealand seconded teachers, which draw the brighter pupils from Standards 3 and 4 in the village schools and educate them for a further two or three years up to the Form II level.
- (c) 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.

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.

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. 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 con-

siderable 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 three secondary schools:

- (a) *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.
- (b) *Vaipouli High School*—This school is located in the island of Savai'i and is being developed to cater for Form III to Form V classes.
- (c) *Avele Agricultural College*—Avele School, founded in 1924 and so the oldest of the schools established by the Administering Authority, was reorganised in 1958 with aid from New Zealand as a Subregional Agricultural College under the direct control of the Director of Agriculture. Its aim is to train boys in modern agricultural methods for work particularly in the Agriculture Department of the various territories utilising the college. Apart from Samoans, there are students from the Cook Islands, the Tokelau Islands, Eastern Samoa, and Tonga. The first boys graduated at the end of 1960.

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 co-educational institution. In the latter the basic curriculum is similar to that used in Samoa College, although 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 15 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

second or third year students may sit for the Samoan Public Service Examination and at the end of the third or fourth year for the New Zealand School Certificate Examination.

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.

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

The only institution of higher learning in the Territory is conducted by the Western Samoa Society of Accountants. This society was incorporated in 1959 and since then the society has instituted classes in accounting, commercial practice, commercial law, auditing, and company practice. There were in 1960 some 62 students enrolled in classes. The syllabus of the society is largely based on the examinations of the New Zealand Society of Accountants and, with the introduction of local taxation, an elementary knowledge of local marketing, Government finance, and cooperative concerns. The society's aim is to provide opportunities for advanced study in accountancy subjects tailored to the needs of the developing society of Western Samoa.

Outside Western Samoa, the Suva Medical School in Fiji is the nearest institution of higher education and scholarships are awarded to some of the best 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 teacher training colleges and universities at which Samoan scholarship students may continue their education. Three Samoans have recently completed medical degrees under the Scholarship Scheme, while one student completed an M.A. degree and another completed a B.Ag.Sc. degree. A further 13 students are taking courses at New Zealand universities.

The Government of the United States of America awarded two students from Western Samoa (in accordance with the United Nations General Assembly Resolution 557 of 18 January 1952) two scholarships tenable in American universities during 1960. One student was awarded a fellowship by the Government of Australia. Further awards have been offered for 1961.

The Teachers' Training College has a roll of 230 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.

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. 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 1960, 59 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

National refresher courses are held for Government teachers each term. In addition refresher courses are held in each district about twice a term. 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. 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.

The Public Library is in a new, specially designed building on the waterfront at Apia. The new building is of striking design and bears on its shore side splendidly bold examples of Samoan design. It was made possible by gifts of £5,000 each from the family of the late Mr O. F. Nelson, the Government of New Zealand, and the Government of Western Samoa. The library is administered under the Minister, by a committee with strong Samoan representation. There are over 5,000 books on the shelves and endeavours are being made to get literature, adult in concept yet simple in language, which will encourage Samoan readers.

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. 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 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.

There is no educational research taking place in Samoa. With the publication of Dr Milner's grammar and dictionary the time is probably ripe for a linguistic analysis and it is hoped that help can be received from some outside agency to do this, preliminary to teaching English by the structural approach. The scholarship and the facilities are not available in Samoa itself.

CHAPTER 8: CULTURE AND RESEARCH

SOCIAL AND EDUCATIONAL RESEARCH

Since the Territory has no university or institution of higher learning apart from the Institute of Accountants, the scope for research is limited, apart from the linguistic project sponsored by the Governments of both Samoas and a certain amount of medical research. Nevertheless, several universities undertook research in Western Samoa during the year. A part-Samoan is writing a doctoral thesis on the Territory's economy, financed by a fellowship from the Australian National University. At the same university a definitive history of Samoa in the nineteenth century is being prepared.

INDIGENOUS ARTS AND CULTURES

There are no special institutions for the encouragement of arts or crafts in the Territory. It is, however, hoped to establish a small museum of Samoan artefacts and historical relics, possibly in the new library buildings. Certain craft work and relics, and some rare birds and plants, are protected by ordinances mentioned earlier: fine mats, for instance, may not be taken out of the country. 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.

Formalities were also completed under the Stevenson Memorial Reserve and Mount Vaea Scenic Reserve Ordinance 1958 to set aside in perpetuity and in the name of the Samoan people an acre of land on which Robert Louis Stevenson's tomb is situated and the whole of Mount Vaea as a scenic reserve. 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, but is open to the public.

LANGUAGE AND LITERATURE

All indigenous inhabitants and virtually all the part-Samoan population speak the Samoan language; most of the part-Samoans and many others also speak English. A few of the older settlers occasionally use other languages. Dr Milner, of the London School of African and Oriental Studies, has spent several months in the Territory completing a comprehensive Samoan dictionary which will soon be published with assistance from the Samoan Government. Dr Milner is also compiling a grammar and an extensive collection of Samoan proverbs. The

Mormon Church published during the year an excellent handbook for learning Samoan, and conversely Radio 2AP has run a series of programmes entitled "English For You".

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 1960.

Part X: Resolutions and Recommendations of the Trusteeship Council

GENERAL

1. "The Council warmly commends the Administering Authority and the Samoan people for the progress that has been made during the last year in preparing the Territory for independence."

POLITICAL ADVANCEMENT

CONSULTATIONS WITH THE INHABITANTS IN REGARD TO MEASURES TAKEN OR CONTEMPLATED TOWARDS SELF-GOVERNMENT OR INDEPENDENCE

2. "The Council, recalling the recommendation which it adopted at the twenty-fourth session, invites the Administering Authority to convey to the Working Committee on Self-government its satisfaction at the progress achieved in preparing a preliminary constitution for the Territory and expresses its hope that the Working Committee will be able to complete this task in time for the Constitutional Convention."

3. "The Council notes with satisfaction the statement of the Administering Authority that the representatives of the Samoans themselves are in practice already exercising full powers over Western Samoa's domestic affairs and are playing the major part in the planning of the future political and constitutional development of their country."

The Working Committee on Self-government, composed of the two Fautua as Joint Chairman, seven Ministers, and seven other members of the Assembly, assisted by a specially appointed constitutional adviser (Professor J. W. Davidson) and the New Zealand Government adviser (Professor C. C. Aikman), completed a draft constitution in July 1960. The Constitutional Convention which was to consider a Constitution for the independent State of Western Samoa was convened on 16 August 1960. The Convention was composed of 173 members, including the Fautua, all members of the Legislative Assembly, three additional representatives from each of the three Samoan Legislative Assembly constituencies and four additional representatives of the European community. The Constitution was formally adopted on 28 October 1960. It will establish Western Samoa as an independent and sovereign State. It contains no provision for any formal link with New Zealand and, on its entry into force on the day on which the Trusteeship Agreement is ended, the New Zealand Government will cease to have any powers, legislative or administrative, in relation to Western Samoa.

CONSTITUTIONAL ARRANGEMENTS

(a) *Development of Representative, Executive, and Legislative Organs and the Extension of Their Powers*

4. "The Council welcomes the introduction of a Cabinet system of government and the election of the first Prime Minister of Western Samoa, the Hon. Fiamē Mata'afa F. M. II. The Council further welcomes the Prime Minister's emphasis on the need for national unity and the value of understanding and cooperation between the races and expresses its confidence that no effort will be spared by the Government and people of Western Samoa to ensure such understanding and cooperation in the future."

During the year under review Cabinet government continued to function smoothly. The Prime Minister, the Hon. Fiamē Mata'afa F. M. II, c.n.r., and his Ministerial colleagues conducted the administration skilfully and effectively and confirmed the Administering Authority's confidence in the ability of the Samoan people to manage their own affairs.

(b) *Head of State*

5. "The Council, recalling that at the twenty-fourth session it had pointed out the need for agreed arrangements governing the method whereby the two joint Heads of State would exercise their constitutional functions in any case of disagreement, expresses the hope that the Working Committee will soon be able to recommend a solution to this problem. The Council notes with interest in this connection the recommendation of the Working Committee on Self-government to the effect that on the death of one of the present Fautua the second Fautua will occupy the office of Head of State and on his death the office of the Head of State will be held by one person elected for a term of five years."

6. "The Council notes with satisfaction that the functions of the Head of the Executive Government have been transferred from the High Commissioner to the Council of State."

Articles 17 to 19 of the Constitution of the independent State of Western Samoa provide that on the death of one of the present Fautua the second Fautua will occupy the office of Head of State and that on his death the office of Head of State will be held by one person elected by the Legislative Assembly for a term of five years.

Citizenship

7. "The Council views with satisfaction the enactment of a Western Samoa Citizenship Ordinance and notes that only Western Samoan citizens will be allowed to vote in the forthcoming elections or take part in the Constitutional Convention."

All the 173 members of the Constitutional Convention were citizens of Western Samoa. Elections to the Legislative Assembly based on the Citizenship of Western Samoa Ordinance are to take place on 4 February 1961. The Citizenship Ordinance has recently been amended to provide for an extension until 31 December 1961 of the time in which eligible persons may opt to become Samoan citizens without going through the formalities of naturalisation.

Domestic Status

8. "The Council welcomes the statement of the Administering Authority that there is a growing feeling among responsible persons in Western Samoa towards abolishing distinctions of domestic status."

9. "Recalling its previously expressed opinion on this subject, and particularly its recommendation of the twenty-fourth session, the Council continues to believe that the question of regulating the use of Samoan lands and titles would not in itself necessitate a difference in domestic status. While noting with interest the recommendation of the Working Committee to the effect that a citizen of Western Samoa who is related to a family possessing rights to Samoan customary land should be eligible to hold a matai title in accordance with Samoan custom and usage and to hold the pule (control) over such land, the Council hopes that further efforts will be made to find a satisfactory formula for the elimination of distinctions based on race before the Territory achieves independence. The Council considers that the best interests of the Samoan people call for complete removal of such distinctions, and trusts that both the Administering Authority and the Samoan Government will spare no effort to realise this objective."

The Constitutional Convention adopted a resolution which reads:

"1. That only citizens of Western Samoa shall be permitted to hold matai titles.

"2. (a) That all citizens of Western Samoa who are related to families possessing rights to customary land shall be eligible, in accordance with Samoan custom and usage, to hold matai titles and to hold the pule over customary land.

"(b) That any dispute as to whether the holding of a matai title or the pule over customary land by any citizen is in accordance with Samoan custom and usage shall be determined, as at present, by the Land and Titles Court."

The effect of this provision is to remove the artificial distinction between Europeans and Samoans. Under the previous law a person who was less than half Samoan was barred from taking a Samoan title or exercising any control over Samoan land. (Although this development occurred after the period under review it is worthy of comment that at the elections for the Legislative Assembly held on 4 February 1961 no less than five of the new members elected by Samoan constituencies were formerly of European status.)

The electoral roll of persons outside the matai system will in future be known as the "Individual Voters' Roll" and not as the "European Roll".

ELECTORAL SYSTEM: DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

10. "The Council, noting that no decision has as yet been taken by the Working Committee on the question of suffrage, reiterates its hope that universal suffrage will be accepted by the people of Western Samoa and hopes that the Administering Authority will continue to impress upon the Samoan people the desirability of introducing universal suffrage."

11. "The Council considers, however, that the racial basis of the present electoral arrangements should be eliminated. The Council commends to the Working Committee the suggestions of the 1959 Visiting Mission with regard to the electoral system and hopes that they will be acceptable to the people of the Territory."

12. "The Council also hopes that it will soon be possible to extend in legislative elections the normal practice of secret ballot."

13. "The Council shares the view of the Administering Authority that the plebiscite to be held in Western Samoa on the basis of universal suffrage could play a positive role in educating the people regarding the advantages of universal suffrage."

The views of the Council on the question of universal suffrage have been brought to the attention of the Western Samoan authorities. The Administering Authority is convinced, however, that the great majority of the Samoan people support the present system of matai suffrage, but it believes that changes will inevitably take place in the future. The holding of a plebiscite based on universal franchise will undoubtedly have an educative influence in bringing home to the Samoan people the merits of a broader system of franchise.

The artificial racial basis of the present electoral arrangements will be eliminated in the new electoral law.

Under the present law there is an election by secret ballot in every constituency where more than one candidate is nominated, except where one candidate is nominated by a majority of the matai entitled to vote in that constituency. The Administering Authority agrees that it would be desirable to have an election by secret ballot in every case where more than one candidate is nominated. This matter will no doubt be closely examined during the preparation of the new electoral law.

LOCAL GOVERNMENT

14. "The Council takes note of the statement of the Administering Authority that further development of local bodies is desirable, especially in the town of Apia. It endorses the view of the 1959 Visiting Mission that local initiative and effort should be canalised towards the improvement of social standards and the increasing of production."

PUBLIC SERVICE: TRAINING AND APPOINTMENT OF SAMOANS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

15. "The Council notes with satisfaction that control of the Public Service has now been transferred to the Samoan authorities and that the Public Service Commission has been established. It notes further that a programme has been undertaken by the Administering Authority and the Western Samoan Government for training, in the first place, of 15 Samoan civil servants in New Zealand for positions of greater responsibility in Western Samoa. While expressing satisfaction with this programme, the Council considers that the pace of Samoanisation of the Public Service should be intensified and accelerated, since the Territory is on the threshold of independence. In this connection it considers that the creation of training facilities within the Territory itself would be the most effective means of relieving the shortage of qualified Samoan personnel in senior echelons of the administration."

An in-service training scheme for Samoan public servants was initiated by the Administering Authority and the Government of Western Samoa early in 1960, when 15 senior public servants attended a special course in New Zealand, followed by six months' training in appropriate New Zealand Government Departments. The Superintendent of Staff Training of the New Zealand Public Service Commission (Mr N. C. Angus) visited Western Samoa in October 1960 and, in accordance with his recommendations, the scheme has been extended. In 1961 10 more Samoan public servants will receive training in New Zealand, together with a small group of Samoan trainees for technical and clerical training. In addition a survey of the Samoan Public Service will be undertaken by the Superintendent of Organisation and Methods of the New Zealand Public Service Commission. The Administering Authority's scholarship scheme for Samoan students is also contributing to the training of Samoans to take up positions of responsibility in the administration. The plan to establish a trades training school in Apia under the New Zealand Government's programme of educational assistance is proceeding. A large proportion of the trainees at this school will be Samoan public servants or prospective public servants. It is expected that the building for the school will be erected during 1961. There is now a Western Samoan Society of Accountants with an excellent training scheme.

It is expected that New Zealand will continue after independence with both short- and long-term training of Samoan public servants for positions of higher responsibility.

JUDICIARY

16. "The Council notes the proposal of the Working Committee that a Court of Appeal should be constituted with headquarters in Apia, and that a Judicial Service Commission should be set up to advise the Council of State of appointment, promotion, and transfer of holders of judicial offices, other than that of Chief Justice. The Council expresses hope that the training of suitable Samoans in law will be accelerated so that qualified Samoan judges may serve in the Territory in the near future, particularly in the Supreme Court of Western Samoa."

The Constitution provides for the setting up of a Court of Appeal and a Judicial Service Commission. There are seven Samoans studying law at Victoria University of Wellington, of whom five are studying under New Zealand Government scholarships and one under a Samoan Government scholarship.

17. "The Council, while noting with satisfaction the statement of the Administering Authority that the Territory enjoyed a year of record prosperity which was reflected in greatly increased expenditure on economic development, reiterates its view that there is an urgent need for greater efforts on the part of the Government and people of Western Samoa to achieve an accelerated rate of economic growth and diversification of economy. The Council hopes that in the remaining period before independence the administering authority will take all necessary steps to encourage the development of new export crops in the Territory and to increase agricultural productivity

by using modern methods of agricultural technology. Council commends the work done by the Territorial Department of Agriculture in this field."

18. "The Council reiterates its previous view that there is an urgent need for the comprehensive long-term planning of economic development. It notes the assurance of the Administering Authority that the short-term plan for economic development is proceeding vigorously and that the land utilisation survey will provide the basis for long-term planning."

19. "The Council hopes that steps will be taken to introduce commercial fishing and cottage industries, handicrafts, and small industries based on the raw materials available in the Territory."

20. "Considering that insecurity of tenure under the traditional land system is largely responsible for the lack of incentive to increased production, the Council hopes that, in order to give the occupier and his descendants security of tenure as long as the land is properly cultivated, the possibility of adopting more generally a usehold system of tenure for Samoan land will be explored at least as a transitional step."

21. "The Council, recalling the recommendation which it adopted at the twenty-fourth session, notes with satisfaction the assistance given to Western Samoa by the Administering Authority up to the present and its statement that it envisages the continuation in the future of forms of financial and technical assistance consistent with the Territory's changing status and needs."

The upward trend in the Samoan economy was unfortunately checked in 1960 due to the fall in copra and cocoa prices and the decline in banana exports. The Economic Development Plan initiated in 1959 was, however, taken a stage further. The 1960 programme included the expenditure of £124,000 on agricultural services and £47,000 on roads, bridges, and water supplies. A notable achievement was the completion of the road around Savai'i. The activities of the Department of Agriculture were further expanded (see Part VI, Section 4, Chapter 3). It is probable that the Government of Western Samoa will shortly give consideration to a second Economic Development Plan to commence in 1962. The cultivation of customary land should be encouraged by the provision of a leasehold system of tenure as recommended by the Constitutional Convention. It is expected that this question will be considered by the Government of Western Samoa in 1961.

DEVELOPMENT OF ADEQUATE PUBLIC REVENUE: MONEY AND BANKING

23. "The Council notes with satisfaction that the Bank of Western Samoa came into full operation on 1 April 1959."

24. "The Council, having noted that 55 per cent of shares in this Bank are held at present by the Bank of New Zealand and 45 per cent by Government of Western Samoa, welcomes the statement of the Administering Authority that the Government of Western Samoa has the statutory right to purchase any number of additional shares at any time."

Discussions will be taking place in 1961 between the Government of Western Samoa and the Bank of Samoa on steps necessary to set up

and operate a development lending branch of the Bank to provide a source of capital for Samoan farmers to enable them to develop their lands and to increase production.

SOCIAL ADVANCEMENT

HUMAN RIGHTS

25. "The Council notes with satisfaction the statement of the Administering Authority that the fundamental human rights are proposed to be incorporated in the Constitution and that persons suffering from an infringement of any of those rights should have access to the Supreme Court of Western Samoa. The Council hopes that provisions such as those recommended by the Working Committee on Self-government will be incorporated in the Constitution and that necessary measures will be taken to ensure that these rights are enjoyed freely by all citizens of Western Samoa."

The Constitution includes a section safeguarding fundamental human rights.

PUBLIC HEALTH

26. "The Council notes that some progress continues to be made in the provision of medical and health facilities. It hopes that the Administering Authority will take before independence necessary steps to overcome shortages of medical personnel and to ensure the maintenance of efficient and satisfactory health services. In this connection the Council notes with interest that the Inspector-General of the South Pacific Health Service is making a study of health services and drawing up recommendations for a long-term health plan."

27. "The Council notes that the Administering Authority is providing more opportunities outside the Territory for higher education in medical and paramedical subjects and hopes that every effort will be made to further encourage suitable candidates to enter the medical and health profession."

28. "The Council expresses satisfaction at the successful elimination of yaws as a health problem in the Territory and welcomes the undertaking of the anti-tuberculosis campaign with the assistance of the World Health Organisation."

29. "The Council takes note of the observations and suggestions made by the World Health Organisation (T/1523) and commends them to the attention of the Administering Authority and the Government of Western Samoa."

The Government of Western Samoa is continuing its efforts to overcome the shortage of medical personnel and to encourage Samoan students to enter the medical and health profession. The Director of Health is among the group of senior Samoan public servants receiving training in New Zealand. The campaign to control tuberculosis undertaken in cooperation with WHO is well under way. The Inspector-General of the South Pacific Health Service (Dr Dill-Russell) made a thorough examination of public health in Western Samoa early in 1960 and his recommendations are now being considered by the Government of Western Samoa and the Administering Authority. Some of his

recommendations have already been put into effect. A fully qualified Samoan doctor trained under the New Zealand Government scholarship scheme returned to Western Samoa at the end of 1960 and another qualified Samoan is serving in a New Zealand hospital for additional experience before returning to Western Samoa at the end of 1961. Three other Samoans are at present studying under the scholarship scheme at Otago Medical School. One Samoan is attending the Suva Medical School under a WHO fellowship.

EDUCATIONAL ADVANCEMENT

30. "The Council notes that a Board of Education consisting of senior officials of the Department, representatives of missions, and several members of the community who have taken an interest in education was appointed to advise the Minister."

31. "The Council welcomes the decision made by the Administering Authority to offer financial and technical assistance to Western Samoa for the improvement of education facilities in the future. It notes that the projects to be carried out are the following: (a) the provision of student hostels at Samoa College; (b) the provision of additional seconded teachers to strengthen teaching in and outside Apia; (c) the expansion of technical education and trades training; (d) a considerable expansion of the scholarship scheme; (e) the provision of additional textbooks and publications for Samoan schools; (f) the provision of housing for seconded teachers. The Council is confident that the Administering Authority and the Government of Western Samoa will take all necessary measures to initiate the implementation of these projects in the near future."

The programme of educational assistance financed by the Administering Authority proceeded as planned during 1960. Four additional New Zealand teachers were seconded to district schools and houses have been built for them. A total of 74 Samoan students were studying in New Zealand under the scholarship scheme in 1960 and a further 14 new scholarships are to be awarded in 1961. It is expected that the dormitories for Samoa College will be near completion at the end of 1961 and that substantial progress will be possible with the trades training school.

32. "Recalling its previous recommendation that Samoa College should become a complete secondary school preparing students for University Entrance, the Council is confident that it will now be possible to carry out this reform without delay, and that the number of secondary students will soon be increased substantially. The Council notes that the secondary school in Savai'i has been opened and hopes that this school, as well as post-primary classes of district schools, will be further developed in order to provide additional study outlets for qualified pupils completing primary school studies."

33. "The Council endorses the views expressed by the 1959 Visiting Mission to the effect that measures towards establishing compulsory primary education should be maintained and that local initiative in districts may contribute greatly towards the expansion of primary education. As development of secondary education depends on a larger proportion of primary school pupils finishing their studies satisfactorily, the Council hopes that the quality of teaching will be

improved in all schools and consequently recommends an increase in the staff of the Teachers' Training College. The Council is of the opinion that use of adult education as a means of community development should be explored."

34. "The Council, while welcoming expansion of the scholarship programme undertaken by the Administering Authority in conjunction with the Government of Western Samoa, hopes that more students will receive scholarships for university education."

35. "The Council, noting that the new Samoan Dictionary will shortly be published, and, bearing in mind that the Samoan language may become the official language of the new State, emphasises the importance of advanced instruction in that language in the schools and of the provision of further literature in Samoan."

The completion of the dormitories at Samoa College will enable the number of secondary school pupils to be increased. The secondment of New Zealand teachers to district schools and the better equipped and more adequately staffed Teachers' Training College are contributing towards the expansion of primary education. The number of Samoans studying under the scholarship scheme at New Zealand universities is increasing. Further literature in Samoan is being supplied by the Administering Authority to Samoan schools. It is expected that the new Samoan Dictionary will be published in 1961.

ATTAINMENT OF THE OBJECTIVES OF TRUSTEESHIP

36. "The Council notes with satisfaction that the plan of political reforms drawn up by the Administering Authority in conjunction with the Government of Western Samoa and endorsed in its broad outline by the Council at its twenty-fourth session is being successfully carried out. It takes note of the fact that the date for holding the Constitutional Convention has been advanced in accordance with the wishes of the Samoan leaders and representatives and expresses confidence that the remaining steps before the proclamation of independence will be successfully carried out."

37. "The Council notes the statement of the Administering Authority that the possibility of advancing the tentative target date for the independence of Western Samoa, if such a step should prove practicable, is not excluded."

38. "The Council notes the statement of the Administering Authority that no treaties between Western Samoa and New Zealand will be concluded until after the Territory has attained independence. It notes the assurances of the Administering Authority that the views which have been expressed by members of the Council on this question will be fully taken into account and that they will be brought to the attention of the Samoans and their political leaders. The Council also notes the intention of the Administering Authority to supply to the General Assembly at its Fifteenth Session information on this matter."

Western Samoa continued its advance towards independence. During 1960 major steps were taken to carry out the tentative programme of political developments outlined to the Council at the twenty-fourth session. Notable among these were the completion by the Working

Committee on Self-government of its recommendations relating to Western Samoa's future status as an independent country, the adoption of the Constitution of the independent State of Western Samoa by the Constitutional Convention on 23 October 1960, and the consideration given to the future of Western Samoa by the General Assembly of the United Nations in December 1960. The Prime Minister of Western Samoa and the New Zealand representative gave the General Assembly a full account of the views of their Governments concerning the possible negotiation, after independence, of an agreement between the two countries by which Western Samoa might continue to look to New Zealand for various forms of assistance, both in administrative matters and in the field of external affairs. They explained that such an agreement would in no way limit Western Samoa's independence.

Arrangements are being made, in accordance with the recommendation of the General Assembly, to hold a plebiscite in Western Samoa in May 1961 to confirm that the Samoan people wish to see their country become an independent State, on the basis of the Constitution adopted by the Constitutional Convention, on 1 January 1962. The successful working of Cabinet government in Western Samoa and the thorough way in which the representatives of the Samoan people have considered the future of their country have confirmed the Administering Authority in its view that the transition from internal self-government to full independence should be accomplished without difficulty.

Part XI: Summary and Conclusions

In 1960 Western Samoa, in the last stages of trusteeship, pressed ahead to its coming of age. Political developments prepared the new State to meet the target date set for independence. The Cabinet system of government, inaugurated towards the end of 1959, established itself firmly. Important precedents governing the conduct of Ministers were accepted and the Council of State played a valuable part in government in its advisory capacity. The Administering Authority and, under a Samoan Prime Minister, the Samoan Government moved step by step through the programme of constitutional development. In the first six months the Constitutional Working Committee, with its two advisers, prepared the draft of the Constitution for an independent Samoa. This draft was then presented to the Constitutional Convention, which for three months debated the 122 clauses of a document which, if complicated for a small country, could at its adoption be said to blend the needs of a modern State with the strengths and values of a traditional society. After its adoption in October the Prime Minister at the end of the year appeared before the General Assembly to express his Government's belief in Samoa's capacity for independence on the basis of this Constitution. To establish that this belief was shared by the Samoan people, the Administering Authority, at the request of the General Assembly, began preparations for a plebiscite, to be based for the first time in Samoa on universal suffrage.

To supplement this political and constitutional activity, and prepare for the final transfer of power, the Administering Authority and the Samoan Government proceeded with the drafting of legislation required to ensure that Samoa enters on independence with a body of laws suitable for the needs of a modern independent State. This work covered revision of legislation in the legislative, judicial, administrative, financial, transport, and international fields. Special efforts will be made in 1961 to complete all essential work.

Both the Administering Authority and the Samoan Government have placed special emphasis on improving the educational and administrative foundations of the new State. Under energetic direction the recommendations of the Beeby report of 1959 were implemented with the specific aim of increasing the number of educated Samoans available for work in the administration of their country. At the same time selected senior civil servants were sent to New Zealand for intensive in-service training. At the conclusion of these courses, they appeared on expert evaluation to be so successful that plans were made to extend this training to a wider range of officers, and to supplement the sending of officers to New Zealand by a top level Organisation and Methods survey and intensive training within the Civil Service in Western Samoa. The Administering Authority and the Samoan Government hope by these measures to accelerate the replacement of imported staff by Samoans in the administration. At the same time the Administering Authority

continued to stress its willingness to provide such assistance as an independent Samoa would require in administration and in the field of external relations.

It was the special aim of the Administering Authority and the Samoan Government to maintain and extend the information programme begun in 1959 for the purpose of explaining to the people of Western Samoa the changes due to, and the problems of, independence. Although they were unable to develop as many sided a programme as had first been hoped, due to staffing difficulties, the Public Relations Office which had been set up with New Zealand help used the written and spoken word to describe Samoa's institutional progress and to emphasise the importance of constitutional Government under the law and its basis in the will of the people. In this programme the most important organ was the new Government newspaper *Savali*. To ensure that the Samoan people are fully aware of the changes taking place and can act responsibly in assessing their problems and deciding their future, it is hoped to develop the work of the Public Relations Office further in 1961 with the assistance of the Administering Authority.

With independence a year ahead, 1960 proved a reasonably stable year economically. Although overseas funds fell, this was due to heavy buying following the very high earnings of 1959. As a corollary Government revenue rose, so high indeed as to turn an estimated Budget deficit into a comfortable surplus. The year closed, however, on a sobering note of falling prices for Samoa's staple products, cocoa and copra, which, with the effect of storm weather on banana production, is likely to have some effect in 1961.

The obvious need is for continued intensive efforts to diversify and improve production and to increase investment. To ensure that a small independent country with a narrowly based economy is economically viable, it will be essential to ally to prudent financial management, energetic planning for continued economic development to cope with rising expectations and a rapidly increasing population. The appointment of a new Financial Secretary with the special task of speeding up economic development is therefore of considerable importance. The Samoan Government in 1961 will be better placed to coordinate the existing basic surveys, to establish hard-headed priorities, and to decide the lines of advance on the basis of realistic needs. With imaginative assessment and planning, and energetic administrative action, Samoa should, with aid in selected fields, be able to stand on its own feet economically. The Administering Authority is committed to do all in its power to ensure this consummation.

The Administering Authority believes that its efforts, and those of the Western Samoan Government in 1960 as part of the progress to independence, will materially assist in laying the foundations of a new and viable State. Western Samoa need not be thought of as a Utopia in the South Seas but a State – though small – with its own *raison d'être*, meeting the needs of an ancient society with deep-rooted traditions and fulfilling the demands of a modern age. If, as some historians believe, Samoa is indeed "Hawaiki", the ancient centre of Polynesia, it is perhaps historically fitting that it should become the first Polynesian State.

Glossary

Aiga .. .. .	.. .. .	.. .. .	Samoa 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	.. .. .	.. .. .	Samoa District Judge.
Fa'amasino Samoa	.. .. .	.. .. .	Samoa 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 1920s 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 .. .. .	.. .. .	.. .. .	Samoa 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 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
Total .. ..	..	..	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:

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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	1	5	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	..	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	..	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	..	..	2	4	6	3,633	3,880	7,513
25-29 ..	3,192	3,672	6,864	252	204	456	36	42	78	40	31	71	..	1	..	1	4	3,523	3,880	7,403	
30-34 ..	2,560	2,405	4,965	229	190	419	42	28	70	27	14	41	..	3	1	3	1	3,523	4,011	7,534	
35-39 ..	2,392	2,189	4,581	173	155	328	35	23	58	20	10	30	2	..	2	..	1	2,861	2,638	5,499	
40-44 ..	1,601	1,508	3,109	149	114	263	29	23	52	16	12	28	10	..	4	..	..	2,622	2,379	5,001
45-49 ..	1,500	1,357	2,857	105	77	182	19	13	32	24	8	32	23	..	10	..	..	1,805	1,657	3,462
50-54 ..	1,054	1,094	2,148	81	72	153	32	14	46	25	6	31	24	..	24	..	..	1,673	1,457	3,130
55-59 ..	764	791	1,555	61	47	108	15	10	25	20	4	24	13	..	24	..	..	1,216	1,186	2,402
60-64 ..	584	653	1,237	38	27	65	16	7	23	17	8	25	10	..	14	..	..	873	853	1,726
65-69 ..	483	505	988	29	34	63	14	5	19	12	2	14	14	..	10	..	..	665	695	1,360
70-74 ..	262	343	605	21	10	31	11	3	14	4	..	13	13	..	13	..	..	552	546	1,098
75 and over ..	391	469	860	20	23	43	14	..	20	6	..	4	13	..	13	..	..	311	356	667
N.S. ..	45	23	68	11	..	11	1	..	1	..	5	11	16	..	1	..	..	447	503	950
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 1960

			Males	Females	Total
Samoans	..	..	52,611	49,713	102,324
Europeans	..	..	3,094	2,985	6,079
			55,705	52,698	108,403

C. Births for Years 1954-60

Calendar Year	Live Births						Grand Totals	Birth Rate (Live Births per 1,000 of Population)		Still Born	
	Samoans			Europeans				Samoans	Europeans	Samoans	Europeans
	M.	F.	T.	M.	F.	T.					
1954	1,274	1,511	3,122	75	87	162	3,484	37.24	32.63	9	..
1955	1,755	1,581	3,179	76	93	169	3,501	36.46	33.40	1	..
1956	1,941	1,775	3,818	104	100	204	4,026	41.23	39.53	1	..
1957	2,016	1,726	3,772	96	94	189	3,951	39.85	32.64	1	..
1958	1,931	1,754	3,737	65	77	142	2,879	33.54	24.13	..	..
1959	2,057	1,787	3,854	100	87	187	3,041	40.57	31.1	..	..
1960	1,910	1,761	3,691	113	94	207	3,893	36.07	34.05	..	..

D. Deaths by Age Groups and Total Deaths 1960

(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	0.73	1-4 years	40	9.64
1 day	1	0.24	5-9 years	11	2.65
2 days	2	0.48	10-14 years	7	1.68
3 days	2	0.48	15-19 years	5	1.22
4 days	..	..	20-24 years	13	3.13
5 days	1	0.24	25-29 years	16	3.86
6 days	1	0.24	30-34 years	14	3.37
Total deaths 1-6 days	24	2.41	35-39 years	18	4.34
7-13 days	6	1.45	40-44 years	13	3.13
14-20 days	4	0.94	45-49 years	20	4.82
21-27 days	1	0.24	50-54 years	23	5.54
Total deaths under 28 days	11	2.63	55-59 years	26	6.27
28 days to 2 months	3	0.73	60-64 years	22	5.03
2 months	1	0.24	65-69 years	26	6.27
3 months	3	0.73	70-74 years	17	4.01
4 months	4	0.96	75-79 years	17	3.61
5 months	4	0.96	80-84 years	15	3.61
6 months	2	0.48	85 and over	23	5.54
7 months	3	0.73	Unknown	10	2.04
8 months	5	0.20	Total deaths 1 to over 85 years and unknown	341	82.17
9 months	..	..	Grand total	415	100.00
10 months	13	3.13			
11 months	7	1.68			
Total deaths 28 days to 11 months	53	12.78			
Total deaths under 1 year	74	17.83			

During the same period 3,898 live births were reported, giving an infant mortality rate (deaths under 1 year) of 18.98 per 1,000 reported

APPENDIX I *continued*

POPULATION *continued*

E. Migration: Year 1960

(Excluding transit passengers)

	Inward	Outward
Samoaans	7,328	8,088
Europeans	1,588	1,681
Chinese	9	7
Indians	30	59
Tongans	165	152
Niueans	18	8
Others	44	109
Total	9,182	10,104
Excess of outward over inward ..		922

APPENDIX II

ADMINISTRATIVE STRUCTURE OF GOVERNMENT

Administrative, Professional, and Clerical Divisions

- Class VII—£130, £145, £160, £180, £200, £240, £260, £285, £310, £335, £360, £385, £410, £435, £460, £485, £515.
- Class VI—£545, £575, £605, £640, £675, £710.
- Class V—£750, £795.
- Class IV—£835, £880.
- Class III—£920, £965.
- Class II—£1,015, £1,065.
- Class I—£1,115, £1,165.
- Class Special—£1,220, £1,275, £1,325, £1,375, £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.

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 ALLOWANCES

(a) *Adjustment Allowance*—In order to demonstrate the proposition that all employees of the Public Service, whether appointed locally or from overseas, are entitled to be classified and paid on a basis common to all with equal opportunity for promotion, all appointments from overseas are, in the first case, made on the basis of salary rates determined by reference to economic and social conditions in Western Samoa, i.e., at

local rates. However, when offering an appointment from overseas, it is advisable to have regard to the rates of pay obtaining in New Zealand. Accordingly, it is necessary to pay, as part of the expatriation allowances, an adjustment allowance, equal usually to the difference between the local basic salary and the salary payable in New Zealand for persons with qualification and experience of the standards required. In accordance with this policy, the adjustment allowances payable to overseas officers were increased to maintain a reasonable relationship to the increases made in New Zealand Public Service salaries.

(b) *Costs: Adjustment Factors*—To provide for compensation for additional costs, a cost-adjustment factor is included in the expatriation allowances. Since this factor is based on ascertained differences as between Western Samoa and New Zealand, the difference in taxation is dealt with by paying the cost-adjustment factor 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 - 966	45	205
867 - 933	40	200
934 - 1,000	35	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

(c) *Child Allowance*—For each child residing in Western Samoa, an allowance of £53 per annum is paid.

(c) *Inducement Allowance*—A deferred inducement allowance is payable in a lump sum at the end of a term of service, at the rate of £80 per annum.

The adjustment allowance, the cost-adjustment factors, and the child allowance (where paid) are combined to form the expatriation allowance. 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 Commission report.

DAILY RATES FOR CASUAL LABOUR

	s.	d.		s.	d.
Labourer (outside Apia) ..	11	3	Tradesman, Grade II ..	23	1
Labourer (in Apia) ..	12	8	Tradesman, Grade II ..	24	2
Semi-skilled labourer ..	13	9	(Engineering)		
Handyman ..	15	3	Tradesman, Grade I ..	29	4
Tradesman, Grade III ..	18	2	Tradesman ..	33	0

APPENDIX III

CRIMINAL CASES DEALT WITH BY THE HIGH COURT IN 1960

A. Apia (Sitting Days: 208)

	Number of Offences	Persons Charged				Convicted				Dismissed or Withdrawn					
		Part-European	European	Samoan	Chinese	Part-European	European	Samoan	Chinese	Part-European	European	Samoan	Chinese		
Prevention of the course of justice ..	33	M. 4 F. 2	.. ..	M. 25 F. 2	.. ..	M. 2 F. 1	.. ..	M. 17 F. ..	.. ..	M. 2 F. 1	.. ..	M. .. F. ..	M. .. F. ..	M. 8 F. 2	.. ..
Offences against morality ..	53	3 1	.. ..	41 8	.. ..	3 1	.. ..	26 7	.. ..	.. ..	.. ..	.. ..	.. ..	15 1	.. ..
Offences against the person ..	448	28 3	1 ..	350 66	.. ..	21 3	1 ..	316 64	.. ..	7 ..	.. ..	.. ..	.. ..	34 2	.. ..
Offences against the rights of property ..	768	58 1	.. ..	649 59	1 ..	51 ..	.. ..	606 46	1 ..	7 1	.. ..	.. ..	.. ..	43 13	.. ..
Police offences ..	977	89 1	10 ..	768 109	.. ..	60 1	7 ..	675 107	.. ..	29 ..	3 ..	.. ..	.. ..	93 2	.. ..
Breach of the peace ..	448	24 2	.. ..	277 144	1 ..	22 1	.. ..	217 117	.. ..	2 1	.. ..	.. ..	.. ..	60 27	1 ..
Liquor offences ..	148	8 ..	.. ..	98 39	3 ..	8 ..	.. ..	96 38	2 ..	.. ..	.. ..	.. ..	.. ..	2 1	1 ..
Drinking methylated spirits ..	4	.. ..	.. ..	4 ..	.. ..	.. ..	.. ..	4 ..	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..
Bylaw breaches ..	2,924	531 31	37 1	2,133 186	5 ..	490 25	33 1	1,898 153	4 ..	41 6	4 ..	.. ..	.. ..	235 33	1 ..
Miscellaneous ..	382	45 4	1 ..	298 21	13 ..	36 4	232 17	9 ..	9 ..	1	66 4	4 ..
Total ..	6,185	790 45	49 1	4,643 634	23 ..	693 36	41 1	4,087 549	16 ..	97 9	8	556 85	7 ..

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B. Tuasivi, Savai'i (Sitting Days: 57)

Prevention of the course of justice ..	6	M. .. F. ..	M. .. F. ..	M. 6 F.	M. .. F.	M. 1 F.	M. .. F. ..	M. .. F. ..	M. .. F. ..	M. .. F. ..	M. 5 F.
Offences against the person ..	109	1 ..	.. ..	99 9	.. ..	1 ..	.. ..	96 8	.. ..	.. ..	.. ..	.. ..	.. ..	3 1	.. ..
Offences against the rights of property ..	274	.. ..	.. ..	248 26	.. ..	.. ..	.. ..	228 25	.. ..	.. ..	.. ..	.. ..	.. ..	20 1	.. ..
Police offences ..	417	6 1	.. ..	384 26	.. ..	5 1	.. ..	313 26	.. ..	1 ..	.. ..	.. ..	.. ..	71 ..	.. ..
Breach of the peace ..	162	.. ..	.. ..	127 35	.. ..	.. ..	.. ..	111 30	.. ..	.. ..	.. ..	.. ..	.. ..	16 5	.. ..
Liquor offences ..	28	2 1	.. ..	24 1	.. ..	1 1	.. ..	24 1	.. ..	1 ..	.. ..	.. ..	.. ..	.. ..	.. ..
Bylaw breaches ..	472	28 ..	.. ..	400 44	.. ..	26 ..	.. ..	372 42	.. ..	2 ..	.. ..	.. ..	.. ..	28 2	.. ..
Miscellaneous ..	153	7 ..	.. ..	145 1	.. ..	5 ..	.. ..	134 1	.. ..	2 ..	.. ..	.. ..	.. ..	11 ..	.. ..
Total ..	1,621	44 2	.. ..	1,433 142	.. ..	38 2	.. ..	1,279 133	.. ..	6 ..	.. ..	.. ..	.. ..	154 9	.. ..

APPENDIX IV

PUBLIC FINANCE

RECEIPTS AND PAYMENTS FOR CALENDAR YEARS 1957-60

				<i>Receipts</i>			
				(in £000s)			
(a) <i>Taxation—</i>			1957	1958	1959	1960	
				£	£	£	£
<i>Direct—</i>							
Amusement tax	..	..	..	..	..	..	..
Arms licences	..	..	1	1	2	3	
Building tax	..	..	..	..	..	..
Income tax	..	..	119	94	149	172	
Licences and fees	..	..	11	28	26	31	
Stamp duties	..	..	1	2	6	5	
Vehicle licences	..	..	11	12	14	14	
Water rates	..	..	3	3	2	2	
				<u>£146</u>	<u>£140</u>	<u>£199</u>	<u>£227</u>
<i>Indirect—</i>							
Export duties	..	..	155	217	279	199	
Import duties	..	..	411	517	622	603	
Shipping and port duties	..	..	3	5	5	5	
Store tax	..	..	..	..	..	..
				<u>£569</u>	<u>£739</u>	<u>£906</u>	<u>£807</u>
<i>(b) From Public Property—</i>							
Wharfage dues	..	..	6	9	10	8	
Leases and rents	..	..	7	9	9	9	
				<u>£13</u>	<u>£18</u>	<u>£19</u>	<u>£17</u>
<i>(c) From Public Undertakings—</i>							
Health services	..	..	11	13	16	10	
Survey services	..	..	1	2	2	1	
Prison produce	..	..	1	2	3	4	
Postal and radio	..	..	44	53	57	48	
Electric power scheme	..	..	34	53	52	53	
				<u>£91</u>	<u>£123</u>	<u>£130</u>	<u>£116</u>
<i>(d) Other—</i>							
Interest on investment	..	..	15	12	13	26	
Court fees, fines, etc.	..	..	14	13	18	23	
General	..	..	9	18	18	20	
Issue and sale of stores	..	..	132	101	121	135	
Sale of liquor	..	..	74	80	85	92	
				<u>£244</u>	<u>£224</u>	<u>£256</u>	<u>£296</u>
Total ordinary receipts				<u>£1,063</u>	<u>£1,244</u>	<u>£1,510</u>	<u>£1,463</u>
<i>(c) Grants from New Zealand Government—</i>							
Government House	..	..	..	5	6	6	
Agriculture	..	..	..	22	26	24	
Education	..	..	..	34	8	..	
Health	..	..	..	..	..	..
Public Works	..	..	..	..	..	..
Prime Minister's	..	..	..	..	..	..
O.F. Nelson Memorial Library	..	..	..	..	5	..	
				<u>..</u>	<u>£61</u>	<u>£46</u>	<u>£35</u>

APPENDIX IV—continued

PUBLIC FINANCE—continued

RECEIPTS AND PAYMENTS FOR CALENDAR YEARS 1957-60—continued

Receipts—continued

	1957	(in £000s)		1960
	£	1958	1959	£
(d) <i>Other Grants—</i>				
Estate of Hon. O. F. Nelson, deceased	5	..
Western Samoa Trust Estates Corporation	30	30
			<u>£35</u>	<u>£30</u>

Payments

(a) <i>Civil Administration—</i>					
Government House	.. .. .	10	10	12	12
Legislative Assembly	.. .. .	27	41	35	36
Customs	.. .. .	8	7	8	8
Inland Revenue	.. .. .	5	4	4	5
Postal	.. .. .	34	31	36	34
Public Service Commission	.. .. .	8	9	7	9
Public Works Maintenance	.. .. .	140	123	159	176
Radio	.. .. .	19	16	21	20
Prime Minister's Department	.. .. .	54	40	72	104
Treasury	.. .. .	20	19	30	21
Marine	.. .. .	8	8	11	15
		<u>£333</u>	<u>£308</u>	<u>£395</u>	<u>£440</u>
Purchase of stores for issue or sale	..	179	119	146	166
		<u>£512</u>	<u>£427</u>	<u>£541</u>	<u>£606</u>
(b) <i>Internal Security—</i>					
Justice	.. .. .	31	29	28	33
Attorney-General	.. .. .	..	..	..	5
Police and prisons	.. .. .	65	58	66	75
		<u>£96</u>	<u>£87</u>	<u>£94</u>	<u>£113</u>
(c) <i>Economic development—</i>					
Agriculture	.. .. .	53	63	89	103
Communication	.. .. .	14	2	16	1
Electric power scheme	.. .. .	39	22	32	2
Lands and Survey	.. .. .	14	14	17	15
Port improvements	.. .. .	3	2	13	2
Roads, bridges, etc.	.. .. .	63	4	181	1
Water supplies	.. .. .	4	10	67	1
Buildings	.. .. .	..	..	..	21
Plant	.. .. .	..	..	..	19
Bank of Western Samoa	.. .. .	..	..	45	..
		<u>£190</u>	<u>£117</u>	<u>£460</u>	<u>£165</u>
(d) <i>Social Services—</i>					
Broadcasting	.. .. .	10	11	10	15
Health	.. .. .	215	191	248	247
		<u>£225</u>	<u>£202</u>	<u>£258</u>	<u>£262</u>
(c) <i>Educational Services</i>	.. .. .	<u>£251</u>	<u>£204</u>	<u>£212</u>	<u>£225</u>
		<u>£1,274</u>	<u>£1,037</u>	<u>£1,565</u>	<u>£1,371</u>

APPENDIX V

TAXATION

A. 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

	1960	1959
	£	£
1. Salary and wage earners	19,246	16,514
2. Businesses other than limited liability companies	13,937	11,773
3. Limited liability companies	118,612	101,677
4. Shipping	9,151	8,714
5. Insurance	1,979	1,628
6. Non-resident traders	1,490	1,023
7. Film renters	157	177
	£164,572	£141,506

APPENDIX VI
MONEY AND BANKING

(£000)

—	31 Dec 1956	31 Dec 1957	31 Dec 1958	31 Dec 1959	31 Dec 1960
(a) Amount of currency in circulation ..	£ 150	£ 170	£ 200	£ 200	£ 200
(b) Aggregate deposit money—					
Post Office Savings Bank ..	365	345	375	367	373
Bank of Western Samoa ..	300	277	330	862	742
	815	792	905	1,429	1,315

CURRENCY

Currency is backed by New Zealand Government securities held on behalf of the Government of Western Samoa. There are no gold reserves.

Foreign exchange is available through the accounts of the Bank of Western Samoa kept in London, Sydney, Suva, and Wellington. No separate accounts are kept overseas for Western Samoa dollar transactions.

Dollar exchange is obtained through the dollar pool.

The only trading bank in the Territory is the Bank of Western Samoa, constituted under an ordinance of the Legislative Assembly of Western Samoa, with a paid-up capital of £100,000, of which £55,000 is subscribed by the Bank of New Zealand and £45,000 by the Government of Western Samoa. It commenced business on 1 April 1959.

Fixed deposits are accepted by the Bank for any terms from three months to two years at ruling rates.

The Territory has no public debt, internal or external.

APPENDIX VII
A. COMMERCE AND TRADE

Year	Country	Imports		Exports and Re-exports		Balance			
1957	New Zealand ..	536,746	536,746	623,583	623,583	+ 86,837			
	Australia ..	368,787		91,171					
	Canada ..	56,606		..					
	Fiji ..	81,339		11,463					
	Hong Kong ..	54,261		..					
	India ..	39,233		..					
	Indonesia ..	74,193		..					
	United Kingdom	346,599		970,822					
	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					
				<u>1,291,132</u>			<u>1,258,740</u>	<u>1,882,323</u>	+ 32,392
									<u>1,827,878</u>
1958	New Zealand ..	738,420	738,420	1,287,184	1,287,184	+ 548,764			
	Australia ..	391,001		55,823					
	Canada ..	54,453		..					
	Fiji ..	93,232		31,738					
	Hong Kong ..	72,042		..					
	India ..	44,813		..					
	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 ..	51,392		25,778					
				<u>1,482,556</u>			<u>1,660,444</u>	<u>2,947,628</u>	+ 177,888
									<u>2,220,976</u>
1959	New Zealand ..	726,207	726,207	1,315,753	1,315,753	+ 589,546			
	Australia ..	434,502		60,111					
	Canada ..	54,455		..					
	Fiji ..	118,424		27,774					
	Hong Kong ..	113,278		..					
	India ..	42,095		..					
	Indonesia ..	60,011		..					
	United Kingdom	428,382		1,171,558					
	United States of America ..	326,500		255,667					
	Western Germany	50,313		134,993					
	Japan ..	130,254		89,973					
	Union of South Africa ..	25,257		..					
	Others ..	50,742		264,267					
				<u>1,834,213</u>			<u>2,004,343</u>	<u>3,320,096</u>	+ 759,676
									<u>2,560,420</u>
1960	New Zealand ..	766,853	766,853	993,944	993,944	+ 227,091			
	Australia ..	456,863		57,508					
	Canada ..	108,722		..					
	Fiji ..	107,112		34,506					
	Hong Kong ..	102,366		..					
	India ..	38,171		..					
	Indonesia ..	67,659		..					
	United Kingdom	373,390		864,400					
	United States of America ..	298,168		186,777					
	Western Germany	54,214		59,209					
	Japan ..	181,905		693					
	Union of South Africa ..	6,058		..					
	Others ..	86,602		220,067					
				<u>1,881,230</u>			<u>1,423,16</u>	<u>2,417,104</u>	+ 458,070
									<u>2,648,083</u>

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).

	1956	1957	1958	1959	1960
	£	£	£	£	£
New Zealand	14,106	6,331	11,885	9,354	14,599
Tokelau Islands .. ..	..	..	208	1,142	851
Fiji	13,377	11,248	31,619	27,774	34,506
Eastern Samoa .. ..	..	1,095	372	3,135	1,457
United Kingdom .. ..	..	..	..	161	300
Australia .. ..	..	1,400	..	146	..
Ships' stores .. ..	..	..	1,999	..	..
New Guinea .. ..	..	..	..	15	..
Tonga .. ..	..	..	..	..	25
Niue .. ..	..	..	..	..	104
Totals	27,483	20,074	51,651	41,727	51,842

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	
1957	cwt	£	yards	£	cwt	£	£
New Zealand	2,105	5,986	6,576	1,115	21,103	158,598	4,879
Australia	8,448	19,511	17,513	1,335	512	4,395	7,748
Canada .. .. .	..	..	5,434	848	..	..	3,482
Fiji	32,901	64,139	7,180	71	..	..	30
Hong Kong .. .. .	..	..	14,237	2,483	..	..	..
India .. .. .	..	..	200,947	17,030	..	..	..
United Kingdom	80	156	178,048	24,892	2	15	47,771
Union of South Africa .. .. .	..	..	..	..	8	30	..
Denmark .. .. .	..	..	..	..	19	162	8,481
Western Germany .. .. .	..	..	6,469	826	..	..	9
Switzerland .. .. .	..	..	..	..	..	..	32,628
United States of America .. .. .	..	..	..	..	..	..	16
Japan .. .. .	..	..	154,627	13,352	..	..	..
Poland .. .. .	..	..	3,520	282	..	..	..
	43,574	89,792	588,551	62,234	21,644	163,200	62,044
1958							
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	..	..	34
France .. .. .	..	..	..	..	..	..	45,918
United Kingdom .. .. .	..	..	241,939	33,438	..	..	..
Union of South Africa .. .. .	..	..	..	..	..	..	..
Denmark .. .. .	..	..	..	..	37	402	4,679
Western Germany .. .. .	..	..	8,129	346	..	..	..
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	..	..	..	..	16
Sweden .. .. .	..	..	..	..	4	46	..
	58,651	86,383	788,426	98,622	22,945	207,308	80,042
1959							
New Zealand	447	1,154	1,000	61	16,494	259,955	7,832
Australia	4,717	12,262	1,235	183	1,899	22,960	17,078
Canada .. .. .	..	..	2,890	409	..	..	2,929
Fiji	43,390	82,920	1,000	68	..	..	30
Hong Kong .. .. .	..	..	69,028	7,925	..	..	6
India .. .. .	..	..	223,908	8,274	..	..	..
United Kingdom	200	370	47,914	9,896	1	3	80,202
Union of South Africa .. .. .	..	..	..	..	..	..	..
Denmark .. .. .	..	..	..	..	10	169	10
Western Germany .. .. .	..	..	600,000	11	..	..	2,879
Switzerland .. .. .	..	..	..	..	..	..	..
United States of America	60	120	25,779	3,789	216	2,065	28,141
Japan .. .. .	..	..	136,582	20,767	..	..	85
Poland .. .. .	..	..	..	..	..	..	102
Holland .. .. .	..	..	..	..	..	..	1
Sweden .. .. .	..	..	..	..	..	..	..
	48,814	96,826	1,109,336	51,383	18,620	285,152	139,295
1960							
New Zealand	665	1,655	50	132	11,650	137,446	8,439
Australia	12,408	22,912	..	..	2,240	14,171	12,029
Canada	54	98	1,450	258	..	..	2,850
Fiji	40,669	72,625	..	..	..	..	20
Hong Kong	202	349	22,615	3,159	1	7	..
India .. .. .	..	..	205,942	13,753	..	..	..
United Kingdom .. .. .	..	..	101,356	14,893	..	..	106,834
Denmark .. .. .	..	..	..	..	4	105	13,198
Western Germany .. .. .	..	..	2,554	300	..	..	38,304
United States of America	20	121	3,283	606	52	548	16,472
Japan .. .. .	..	..	211,464	20,728	2	30	80
Holland .. .. .	..	..	195	59	..	..	2
Sweden .. .. .	..	..	..	..	..	..	33
Eastern Samoa .. .. .	..	..	..	..	..	..	..
	54,018	97,758	548,909	53,888	13,949	152,307	198,261

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
1957						
New Zealand	cases	£	tons	£	tons	£
Eastern Samoa	329,121	370,245	167	17,505	3,308	104,718
United Kingdom	64	71				
Australia			1,030	357,069	10,937	621,753
Germany			367	16,934		
Netherlands			17	3,276		
United States of America			30	6,150		
			650	157,420		
	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						
United Kingdom						
Australia			2,464	692,059	9,824	604,939
Germany			173	55,024		
Netherlands			81	22,923		
United States of America			50	13,816		
			702	220,547		
	884,555	1,007,189	4,209	1,247,308	10,077	618,659
1959						
New Zealand	786,423	904,281	413	106,446	3,527	290,003
Eastern Samoa						
United Kingdom						
Australia			2,224	529,998	7,833	641,399
Germany			219	57,333		
South America (Venezuela)			165	41,825	1,301	93,168
Netherlands					1,000	87,500
Japan			30	7,186	2,000	155,856
United States of America				98	1,180	89,875
			972	253,787	1	45
	786,423	904,281	4,023	996,673	16,842	1,357,846
1960						
New Zealand	564,023	647,514	305	62,818	3,802	262,828
United Kingdom			1,913	349,468	7,633	514,632
Australia			270	57,508		
Germany			288	59,209		
South America (Venezuela)					3,150	212,152
Netherlands			18	3,550		
Japan			4	693		
United States of America			923	186,542		
	564,023	647,514	3,721	719,788	14,585	989,612

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 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	14,619	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	Villagers	Total
<i>Cattle—</i>						
Beef	..	..	10,000	4,350	300	14,650
Dairy	..	..	100	450	..	550
			10,100	4,800	300	15,200
<i>Horses—</i>						
Draught, hackney, and race	..	..	400	500	2,600	3,500
Donkeys	..	..	270	..	..	270
			670	500	2,600	3,770

The numbers of pigs and poultry cannot be estimated accurately. There are perhaps 68,000 pigs and 400,000 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 1960 approximately 1,745 cattle are known to have been slaughtered. The average carcase weighs 390 lb. Hides to the value of £3,356 were exported.

The estimated amount of fresh milk produced in Western Samoa was 46,500 gallons.

APPENDIX X

FISHERIES

It is estimated that 2,100 tons of fish and marine animals of a wide variety of types, were caught in Western Samoa in 1960. Imported fish, tinned and frozen, amounted to 20,158 cwt, valued at £105,862.

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 over the past three years have been as follows:

	1958 super ft.	1959 super ft.	1960 super ft.
Timber cut—			
Western Samoa Trust Estates Corporation, formerly New Zealand Reparation Estates (approximately)	90,000	95,000	138,700
Private mill	120,000	125,000	360,000
Totals	210,000	220,000	498,700

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

The following are the comparative trading statistics for registered societies for 1959 and 1960:

1. <i>Total Number of Registered Societies—</i>			
	1959	1960	Active
Trading societies	39	42	25
Saving and lending societies	3	3	1
Service societies	2	2	none
Agricultural society	1	1	1
	—	—	—
	45	48	27
	—	—	—
2. <i>Total Membership—</i>			
	Registered 1959	Registered 1960	Active
Trading societies	3,660	3,704	3,575
Saving and lending societies	172	172	154
	—	—	—
	3,832	3,876	3,729
	—	—	—
Service societies	34	34	..
Agricultural societies	34	34	34
	—	—	—
3. <i>Paid-up Capital—</i>			
	£	s. d.	£
Trading societies	18,873	2 0	19,662
Saving and lending societies	863	1 4	863
Service societies	1,610	17 0	1,610
	—	—	—
	£21,347	0 4	£22,136
	—	—	—
	£21,347	0 4	£22,136
	—	—	—
	£21,347	0 4	£22,136
4. <i>Sales—</i>			
	£	s. d.	£
Retail	71,292	12 9	49,198
Copra	39,363	11 11	10,786
Cocoa	5,376	2 11	6,791
	—	—	—
	£116,032	7 7	£66,775
	—	—	—
	£116,032	7 7	£66,775

APPENDIX XV
TRANSPORT AND COMMUNICATIONS

POSTAL

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

Mail Matter Delivered

				1960
Letters and letter-cards	..	..	..	303,303
Printed papers	..	..	..	136,023
Registered articles	..	..	..	5,353
Parcels	..	..	..	12,357

Mail Matter Dispatched

				1960
Letters and letter-cards	..	..	..	256,971
Printed papers	..	..	..	45,408
Registered articles	..	..	..	3,114
Parcels	..	..	..	7,057

Money Orders

				1960
Issued—				
Number	..	..	..	930
Amount	..	..	..	£14,682
Paid—				
Number	..	..	..	4,374
Amount	..	..	..	£75,590

TELEPHONE SERVICES

There is only one telephone system, which has approximately 105 miles of local wires and 565 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 54,724 messages, totalling 1,091,217 groups for £14,797. Air, weather, and press services accounted or another 432,000 non-revenue traffic groups.

BROADCASTING SERVICES

There is only one broadcasting station. There are approximately 6,000 privately owned receiving sets and 200 Government-issued sets.

APPENDIX XV *continued*

TRANSPORT AND COMMUNICATIONS *continued*

ROAD TRANSPORT

Roads: Mileage figures —	1960
Bitumen-sealed roads	40
Other main roads	131
Secondary and village access roads ..	118
Plantation roads	40
Total	422

AIR TRANSPORT

One airline, Polynesian Airlines Ltd., was registered in the Territory in 1959. There is one airstrip and one sea-landing area.

RAILWAYS

Nil.

METEOROLOGICAL SERVICES

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

SHIPPING, PORTS, ETC.

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

Loaded	..	..	..	57,736
Unloaded	..	..	..	52,298

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

Number of Vessels Entered and Cleared in External Trade—208.

Net Tonnage Piloted—404,008.

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
CONSUMERS' PRICE INDEX—APIA

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	Seconded Employees						Local Employees					
	First Quarter 1951	Fourth Quarter 1959	First Quarter 1960	Second Quarter 1960	Third Quarter 1960	Fourth Quarter 1960	First Quarter 1951	Fourth Quarter 1959	First Quarter 1960	Second Quarter 1960	Third Quarter 1960	Fourth Quarter 1960
1. <i>Food</i> —												
(a) Meat and fish ..	1000	1782	1768	1779	1781	1786	1000	1936	1887	1926	1922	1899
(b) Fruit and vegetables ..	1000	1538	1493	1527	1535	1534	1000	1513	1487	1534	1655	1676
(c) Dairy produce ..	1000	1606	1602	1599	1633	1650	1000	1589	1585	1586	1592	1598
(d) Other foods ..	1000	1335	1336	1335	1367	1384	1000	1285	1302	1298	1324	1321
Aggregate, group 1 ..	1000	1540	1526	1535	1556	1565	1000	1581	1575	1594	1621	1616
2. <i>Housing</i> ..	1000	1764	1755	1755	1755	1755	1000	1074	1165	1168	1168	1168
3. <i>Fuel and Lighting</i> ..	1000	1404	1411	1411	1413	1413	1000	1089	1099	1099	1101	1101
4. <i>Apparel</i> —												
(a) Clothing ..	1000	1037	1043	1031	1113	1104	1000	1037	1043	1031	1113	1104
(b) Footwear ..	1000	1224	1261	1283	1278	1283	1000	1216	1229	1244	1243	1278
Aggregate, group 4 ..	1000	1063	1074	1066	1140	1129	1000	1078	1086	1081	1135	1144
5. <i>Miscellaneous</i> —												
(a) Household goods ..	1000	1419	1421	1447	1448	1457	1000	1037	1043	1031	1113	1104
(b) Personal goods ..	1000	1334	1336	1324	1336	1329	1000	1336	1341	1341	1330	1346
(c) Services ..	1000	1279	1292	1292	1292	1281	1000	1213	1224	1224	1222	1222
Aggregate, group 5 ..	1000	1307	1316	1315	1315	1318	1000	1276	1288	1289	1287	1294
All groups ..	1000	1396	1403	1406	1420	1421	1000	1370	1377	1385	1404	1404

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 Wages Tribunal for other workers:

—	Daily Rate (Effective 1 July 1959)	Overtime, Weekdays (Effective 1 July 1959)	Overtime, Holidays and Sundays (Effective 1 July 1959)
General labourers	11s. 3d.	16s. 8d.	22s. 6d.
Union Steam Ship Co.'s wharf labourers	11s. (plus three meals when working on ships)	16s. (plus four meals)	22s. (plus four meals)
Stevedores	11s.	16s.	22s.
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 693 members of the fund, of whom 656 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 93 members, including over 74 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 1960, 23 ex-Government officers received pensions to the value of £2,224, and charitable aid amounting to £360 was paid to seven recipients.

APPENDIX XIX

PUBLIC HEALTH

PERSONNEL (as at 31 December 1960)

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

Director of Health	1	(1E/S)
Surgeon Specialist	1	(1E)
Medical Superintendent, Apia Hospital	1	(1E)
Medical Officers	3	(2E, 1S)
Principal Dental Officer	1	(1E)
Managing Secretary	1	(1E)
Pharmacist	1	(1E)
Radiographers	1	(1E/S)
Bacteriologist	1	(1E/S)
Chief Inspector of Health	1	(1E)
Meat Inspector	1	(1E/S)
Samoan Medical Practitioners	43	(43S)
Samoan Dental Practitioners	5	(5S)
Pharmacy assistants	7	(7S)
Radiography assistants	1	(1S)
Laboratory assistants	6	(5S, 1E/S)
Assistant Sanitary Inspectors	5	(5S)
Matron	1	(1E)
Tutor Sister	1	(1E)
Sister—maternity ward	1	(1E)
Sisters	12	(8E, 4E/S)
Staff nurses—locally trained	93	(93S)
Nurse aids	18	(18S)
Nurses in training	123	(123S)

HOSPITALS, ETC.

General hospital, Apia	1	(285 beds)
Cottage hospitals or infirmaries	Nil	
District hospitals	15	(270 beds)
Dispensary exclusively for outpatients	2	
Government mobile clinics	1	
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	1957	1958	1959	1960
Measles	1,210	2	3	17
Whooping cough	160	177	202	645
Influenza	5,631	1,455	4,006	4,182
Tuberculosis—				
Pulmonary	228	204	37	95
Other forms	48	44	20	14
Infantile diarrhoea	944	563	1,383	957
Dysentery—				
Bacillary	29	23	17	8
Unclassified	23	41	246	46
Infective hepatitis	60	38	92	100
Leprosy	16	7	10	18
Yaws	258	14	6	5
Gonorrhoea	43	12	36	35
Syphilis	2	Nil	Nil	Nil
Typhoid fever	29	84	67	66
Paratyphoid fever	4	Nil	Nil	2
Tetanus	5	7	3	32
Chickenpox	42	55	20	34
Cerebro-spinal meningitis	28	27	31	69
Puerperal fever	13	1	13	24
Mumps	13	6	117	121
Poliomyelitis .. ..	..	4	Nil	14

HOSPITAL AND OUTSTATION TREATMENTS

	1960
Admitted during the year	13,592
Died during the year	258
Medical—	
Outpatient attendances, including dressing, during the year	208,658
Major operations during the year	1,481
Minor operations during the year	11,737
Maternity—	
Total deliveries	1,799
Premature births	18
Still births	44
Maternal deaths	2
*Dental—	
Total examinations	23,173
Restorations	6,661
Extractions	11,135
Prophylaxis	16,071
†Total operations	55,860

*This includes the schools programme in the Apia area, the mobile clinic for Upolu, and an outstation in Savai'i.

†Including miscellaneous operations.

APPENDIX XIX—*continued*

PUBLIC HEALTH—*continued*

HOSPITAL AND OUTSTATION TREATMENTS—*continued*

	1957	1958	1959	1960
Laboratory (Apia Hospital only)	17,016	21,166	29,219	38,458
X-ray services (Apia Hospital only)—				
Chest X-ray (including bronchograms) ..	5,562	5,910	6,287	5,129
Bones and joints ..	1,796	2,045	3,107	2,299
Abdominal X-rays (including barium meals, pyelograms, cholecystograms)	366	335	703	468
Dental X-rays ..	570	540	594	600
Superficial therapy ..	4	11	..	18
	<u>8,298</u>	<u>8,841</u>	<u>10,691</u>	<u>8,514</u>

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 1,100. In 1960 332 building permits, to an estimated value of £382,000, were issued.

APPENDIX XXI
PENAL ORGANISATION

AGE GROUP OF PRISONERS AS AT 31 DECEMBER 1960

Age					Number
15-20 .. .. .	..	..	..	..	34
21-25 .. .. .	..	..	..	..	53
26-30 .. .. .	..	..	..	..	55
31-35 .. .. .	..	..	..	..	27
36-40 .. .. .	..	..	..	..	10
41-45 .. .. .	..	..	..	..	2
46-50 .. .. .	..	..	..	..	2
51-55 .. .. .	..	..	..	..	3
56-60 .. .. .	..	..	..	..	2
Total .. .. .	..	..	..	..	188

PRISONERS BY LENGTH OF TIME SERVED

	Samoa		European/ Samoa		Total	
	M.	F.	M.	F.	M.	F.
Under 1 month	10	..	..	..	10	..
1 month and under 2 months	13	..	..	..	13	..
2 months and under 3 months	7	..	..	..	7	..
3 months and under 6 months	24	1	..	..	24	1
6 months and under 9 months	30	1	..	..	30	1
9 months and under 12 months	8	1	..	..	8	1
12 months and under 18 months	9	..	..	..	9	..
18 months and under 24 months	16	..	..	..	16	..
24 months and under 36 months	10	..	..	..	10	..
36 months and under 48 months	10	..	..	..	10	..
48 months and under 60 months	8	..	..	..	8	..
5 years and under 8 years	17	1	1	..	18	1
8 years and under 10 years	1	..	..	..	1	..
10 years and over	13	1	..	..	13	1
Life imprisonment	6	..	..	..	6	..
Total	182	5	1	..	183	5

APPENDIX XXI—*continued*

PENAL ORGANISATION—*continued*

TABLE SHOWING PREVIOUS COMMITTALS TO PRISON OF PRISONERS
CONFINED ON 31 DECEMBER 1960

Previous Committals	Status	Total
One committal ..	Samoan ..	36 (3 females)
Two committals ..	Samoan ..	31
	Samoan/European	1
Three committals ..	Samoan ..	9 (1 female)
Four committals ..	Samoan ..	6
Five committals ..	Samoan ..	11
Six committals ..	Samoan ..	5
Seven committals ..	Samoan ..	5
Eight committals ..	Samoan ..	2
Nine committals ..	Samoan ..	1
Eleven committals ..	Samoan ..	3
Fourteen committals ..	Samoan ..	2
Fifteen committals ..	Samoan ..	1
Sixteen committals ..	Samoan ..	2
Twenty committals ..	Samoan ..	1
Twenty-three committals ..	Samoan ..	1
No previous committals	Samoan ..	71
		188

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

Tafa'igata

Seven wards	..	..	..	5,850 sq. ft.
Thirteen cells	..	..	..	1,120 sq. ft.
Average floor space per person	..	..	..	34 sq. ft.

Tuasivi

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, 20; females, 2 (all general duties).

APPENDIX XXII

EDUCATION

CATEGORIES OF GOVERNMENT AND MISSION SCHOOLS

(Languages of instruction in parentheses)

S = Samoan. E = English

	Pastor Catechist	Primary	Secondary	Vocational	Theological
Government ..	..	114 (S and E)	2 (S and E)	2 (S and E)	..
Missions ..	244 (S)	43 (S and E)	6 (S and E)	1 (S and E)	3 (S and E)
Total ..	244 (S)	157 (S and E)	8 (S and E)	3 (S and E)	3 (S and E)

NUMBER OF SCHOOL CHILDREN IN PRIMARY SCHOOLS IN WESTERN SAMOA, CLASSIFIED ACCORDING TO AGE AND SEX, 1960

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 ..	97	73	325	265	81	73	914
Roman Catholic ..	1,188	1,310	1,028	1,040	278	370	5,214
Methodist ..	128	100	86	117	79	86	596
Seventh Day Adventists ..	143	152	155	128	79	84	741
Latter Day Saints ..	272	278	241	229	71	56	1,147
Congregational Church of Jesus in Samoa ..	12	11	18	27	14	51	133
Total ..	1,840	1,924	1,853	1,806	602	720	8,745
Government ..	5,581	5,241	3,050	3,139	100	46	17,157
Grand total ..	7,421	7,165	4,903	4,945	702	766	25,902

SECONDARY SCHOOL ROLLS

Government—Samoa College

Age ..	13		14		15		16		17		18		19		20		21		Total		
Form III ..	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	125	78	
Form IV ..	9	12	19	26	43	28	31	7	15	4	6	1	1	..	..	..	..	..	64	29
Forms V and VI	3	..	4	9	13	6	12	5	20	1	11	1	7	8	..	78	22
Total ..	9	12	27	28	60	54	64	23	46	9	30	2	15	1	7	..	8	..	267	129	
Missions—																					
Form III ..	..	3	21	8	24	25	39	40	40	33	19	19	9	7	2	..	..	2	154	137
Form IV ..	..	..	6	1	7	9	14	10	21	25	28	6	9	4	1	1	..	..	86	56
Forms V and VI ..	..	..	..	..	..	..	4	5	14	8	18	7	15	3	13	..	6	..	70	23
Total ..	..	3	27	9	31	34	57	55	75	66	65	32	33	14	16	1	6	2310	216	

APPENDIX XXII—continued

EDUCATION—continued

THEOLOGICAL COLLEGES FOR MEN

Ages		First Year	Second Year	Third Year	Fourth Year	Fifth Year	Sixth Year	Totals
18-19	.. ..	1	..	..	..	..	..	1
19-20	.. ..	..	2	1	..	..	..	3
20-21	.. ..	5	..	1	..	..	..	6
21 and over	.. ..	9	11	9	12	13	8	62
Totals		15	13	11	12	13	8	72

VOCATIONAL SCHOOLS (PRIMARY AND POST-PRIMARY LEVEL)

				Male	Female	Number Graduated
Government—						
Teacher's Training College	..	..	..	89	113	52
Trades Training	..	..	..	..	..	..
Nurse Training	..	..	..	..	126	86
Agricultural College	..	..	..	129	..	..
Missions—						
Girls' Commercial School (Roman Catholic)	..	..	..	..	15	..
Trades School (Methodist Mission)	..	..	..	..	..	..
Total				218	254	138

SUMMARY OF PUPILS AT SCHOOLS

Type of School	Primary		Secondary (Including Adult Night Classes)		Vocational		Totals
	5-18 Years		13 Years Upwards		16 Years Upwards		
	M.	F.	M.	F.	M.	F.	
Government	8,731	8,426	600	331	89	113	18,290
Missions	4,067	4,262	310	216	..	..	8,855
Total	12,798	12,688	910	547	89	113	27,145
	25,486		1,457		202		

SAMOAN STUDENTS ENROLLED IN INSTITUTIONS OF HIGHER LEARNING OVERSEAS, 1960

New Zealand (university and teachers' training college)	..	32
New Zealand (technical and trades training)	..	23
New Zealand hospitals (nurse trainees)	..	8
Total	..	63

APPENDIX XXII—*continued*

EDUCATION—*continued*

MISSIONS' OVERSEAS SCHOLARSHIPS

(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	1 (T)	2	..	..	7+1(T)	3	..	..	..	..
U.S.A. ..	1	..	2	..	2	..	..	..	7	2
Australia ..	..	..	..	..	3	..	..	..	..	..
Fiji ..	..	..	..	..	..	..	9	6	..	..
England ..	1 (T)	..	..	..	..	..	..	..	..	..
Total ..	3	2	2	..	13	3	9	6	7	2

GOVERNMENT STUDENTS ON OVERSEAS SCHOLARSHIPS

New Zealand	..	..	..	..	89
Australia	..	..	..	..	1

SUMMARY OF TEACHERS, WESTERN SAMOA, 1960

Designation	Primary				Secondary				Vocational			
	Certificated		Uncertificated		Certificated		Uncertificated		Certificated		Uncertificated	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Government—												
Samoans ..	216	249	31	35	12	5	..	..	6	3	1	..
Local Europeans ..	1	6	..	..	..	..	..	..	..	..	..	..
Europeans ..	6	2	..	..	..	..	..	..	..	..	..	..
Total ..	223	257	31	35	12	5	..	..	6	3	1	..
Mission—												
Samoans ..	34	20	40	83	4	..	1	..	..	..	..	1
Local Europeans ..	..	2	7	9	..	..	3	2	..	..	..	..
Europeans ..	..	14	5	11	20	5	1	3	..	1	..	..
Others ..	2	..	..	..	..	..	..	..	..	..	..	..
Total ..	36	36	52	103	24	5	5	5	..	1	..	1
Grand Total	259	293	83	138	36	10	5	5	6	4	1	1

APPENDIX XXII—continued

EDUCATION—continued

MISSION SOCIETIES AND MISSIONARIES ENGAGED IN EDUCATION

Name of Mission	Mission Headquarters	Nationalities of Mission Teachers											Total
		New Zealand	Australia	England	America	Canada	France	Germany	Switzerland	Western Samoa	Fiji	Cook Islands	
Roman Catholic ..	Rome ..	20	3	..	12	1	2	1	..	..	..	..	39
London Missionary Society ..	London ..	1	..	6	..	..	..	..	..	..	..	..	7
Methodist ..	Sydney ..	1	4	..	..	..	..	..	..	..	..	..	5
Seventh Day Adventists ..	Sydney ..	1	2	..	..	..	..	..	..	..	1	2	6
Latter Day Saints ..	Salt Lake City ..	1	..	..	20	1	..	..	..	..	..	..	22
Congregational Church of Jesus ..	Apia ..	..	..	..	..	..	..	..	..	..	..	..	..
Total ..	..	24	9	6	32	2	2	1	..	..	1	2	79

EXPENDITURE

The total expenditure for Government education, covering primary, secondary and vocational, trades, adult education, and library, for the year ending 31 December 1960 was £225,092.

	£	£
(a) Maintenance ..	220,792	
(b) Capital development	4,300	
		225,092

To this sum can be added the amount of £70,000 spent by New Zealand under the Educational Aid Programme.

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	£2 5s. per annum.
Standards I, II, and III ..	£3 per annum.
Standard IV, Forms I and II ..	£3 15s. per annum.
Samoa College secondary department, Teachers Training College, Avele, and Vaipouli Agricultural College	£4 10s. per annum.

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 over 17 years enrol for a three years' course of training. The first two years are spent in the Teacher's College and the third year in practice in the schools. At the end of a satisfactory course a Trained Teachers' Certificate is awarded.

APPENDIX XXII—*continued*

EDUCATION—*continued*

In 1960 the roll consisted of 230 students. Of these, 62 completed the course and were awarded Trained Teachers' Certificates.

The following basic scales are payable to all Samoan teachers.

Salary and Grading Scheme for Samoan Certificated Teachers 1 June 1960

Division	Scale I	Scale II	Scale III	Scale IV	Scale V
1	.. 130	145			
2	.. 145	160			
3	.. 160	180			
4	.. 180	200			
5	.. 200 (SPS)	220			
6	.. 220	240			
7	.. 240	260			
8	.. 260	285			
9	.. 285 (S. Cert.)	310	285		
10	.. 310	335	310		
11	.. 335	360	335		
12	.. 360	385	360	360	
13	.. 385	410	385	385	
14	.. 410	435	410	410	
15	.. 435	460	435	435	
16	.. 460	485	460	460	
17	.. 485	515	485	485	
18	.. 515 (SPS)	545 (SPS)	515	515	
19	.. ..	..	545	545	
20	.. ..	..	575	575	
21	.. ..	..	605 (SPS)	605	
22	.. ..	..	640 (S. Cert.)	640	
23	.. ..	..	..	675	
24	.. ..	..	..	710	
25	.. ..	..	..	..	750
26	.. ..	..	..	..	795
27	.. ..	..	..	..	835 (S. Cert.)
28	.. ..	..	..	..	880
29	.. ..	..	..	..	920
30	.. ..	..	..	..	965

Salary and Grading Scheme for New Zealand Certificated Teachers; 1960

Scale I	..	..	..	£485 to £1,015
Scale III	..	..	..	£775 to £1,085
Scale IV	..	..	..	£980 to £1,260
Scale V	..	..	..	£1,155 to £1,325

APPENDIX XXIII

INTERNATIONAL AGREEMENTS APPLIED TO WESTERN SAMOA DURING 1960

1. MULTILATERAL AGREEMENTS

Amendments to Articles 24 and 25 of the Constitution of the World Health Organisation, adopted by the Twelfth World Health Assembly at its Eleventh Plenary Meeting at Geneva on 28 May 1959.

Instrument of acceptance deposited on behalf of New Zealand on 4 April 1960. In force for New Zealand on 25 October 1960. (These amendments apply to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

World Health Organisation Regulations No. 2 of 1951: Additional Regulations of 19 May 1960 with respect to the Health Part of the Aircraft General Declaration adopted by the Thirteenth World Health Assembly at its Twelfth Plenary Meeting at Geneva on 19 May 1960.

Did not require signature on behalf of New Zealand. In force for New Zealand on 1 January 1961. (These regulations apply to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

Declaration on the Provisional Accession of Tunisia to the General Agreement on Tariffs and Trade, done at Tokyo on 12 November 1959.

Signed on behalf of New Zealand on 23 May 1960. In force for New Zealand on 22 June 1960. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

Telegraph Regulations (Geneva Revision, 1958), done at Geneva on 29 November 1958.

Signed on behalf of New Zealand on 29 November 1958. Instrument of approval deposited on 7 July 1960. In force for New Zealand on 7 July 1960. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

Telephone Regulations (Geneva Revision, 1958), done at Geneva on 29 November 1958.

Instrument of approval deposited on behalf of New Zealand on 7 July 1960. In force for New Zealand on 7 July 1960. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

Indus Basin Development Fund Agreement, done at Karachi on 19 September 1960.

Signed on behalf of New Zealand on 19 September 1960. This Agreement is not subject to ratification but entered into force on 12 January 1961, the date of the exchange of instruments of ratification between India and Pakistan of the Indus Waters Treaty 1960. The Agreement takes effect retrospectively from 1 April 1960. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

The Antarctic Treaty, done at Washington on 1 December 1959.

Signed on behalf of New Zealand on 1 December 1959. Instrument of ratification deposited on 1 November 1960. Not yet in force. (Will apply to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

APPENDIX XXIII—*continued*

INTERNATIONAL AGREEMENTS APPLIED TO WESTERN SAMOA DURING 1960—*continued*

1. MULTILATERAL AGREEMENTS—*continued*

Convention on the Privileges and Immunities of the Specialised Agencies, adopted by the Second Regular Session of the General Assembly of the United Nations at New York on 21 November 1947.

Instrument of accession deposited on behalf of New Zealand in respect of United Nations Educational, Scientific, and Cultural Organisation, Universal Postal Union, International Telecommunications Union, International Labour Organisation, World Health Organisation, Food and Agriculture Organisation, International Civil Aviation Organisation, and World Meteorological Organisation on 25 November 1960, subject to a reservation in respect of Article IV, Section 11, of the Convention. In force for New Zealand on 25 November 1960. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

International Sugar Agreement, done at London on 1 December 1958.

Instrument of accession on behalf of New Zealand deposited on 28 November 1960. In force for New Zealand on 28 November 1960. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

Declaration on the Relations Between the Contracting Parties to the General Agreement on Tariffs and Trade and the Government of the Polish Peoples Republic, done at Tokyo on 9 November 1959.

Signed on behalf of New Zealand on 7 December 1960. Not yet in force. (Will apply to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

2. BILATERAL AGREEMENTS

Philippines

Parcel-post Agreement between New Zealand and the Republic of the Philippines: Detailed Regulations for the execution of the parcel-post Agreement between New Zealand and the Republic of the Philippines.

Signed on behalf of New Zealand at Wellington on 29 March 1960 and on behalf of the Republic of the Philippines at Manila on 9 May 1960. Entered into force on 2 August 1960. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

United States of America

Exchange of Notes between the Government of New Zealand and the Government of the United States of America supplementing the Civil Air Transport Agreement of 3 December 1946.

Notes exchanged at Washington on 30 December 1960. In force 30 December 1960. (Applies to Western Samoa, the Cook Islands (including Niue), and the Tokelau Islands.)

APPENDIX XXIV
LEGISLATIVE ACTIVITY 1960

A. IN SAMOA

(i) *Ordinances*

No.

1. Imprest Supply
2. Indecent Publications
3. Constitutional Convention
4. Business Licences
5. Sea Carriage of Goods
6. Banking
7. Censorship of Films
8. Faipule Election Amendment
9. Income Tax Amendment
10. Gaming
11. Arms
12. Animals
13. Legislative Assembly Powers and Privileges
14. Petroleum
15. Measures
16. Labour
17. Commissions of Inquiry
18. District and Village Government Board Amendment
19. Constitutional Convention Amendment
20. Appropriation
21. Enactments Amendment and Repeal
22. Credit Unions
23. Road Traffic
24. Workers' Compensation

(ii) *Regulations*

1. Legislative Salaries and Allowances Order
2. Radio on Ships Regulations 1960
3. Births and Deaths Registration
4. Land Board (Remuneration and Allowances)
5. School Fees Regulations
6. Legislative Salaries and Allowances Order Amendment No. 1
7. Constitutional Convention Regulations 1960
8. Western Samoa Legislative Assembly Regulations 1957, Amendment No. 1
9. Constitutional Convention Regulations 1960, Amendment No. 1
10. Customs Tariff Exemption Notice 1955, Amendment No. 6
11. Police Force Regulations 1951, Amendment No. 4
12. The Petroleum Ordinance
13. Petroleum Regulations
14. Port Control Amendment Regulations 1960

APPENDIX XXIV—*continued*
LEGISLATIVE ACTIVITY 1960—*continued*

A. IN SAMOA—*continued*

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

Sessional Paper No.	Description of Paper
1.	Apia Park Board – Annual Report, 31 December 1958
2.	Report of Public Service Commissioner, 31 December 1958
3.	Education – Annual Report
4.	Radio – Annual Report
5.	Police and Prisons – Annual Report
6.	Health – Annual Report
7.	Agriculture – Annual Report
8.	Public Works – Annual Report
9.	Post Office – Annual Report
10.	Broadcasting – Annual Report
11.	Justice – Annual Report
12.	Land and Titles Court – Annual Report
13.	Lands and Survey – Annual Report
14.	Estimates of Receipts and Payments
14A.	Supporting Schedules to Estimates of Expenditure for Development
14B.	Supporting Schedules to Estimates of Expenditure for Maintenance
14C.	Financial Statement (Budget), 1960
15.	Fire Brigade – Annual Report
16.	Government Printing Office – Annual Report
17.	Inland Revenue – Annual Report
18.	Marine – Annual Report
19.	Statement of Receipts and Payments of Government Departments, 30 September 1959
20.	Statement of Receipts and Payments of Government Departments, 31 December 1959
21.	Annual Report and Balance Sheet of Western Samoa Trust Estates Corporation, 1959
22.	Labour – Annual Report
23.	Report of Commission of Inquiry into Ministerial and Legislative Assembly Salaries and Allowances, 1960
24.	Report of Commission of Inquiry into Western Samoa Public Service Salary and Wage Scales
25.	Copra Board of Western Samoa – Annual Report
26.	Statement by Acting Prime Minister Relating to Members' Salaries and Allowances, 13 April 1960
27.	Ministerial Statement by Hon. Tualualelei Mauri, Minister of Agriculture, 19 April 1960
28.	Paper on Maintenance of Government Residences, 1954 to 1959
29.	Cooperative Societies – Annual Report
30.	Report of Select Committee on Credit Unions Bill
31.	Ministerial Statement by Acting Prime Minister Relating to Salaries and Allowances of Members of the Legislative Assembly, 22 April 1960
32.	Report on Long-term Plan for the Health Services of Western Samoa
33.	Report of Ministers' Private Interests Committee, New Zealand

APPENDIX XXIV—*continued*

LEGISLATIVE ACTIVITY 1960—*continued*

A. IN SAMOA—*continued*

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

Sessional Paper No.	Description of Paper
34.	Report and Balance Sheet of the Samoa Public Trust Office, 31 December 1959
35.	Paper on Reconstruction of Membership of Standing Select Committees of the Legislative Assembly
36.	Paper on Workers' Compensation Rates
37.	Report on Harbour Facilities at Apia on the Island of Upolu and for the Island of Savai'i
38.	Estimates of Marketing Division, 31 December 1960
39.	Supplementary Estimates for Expenditure of the Government of Western Samoa, 31 December 1960
40.	Financial Statement (Supplementary), 31 December 1960
41.	Statement by Prime Minister on Dissolution of Assembly and General Elections
42.	Annual Accounts and Balance Sheet of Marketing Division of Department of Agriculture, 31 December 1960
43.	Report on Stocktaking of Consumable Stores of the Public Works Department, 31 December 1960
44.	Comments by Minister of Education on Stationery and School Requisites, 1960
45.	Audited Statement of Receipts and Payments of Government Departments, 31 December 1959
46.	Annual Report of Controller and Auditor-General of New Zealand to the Legislative Assembly, 31 December 1959.
47.	Liquor Trading Account, 31 December 1959
48.	Working Account of Government Printing Office, 31 December 1959
49.	Post Office Working Accounts, 31 December 1959
50.	Annual Accounts and Balance Sheet of (Marketing Division) of the Agriculture Department, 31 December 1959
51.	Western Samoa Public Service – Annual Report
52.	Report of Public Accounts Committee
53.	Paper on Deposits Development Account of the Treasury Fund

B. IN NEW ZEALAND

(iv) *Acts*

Nil

(v) *Regulations*

- 59. Western Samoa Audit Regulations
- 60. Western Samoa Legislative Assembly Regulations 1957, Amendment No. 1
- 127. Western Samoa Regulations Revoked
- 165. Samoa Reserved Enactments Order
- 172. Samoan Public Service Order

APPENDIX XXV

A. MEMBERS OF THE LEGISLATIVE ASSEMBLY (ELECTED FEBRUARY 1961)

Speaker:

Hon. Amoa Tausilia

Deputy Speaker:

Mr Tuilagi Simi

Samoan Elected Members:

Mr Leniu Fanene Ava'ona	..	..	Vaimauga East
Mr Tofaeono Muliaga	..	..	Vaimauga West
Mr Vaitagutu Siaki	..	..	Faleata East
Mr Feaunati Panapa	..	..	Faleata West
Mr Laufile Tusani Time	..	..	Sagaga (Le Falefa)
Mr Leapaitausiliilenuu Sefo	..	..	Sagaga (LE Usoga)
Mr Leaupepe Faatoto	..	..	Aana Alofi No. 1
Mr Pilia'e Iuliano	..	..	Aana Alofi No. 2
Mr Letelemaana Tala	..	..	Aana Alofi No. 3
Mr Mafua Tamoto	..	..	Aiga-i-le-Tai
Hon. Faalavaau Galu	..	..	Falelatai and Samatau
Mr Tuaepepe Taula Tame	..	..	Lefaga and Faleseela
Hon. Anapu Solofa	..	..	Safata
Mr Tofaeono Taulima	..	..	Tuamasaga South Siumu
Hon. Tuatagaloa Simaile	..	..	Falealili
Hon. Fiame Mulinu'u II	..	..	Lotofaga
Mr Fatialofa Matisua	..	..	Lepa
Mr Sagapolutele Pose	..	..	Aleipata (Itup-i-Luga)
Hon. Amoa Tausilia	..	..	Aleipata (Itupa-i-Lalo)
Mr Ulualofaiga Talamaivao Vacla'a	..	..	Va'a-o-Fonoti
Mr Iuli Veni	..	..	Anoama'a East
Mr Tagaloa Siaso	..	..	Anoama'a West
Mr Tuilagi Simi	..	..	Faasaleleaga No. 2
Mr Segi Lefa	..	..	Faasaleleaga No. 3
Mr Peseta Uisa	..	..	Faasaleleaga No. 4
Mr Tevaga Paletasala	..	..	Gaga'emauga No. 1
Mr Malotuto'atasi Iiga Sauni Kuresa	..	..	Gaga'emauga No. 2
Mr Leotu Lu	..	..	Gaga'emauga No. 3
Mr Peseta Seko	..	..	Gagaifomauga No. 1
Mr Tu'u Lolesio	..	..	Gagaifomauga No. 2
Mr La'auli Paoa	..	..	Gagaifomauga No. 3
Hon. Tufuga Fatu	..	..	Vaisigano East No. 1
Mr Lesatele Rapi	..	..	Vaisigano West No. 2
Mr Foaima Muava'a	..	..	Falealupo
Mr Tua'iaufa'i Fuifui	..	..	Alataua West
Hon. To'omata Tua	..	..	Salega
Mr Faiumu Apete	..	..	Palauli West
Hon. Asiata Lagolago	..	..	Satupa'itea
Mr Afoafouvale Misimoa	..	..	Palauli East
Mr Fepulea'i Mani	..	..	Palauli-le-Falefa

APPENDIX XXV—*continued*

A. MEMBERS OF THE LEGISLATIVE ASSEMBLY (ELECTED FEBRUARY 1961)—*continued*

European Elected Members:

Hon. G. F. D. Betham
 Mr H. J. Keil
 Hon. F. C. F. Nelson
 Mr A. M. Gurau
 Mr P. Plowman

B. MEMBERS OF CABINET (FROM FEBRUARY 1961)

Hon. FIAME M. F. M. II, Prime Minister and Minister in Charge of Secretariat Department and District Affairs, External Affairs, and Police.
 Hon. G. F. D. BETHAM, Minister of Finance, Customs, and Inland Revenue, Minister for Economic Development.
 Hon. ASIATA LAGOLAGO, Minister for Agriculture.
 Hon. TUATAGALOA L. T., Minister for Education.
 Hon. TUFUGA F., Minister for Health.
 Hon. F. C. F. NELSON, Minister of Public Works, Transport, and Marine.
 Hon. ANAPU S., Minister for Justice.
 Hon. FA'ALAVAAU G., Minister for Radio, Post Office, and Broadcasting.
 Hon. TO'OMATA L., Minister for Lands.

C. MEMBERS OF COUNCIL OF STATE

His Excellency, J. B. WRIGHT, High Commissioner and President.
 Hon. TUPUA TAMASESE, C.B.E., Fautua.
 Hon. MALIETOA TANUMAFILI II, C.B.E., FAUTUA.

APPENDIX XXVI

CLIMATOLOGICAL DATA FOR APIA, 1956-60

	1956	1957	1958	1959	1960
Total rainfall (inches)	111·51	98·89	91·53	124·16	106·51
Number of rain days	223	190	180	206	214
Maximum daily rainfall (inches)	3·68	4·21	4·75	6·41	5·26
Date	25 Apr	17 Feb	27 Dec	24 Dec	19 Nov
Extreme maximum temperature (°F)	89·2	89·2	91·1	90·8	89·9
Date	16 Apr	29 Mar	15 Mar	2 Feb	23 Mar
Extreme minimum temperature (°F)	67·1	64·7	64·8	66·3	67·2
Date	7 Jun	16 Aug	29 Jul	25 July	11 Sep
Mean daily maximum temperature (°F)	85·2	85·8	86·5	86·4	86·0
Mean daily minimum temperature (°F)	73·1	73·8	73·5	74·4	74·4
Mean daily temperature (24 hourly values - °F)	79·23	79·98	80·0	80·36	80·2
Total amount of bright sunshine (hours)	2,644·5	2,537·5	2,582·4	2,519·7	2,537·7

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