

Document Symbol:

A/2433, T/1038, T/1058

Best copy available

UNITED NATIONS
GENERAL
ASSEMBLY



Distr.
GENERAL
A/2433
10 August 1953
ORIGINAL: ENGLISH

ADMINISTRATION OF THE TRUST TERRITORY OF WESTERN SAMOA

REPORTS OF THE NEW ZEALAND GOVERNMENT
FOR THE YEARS 1951 AND 1952

Note by the Secretary-General

In accordance with the terms of Article 88 of the Charter, the Secretary-General has the honour to transmit to the Members of the General Assembly the reports received from the New Zealand Government on the Administration of the Trust Territory of Western Samoa for the years 1951 and 1952.

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

UNITED NATIONS
TRUSTEESHIP
COUNCIL



Distr.
GENERAL

T/1039
14 November 1952
ORIGINAL: ENGLISH-
FRENCH

REPORT OF THE NEW ZEALAND GOVERNMENT ON THE
ADMINISTRATION OF THE TRUST TERRITORY OF WESTERN
SAMOA FOR THE YEAR ENDING 31 DECEMBER 1951

Note by the Secretary-General

The Secretary-General has the honour to transmit to each member of the Trusteeship Council four copies of the report of the New Zealand Government on the Administration of Western Samoa for the year ending 31 December 1951.*

Three hundred and sixty copies of the report were received by the Secretary-General on 11 November 1952.

RAPPORT DU GOUVERNEMENT DE LA NOUVELLE ZELANDE SUR
L'ADMINISTRATION DU TERRITOIRE DE SAMOA OCCIDENTALE
POUR L'ANNE 1951

Note du Secrétaire général

Le Secrétaire général a l'honneur de transmettre à chacun des membres du Conseil de tutelle quatre exemplaires du rapport du Gouvernement de la Nouvelle Zélande sur l'administration du Territoire de Samoa Occidentale pour l'anne 1951.*

Trois cent soixante exemplaires de ce rapport sont parvenus au Secrétaire général le 11 novembre 1952.

*Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the Calendar Year 1951, Wellington, By Authority: R.E. Owen, Government Printer, 1952.

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 1951

WELLINGTON

By AUTHORITY: R. E. OWEN, GOVERNMENT PRINTER

1952

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 1951

WELLINGTON
BY AUTHORITY: R. E. OWEN, GOVERNMENT PRINTER
1952

CONTENTS

	PAGE
A. BRIEF INTRODUCTORY AND DESCRIPTIVE SECTION—	
Physical and Political Geography, and Basic Economy	5
Historical Survey	6
Main Events of the Year	8
B. STATUS OF THE TERRITORY AND ITS INHABITANTS—	
Status of the Territory	8
Legislative and Administrative Systems—	
The High Commissioner	9
The Council of State	9
The Legislative Assembly	11
The Fono of Faipule	11
The Administrative Structure	12
The Secretary to the Government	12
The Secretary of Samoan Affairs	12
Local Government	13
The Western Samoan Public Service	14
Status of the Inhabitants	14
C. INTERNATIONAL AND REGIONAL RELATIONS—	
International Relations	17
Regional Agreements—	
South Pacific Health Service	17
South Pacific Commission	17
D. INTERNATIONAL PEACE AND SECURITY : MAINTENANCE OF LAW AND ORDER—	
International Peace and Security	18
Maintenance of Law and Order	18
E. POLITICAL ADVANCEMENT—	
General Administration	19
The Public Service During the Year	20
Judicial Organization—	
Law	21
Judicial Organization	22
F. ECONOMIC ADVANCEMENT—	
General	23
Public Finance, Money, and Banking	26
Taxation	28
Commerce and Trade	28
Monopolies	30
Land and Natural Resources	30
Forests and Mines	32
Agriculture, Fisheries, and Animal Husbandry	33
Industry	34
Investments	34
Transport and Communications—	
Postal and Telephone	34
Radio	35
Roads	35
External Communications	35
Public Works	35

G. SOCIAL ADVANCEMENT—								PAGE
General	..	..	..	..	..	..	..	36
Social Conditions—								
Samoa Society	..	..	..	..	..	..	..	36
The European Community	..	..	..	..	..	..	..	37
Standards of Living	..	..	..	..	..	..	..	38
Status of Women	..	..	..	..	..	..	..	38
Human Rights and Fundamental Freedoms	..	..	..	..	..	..	..	38
Labour Conditions and Regulations	..	..	..	..	..	..	..	40
Public Health	..	..	..	..	..	..	..	41
Sanitation	..	..	..	..	..	..	..	45
Drugs	..	..	..	..	..	..	..	46
Alcohol and Spirits	..	..	..	..	..	..	..	46
Population	..	..	..	..	..	..	..	47
Social Security and Welfare	..	..	..	..	..	..	..	47
Housing and Town-planning	..	..	..	..	..	..	..	48
Penal Organization	..	..	..	..	..	..	..	48
H. EDUCATIONAL ADVANCEMENT—								
Schools and Curriculum	..	..	..	..	..	..	..	51
Pupils	..	..	..	..	..	..	..	53
Teachers	..	..	..	..	..	..	..	53
Adult and Community Education	..	..	..	..	..	..	..	54
I. PUBLICATIONS								56
J. RESEARCH								56
K. SUGGESTIONS AND RECOMMENDATIONS—								
Political Advancement	..	..	..	..	..	..	..	56
Economic Advancement	..	..	..	..	..	..	..	57
Social Advancement	..	..	..	..	..	..	..	57
Educational Advancement	..	..	..	..	..	..	..	58
L. SUMMARY AND CONCLUSIONS								58
APPENDICES	..	..	..	..	..	..	..	59
GLOSSARY	..	..	..	..	..	..	..	73
METRIC EQUIVALENTS	..	..	..	..	..	..	..	73
INDEX	..	..	..	..	..	..	..	74

REPORT

A. BRIEF INTRODUCTORY AND DESCRIPTIVE SECTION

PHYSICAL AND POLITICAL GEOGRAPHY AND BASIC ECONOMY

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

The climate of Samoa is tropical with heavy precipitation and occasional severe storms. The wettest months are from December to March, when the dominance of the south-east trade winds is interrupted by northerlies and westerlies. But the rainfall throughout the remainder of the year is considerable. Similarly, the difference in mean temperature between the hottest and the coolest months is only a few degrees.

The steady heat and plentiful rain enable the islands to support a dense tropical rain-forest, despite the thin and rocky character of much of the soil. A large proportion of the land is believed, however, to be unfit for clearance and cultivation, and, in fact, both Samoan and European cultivation have been restricted very largely to the coastal zones and adjacent foothills.

The large area once laid waste by lava-flows in Savai'i is a primary cause of that island supporting only between a quarter and a third of the population of the Territory, despite its greater size than Upolu. At the time of the recent census, in September 1951, the figures (for Samoans only) were: Upolu, 55,147; Savai'i, 23,193.

The 1951 census figures showed that, in addition to a total of 78,340 people of Samoan status, there were 4,756 people of European status in the Territory.

The pattern of settlement is a relatively simple one. The great majority of Samoans live in villages, and these, with very few exceptions, are situated on the coast or on rivers with easy access to the sea. The only town is Apia, the political capital and commercial centre of the Territory, situated on the north coast of Upolu. The town stretches along the shores of Apia Harbour, encircling what were formerly several separate Samoan villages. Apia with its immediately adjacent villages, has a total population of almost 15,000. The great majority of persons of European status live in or about Apia.

The indigenous population of Western Samoa is Polynesian. The Samoans are numerically the largest branch of the Polynesian race after the New Zealand Maori. Though admixture has taken place, there is still a very high proportion of full-blooded Samoans. The speech of the Samoan is a Polynesian dialect and some sounds occurring in other Polynesian dialects are absent or replaced by a glottal stop. Almost universal literacy in the vernacular prevails throughout the Territory. The standard reference work on the language is Pratts "Grammar and Dictionary of the Samoan Language" (published by the London Missionary Society, Samoa, 1862).

The Samoans have long been converted to Christianity, and their religious affiliations as indicated by the census of 1951 were :—

	Per Cent.		Per Cent.
London Missionary Society	58.5	Seventh Day Adventist	1.0
Roman Catholic	18.9	Samoa Congregational	0.8
Methodist	16.6	Others	0.2
Latter Day Saints	4.0		

Economically, Western Samoa is predominantly an agricultural country ; the village communities maintain a largely subsistence economy, based on agriculture and fishing, allied to a money economy based on the production of copra, cocoa, and bananas for export. The result of the recent 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

For more than a century Samoa has been in continuous contact with the western world. Socially and, to some extent, economically, Samoan society has been able to absorb the external influences to which it has been exposed. The Church has become an integral part of village life. For the lifetime of the oldest men and women now living, the villages have been cutting copra to support their Church and to pay for their purchases at trading-stations. Politically the transition has been far less smooth. 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, and the scale and intensity of commercial and political rivalries among the western intruders ensured that every tendency to division would be exploited to the full. A Samoan kingship was established under western influence, but it quite failed to build up an effective Administration. Germany, Great Britain, and the United States obtained privileges for themselves and for their nationals. They were granted the right to establish coaling-stations and to bring Europeans under a form of extra-territorial jurisdiction.

Internal intrigue and jealousy among the representatives of the interested Powers reached its climax in 1889. In that year the 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 recognized as King. The Samoan Government was provided with a Supreme Court, with most 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. But these arrangements brought about no real solution. The death in August 1898 of the King and a dispute over the succession gave the Powers another chance. In 1899 they sent a Commission to Samoa. It secured the acquiescence of some of the Samoan leaders to the abolition of the kingship. The three Powers then agreed to partition of the islands. In a series of conventions signed on 16 February 1900 it was agreed that the United States should annex Eastern Samoa (including the fine harbour of Pago Pago), while Germany acquired Western Samoa (including the town of Apia and the important plantation properties of the Deutsche Handels und Plantagen-Gesellschaft). Great Britain withdrew from the Group in return for the recognition by the other Powers of certain of her asserted rights in other parts of the Pacific.

Germany administered Western Samoa until 29 August 1914, when the Territory was occupied by New Zealand military forces. After the end of the war, on 7 May 1919, the Supreme Council of the Allied Powers conferred on His Britannic Majesty, to be exercised on his behalf by the New Zealand Government, a Mandate for the administration of Western Samoa. By the Samoa Act 1921, New Zealand made provision for a civil Administration to replace the wartime military regime.

The new Constitution provided for a Legislative Council with unofficial members, and the Administration began to carry out a plan of building up a system of representative local government. Schemes for economic development were also undertaken. For some years considerable progress was made; but in 1926 and 1927 the Administrator found himself faced with a growing body of opposition among both Samoans and the European community. It found an organized outlet in the Mau. The faults of the Administration had been in the matter of tactics, rather than in the over-all objectives of policy. But, for the time being, the opportunity for further progress was slight. In 1927 the Mau embarked on a programme of civil disobedience which lingered on until 1936.

In 1936 agreement was reached with the leaders of the Mau, who thereupon re-entered political life. During the three years that followed, various preliminary steps were taken towards making the Samoan Administration more effectively representative. The participation of New Zealand in the Second World War from 1939 then restricted any further advancement. In December 1946 a Trusteeship Agreement for Western Samoa was approved by the General Assembly of the United Nations, and the New Zealand Government, as Administering Authority, formally committed itself to promote development of the Territory towards ultimate self-government. Some steps have now been taken to this end, as described later, and others are being contemplated.

In accordance with the policy of the Administering Authority, the representatives of the Samoan people were consulted as to the terms of the Trusteeship Agreement when it was in its draft form. They declared that they recognized that the Agreement marked a considerable advance on the terms of the former Mandate, and expressed appreciation of the sympathetic attitude of the New Zealand Government; but they concluded that their long-term aim of self-government would not be furthered by their acceptance of it. They asked instead that Samoa be granted self-government, with New Zealand remaining as adviser and protector. New Zealand's obligations to the United Nations did not permit of the withdrawal of the Territory from the scope of the Trusteeship system, even had the Administering Authority been willing to agree to such a proposal. It was therefore agreed with the Samoan representatives that the Trusteeship Agreement should be proceeded with, but that a petition containing their opinions should be forwarded to the Secretary-General of the United Nations through the New Zealand Government. This was done in January 1947; the terms of the petition had already been informally communicated to the sub-committee on Trusteeship by the New Zealand delegate in November 1946. The petition was duly considered by the Trusteeship Council on 24 April 1947, and, on the invitation of the New Zealand delegate, it was resolved to inquire into the matter on the spot. In July a Mission, led by the President of the Trusteeship Council (Mr. Francis B. Sayre), arrived in Western Samoa. It was accompanied by a representative of the Prime Minister and by the Secretary of Island Territories, who, like the Administrator and local officials, made themselves available for constant consultation.

On 27 August 1947, just before the Mission left Apia, the New Zealand Government's proposals for political development in Western Samoa were outlined in a statement in Parliament by the Deputy Prime Minister. The

Mission published its report in October 1947, and it was considered by the Trusteeship Council in the following month. The recommendations of the Mission were found to be closely in line with the policy of the Administering Authority. The constitutional framework for implementing these new proposals was established by the passing by the New Zealand Parliament on 25 November 1947 of the Samoa Amendment Act 1947, which came into force on 10 March 1948.

In 1950 a second United Nations Visiting Mission inspected the Territory in accordance with the Trusteeship Council's policy whereby each Trust Territory is visited by a Mission once every three years. This Mission shared the opinion of its predecessor that the Samoans were not ready for self-government. It further considered that emphasis must for the moment be placed on making existing institutions work, but that this should not preclude further development.

MAIN EVENTS OF THE YEAR

Elections held during the year resulted in a slight change of membership in the Legislative Assembly.

During the year a new political party, the Samoan Democratic Party, took shape and put forward a programme based on universal suffrage.

A Co-operative Societies Bill was introduced into the Legislative Assembly, and was referred for study by a Select Committee.

An amendment to the Samoa Act provided for the term "Native" to be replaced by "Samoan" in all legislation, established a Board of Appeal for public servants, and broadened the provisions relating to those qualified to practise medicine in the Territory.

The Territory was visited during the year by a Building Survey team engaged by the South Pacific Commission to tour the South Pacific area.

A consumers' price index compiled by a New Zealand Government statistician showed that rising prices had increased the cost of living. The wages of all public servants were accordingly raised. This indirectly affected the commercial wage rate, which, generally speaking, is closely related to the Government scales.

A census held in September showed a total population of 83,096, an increase of 14,899 on the total population figure shown by the previous census, which was held in 1945.

B. STATUS OF THE TERRITORY AND ITS INHABITANTS

STATUS OF THE TERRITORY

Western Samoa is administered by New Zealand in accordance with the terms of a Trusteeship Agreement approved by the General Assembly of the United Nations on 13 December 1946.

New Zealand jurisdiction over Western Samoa has its origin in the 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 on his behalf by the Government of New Zealand. The terms of this Mandate were later confirmed by the Council of the League of Nations on 17 December 1920. As a consequence of these events, the New Zealand Parliament made provision for the establishment of a form of government and a system of law in the Territory by the Samoa Act 1921. This Act and its amendments, of which the most recent and most important are the Samoa Amendment Acts of 1947, 1949, and 1951, remain the foundation upon which the legal and political structures are built.

The New Zealand Parliament still retains its inherent legislative power in respect of Western Samoa; and the Samoa Act 1921 conferred on the Governor-General in Council the power to make regulations "for the peace, order, and good government" of the Territory. These powers are intended, however, as a safeguard for New Zealand's position as trustee, and not as the normal means of legislation.

LEGISLATIVE AND ADMINISTRATIVE SYSTEMS

The following sections briefly outline the legislative and administrative systems in the Territory. For developments during 1951, see Section E on political advancement.

The High Commissioner

The administration of the Executive Government is entrusted to the High Commissioner, who is appointed by the Governor-General of New Zealand and responsible to the Minister of Island Territories. He is President of the Council of State and of the Legislative Assembly. He also presides at those meetings of the Fono of Faipule, which he attends. The High Commissioner has no "reserve" or emergency powers of his own. No Ordinance passed by the Legislative Assembly becomes law without his assent, and no Finance Bill disposing of public revenue may be passed by the Assembly except upon his recommendation. All Ordinances passed by the Legislative Assembly during the period under review received the assent of the High Commissioner. Various Ordinances of the Legislative Assembly of Western Samoa and New Zealand Orders in Council give the High Commissioner power to make regulations upon matters of detail.

The Council of State

The Council of State is composed of the High Commissioner and the Fautua. Appointments of Fautua are made by the Governor-General, who, in an appropriate case, would invite the Samoan members of the Legislative Assembly and the members of the Fono of Faipule to submit recommendations. At present there are two Fautua, Tupua Tamasese and Malietoa, the representatives of the two Royal lines of Tupua and Malietoa. As members of the Council of State, and in many other ways, they give full-time service in the performance of many public duties.

The High Commissioner is directed to consult the Council of State upon proposals for legislation to be submitted to the Legislative Assembly upon all matters closely relating to Samoan custom, and upon any other matters affecting the welfare of Western Samoa, which he considers proper. The Council of State continued to fulfil its valuable purpose as a consultative body available at short notice to discuss matters of policy in the light of Samoan public opinion.

The Legislative Assembly

The Legislative Assembly is composed of the members of the Council of State, twelve elected Samoan members, five elected European members, and six official members. The High Commissioner, as President, has a casting but not a deliberative vote. The other members of the Council of State have the voting powers of ordinary members. The right of electing the Samoan members was conferred by the Samoa Amendment Act 1947 on the Fono of Faipule. This is a system of indirect election, but is in accordance with existing Samoan opinion. No conditions are imposed by law as to the manner in which the Fono

of Faipule should exercise its right of election, but the number of Samoan elected members was originally fixed at eleven, partly to enable them to provide for the separate representation of each of the traditional districts if that should be their wish. In the first election under the new Constitution, members were actually chosen on the basis of these traditional districts. Selection was determined at this election by the traditional Samoan custom and not by secret ballot, as is now employed.

When the Samoa Amendment Act 1947 was passed there were three Fautua, who, together with the eleven Samoan members, made fourteen Samoans in the Legislative Assembly. One of the Fautua, Mata'afa, died in 1948, and the Fono of Faipule passed a resolution requesting the amendment of the Act to provide for the election of an additional Samoan member of the Legislative Assembly to bring the total Samoan members up to fourteen in number. This proposal was accepted by the Administering Authority, and the relevant amendment is contained in the Samoa Amendment Act 1949. The Fono of Faipule met in March 1950 to elect the twelfth member, and on this occasion adopted a strict procedure of secret ballot.

A new Legislative Assembly was elected in April 1951. The Fono of Faipule, in carrying out their right of electing the Samoan members, again decided to elect the twelve members on the basis of separate representation of each of the traditional districts. Nominations were thereupon submitted by the Faipule from each district. The method of obtaining and forwarding nominations was not uniform and therefore not wholly satisfactory. In some cases, "nominating" meetings had been held, but not in others. Also, the Fono itself put forward nominations in some cases. Where only one nomination for a district was received, the Fono as a whole accepted the nomination and declared the nominee elected. Where more than one nomination was received for a district, the Fono as a whole voted by secret ballot, each Faipule having one vote.

The European members are chosen by secret ballot under a system of adult suffrage. All adults possessing European status who have resided in the Territory for a period of one year preceding the elections are eligible to vote, regardless of nationality.

Three of the official members are appointed by the Governor-General of New Zealand and three by the High Commissioner.

The jurisdiction granted by the Samoa Amendment Act 1947 to the Legislative Assembly gives that body extensive legislative powers in so far as concerns domestic matters within the Territory. It has full financial authority (subject to the powers of the High Commissioner already referred to), and its power to make laws is limited only by the provisions, first, that it may not legislate with reference to defence, external affairs, or Crown land, and second, it may not pass any legislation repugnant to certain named reserved enactments which probably make up what might be regarded as the Constitution of Western Samoa. These enactments comprise mainly parts of the Samoa Act 1921 and its amendments, certain legislation relating to the New Zealand Reparation Estates, and the regulations relating to the appointment of the Fautua and the election of the Assembly itself.

There are five Standing Committees of the Legislative Assembly—namely, the Broadcasting Committee, the Education Committee, the Finance Committee, the Health Committee, and the Public Works Committee. These committees are designed to enable elected members of the Legislative Assembly to educate themselves in the problems of administration and to provide a means of contact between the legislative and executive branches of government.

The Fono of Faipule

The Fono of Faipule was formed in 1905 by the German Administration to provide a link between the Government and the people of the outer districts. Its members were regarded as Government officials, and were required to attend two sessions of the Fono each year at Mulinu'u to give advice to the Government, and between sessions to act as Government representatives in their districts. Under the New Zealand Administration, the Fono of Faipule was continued, and for the first time it was given statutory recognition. The Samoa Amendment Act 1923, as amended, gave the Fono of Faipule a statutory right "to consider such matters relative to the welfare of the Samoan people as of their own initiative they think proper or as may be submitted to them by the High Commissioner and to express their opinions and make their recommendations to the High Commissioner." In addition, by a custom which has developed over a period of years, the Fono submits nominations for the appointment of Samoan District Judges, Samoan Plantation Inspectors, and Samoan Associate Judges of the Land and Titles Court. Superimposed upon all these functions is the duty, cast upon the Fono by the new Constitution, of electing the Samoan members of the Legislative Assembly.

At present the Fono has forty-one members, representing territorial constituencies based on the traditional districts and sub-districts of Western Samoa. Each constituency returns one member, who must be supported by a majority of the matai, who constitute about one in four of adult males. The reasons for the retention of this restrictive suffrage were discussed on page 15 of the report for 1948-49. It is interesting to note that the Fono itself has in recent elections adopted the method of secret majority ballot as its internal procedure, and this method of election may perhaps in future become firmly enough entrenched in Samoan thought to be considered for fairly general adoption.

Many of the Faipule continue to exercise the historic duality of function—namely, that of representative of the district to the Government, and of representative of the Government in the district, a situation which cannot completely disappear until adequate organs of local government exist throughout Western Samoa.

The Administrative Structure

The work of the Executive Government is carried on, under the High Commissioner, by a Secretariat headed by the Secretary to the Government. The general work of co-ordinating the policy is carried out by the Secretary, who is associated in certain matters with the Secretary of Samoan Affairs. This dualism in the realm of central control is of the usual kind found in territories in which a western system of government is functioning in a society where cultural patterns of non-European origin continue to guide much of the thought and action of the mass of the inhabitants. The Secretariat represents the apex of a modern type of administration; the Secretary of Samoan Affairs links this with Samoan society. He, like the Secretary, is in direct contact with the High Commissioner in a way in which the more functional services are not. The Secretary of Samoan Affairs is necessarily, like the Secretary to the Government, an adviser to the High Commissioner on matters of general policy, and not merely on those matters which relate to his own specific duties.

The principal functional services are: Agriculture, Broadcasting, Education, Health, Justice, Lands and Survey, Police and Prisons, Postal, Public Works, Radio, Samoan Affairs, Treasury, and Customs.

The Secretary to the Government

The Secretary to the Government is responsible for co-ordinating governmental activities, and through his Department the Government officially communicate with the Administering Authority and institutions outside the Territory.

The Secretariat is also responsible for the administrative work connected with the Legislative Assembly. It provides a Clerk of the Legislative Assembly and reporters for its debates, and arranges for the publication of its proceedings. With the Crown Solicitor it is also responsible for the preparation of legislation to be submitted to the Assembly. The Secretariat also publishes the *Western Samoa Gazette* and produces a daily sheet of press news. It maintains the principal record system of the Government and a central library of books and official publications relating to Western Samoa and the Pacific generally.

The Secretary of Samoan Affairs

The Secretary of Samoan Affairs has an office in the central Secretariat, but also maintains a separate office at Mulinu'u, the traditional capital. To enable any Samoan, regardless of rank, to place his requests or grievances before the High Commissioner personally, a regular period is set aside each week when the High Commissioner is present at the Mulinu'u office to receive Samoan visitors. The Secretary of Samoan Affairs also keeps in touch with the people through the Fono of Faipule, whose elections he supervises and whose meetings he organizes. A member of his staff acts as Registrar of the Land and Titles Court, which has jurisdiction in relation to the possession or use of or entry on any Samoan land, the holding or using of any Samoan name or title, or the exercise of any right or the doing of any act, matter, or thing concerning or affecting any Samoan land or any Samoan name or title. The Secretary of Samoan Affairs publishes and distributes through the system of Samoan district messengers a gazette in the vernacular, which is also employed from time to time for the dissemination of items of general or particular interest.

Local Government

There is in existence a traditional form of local government in the outer districts which, while satisfactory from the Samoan point of view, needs reorganizing and linking to the Central Government. It is largely through this traditional form of local government that the chiefs and orators exercise their customary power.

Samoan district and village officials, whose work is supervised by the Department of Samoan Affairs, are all elected or nominated by Samoan representatives, but receive their salaries from the Government of Western Samoa. They normally comprise District Judges (Fa'amasino), Plantation Inspectors (Pulefa'atoaga), Policemen-Messengers (Leoleo), and the Mayors of villages (Pulenu'u). The first three classes of officials are nominated by their districts, which formally communicate their names through the Fono of Faipule to the High Commissioner, who then appoints them. The Pulenu'u is nominated by the Chiefs and orators of his village and is similarly appointed by the High Commissioner. All appointments are for a period of three years. The Pulenu'u, however, may have his appointment terminated if the village requests it and gives adequate reasons.

The number of Pulenu'u is 215. In a few very large villages subdivisions have been recognized by the appointment of two Pulenu'u. The Pulenu'u acts as the representative of the Government. Certain of his duties are based

on specific legislative provisions, but most are matters merely of administrative practice. He promulgates and administers the law of the Territory in regard to such matters as the registration of births and deaths, the cleanliness and order of the village, the control of live-stock, and the burial of the dead. He may report breaches of the peace to the District Judge. Further, he co-operates with the chiefs and orators of his village in all village matters, such as the reception of official visitors, co-operation with officers of Government services such as Health, Education, and Public Works, and with the village women's committee.

The Administering Authority has long been aware that some more adequate system of local government is required before very great progress in accepting political responsibility can be made in Western Samoa. In 1938 the question was examined very carefully by the then Secretary of Samoan Affairs, but, largely owing to the extreme difficulties involved, was temporarily dropped. In August 1947 the Administering Authority stated its desire to discuss these questions with the Samoan people, and the report of the United Nations Mission of 1947 gave attention to this question. In 1950 a Commission of Inquiry was set up to examine the question of local government throughout Western Samoa. Subsequently copies of the Commission's findings were transmitted to the Trusteeship Council in order that members could themselves appreciate the difficulties involved in any reorganization of the local-government system. Methods of reorganizing and extending local government are now being explored, but such a reorganization is not by any means free from considerable difficulty.

The Western Samoan Public Service

On 1 April 1950 the Samoa Amendment Act 1949, establishing a separate Western Samoan Public Service, came into force. The establishment of a separate Service was in accordance with the Administering Authority's policy as announced on 27 August 1947, and was recommended by the 1947 Visiting Mission from the Trusteeship Council. The Act established a Western Samoan Public Service under the control of a Public Service Commissioner of Western Samoa, who is appointed by the Governor-General of New Zealand. He is assisted in the discharge of his duties by two Assistant Public Service Commissioners, one of whom is the Secretary of Island Territories or his deputy, the other being appointed by the Governor-General on the nomination of the Council of State.

The Act contains the usual provisions necessary for the control of a Public Service, and gives to the Public Service Commissioner authority to make regulations, to be approved by the Minister of Island Territories, for the conduct of the Service. In all matters which, in the opinion of the Minister, affect the policy of the Administering Authority, the Public Service Commissioner is subject to any direction which he may from time to time receive from the Minister. In other respects he occupies much the same position as the Public Service Commissioner in New Zealand.

The Act also provides that the Public Service Commissioner shall, "consonant with the efficient conduct of the Government Service of Western Samoa, have regard to the obligation of the Administering Authority under the Trusteeship Agreement to assure to the inhabitants of Western Samoa a progressively increasing share in the administrative and other services of the Territory."

There are provisions in the Act relating to reciprocity with the New Zealand Public Service, permanent and temporary appointments, appeals against gradings, and for enforcement of discipline.

The Act provides that "any employee or any person desirous of becoming an employee who, directly or indirectly, solicits any member of the Council of State, the Legislative Assembly, or the Fono of Faipule with a view to obtaining promotion in or appointment to the Western Samoan Public Service shall be deemed unfit for the promotion or appointment."

All employees of the New Zealand Reparation Estates except the General Manager are now included in the Western Samoan Public Service under the control of the Public Service Commissioner.

The Police Force is placed under the direct control of the High Commissioner.

Once every year the Public Service Commissioner reports upon the efficiency and condition of the Western Samoan Public Service. A copy of the report is laid before the New Zealand Parliament and before the Council of State and the Legislative Assembly of Western Samoa.

STATUS OF THE INHABITANTS

The legislation defining the status of the inhabitants of Western Samoa is complex, and in some respects unsatisfactory. In the present state of international law and custom, the Administering Authority is of the opinion that no international recognition could be given or would be given to such a common and national status as "citizen of Western Samoa," because Western Samoa is a Trust Territory and not a Sovereign State. Thus, in the Territory, there is still regard to two things: the domestic and the national status of an inhabitant. In other words, every inhabitant has a double status. His domestic status is that of "Samoa" or "European." His national status affecting his rights outside the Territory is that of either a "New Zealand protected person" or a national of some Sovereign State. The two classifications—that of domestic status and that of nationality—are related, in that the majority of Europeans are nationals of some Sovereign State and the majority of Samoans are New Zealand protected persons, but they are by no means coincident. It is possible for a European to have no national status other than that of a New Zealand protected person, and, conversely, it is possible for a Samoan to be a national of a Sovereign State.

Thus, although the laws governing the status of the inhabitants are fairly complex, there is nevertheless provision in the present law whereby every inhabitant of the Territory has a definite and recognized status both for the purpose of his day-to-day life in the Territory and for international travel. This difficult question is further referred to under the heading "Political Advancement" in Section K of this report.

A Samoan—that is, an inhabitant possessing the domestic status of a Samoan—is defined as "a person belonging to one or more of the Polynesian races," and the term "Polynesian" is itself defined as including "Melanesian, Micronesian, and Maori." The definition includes as Samoan, without qualification, all who are of pure Polynesian descent (in this extended sense of the term "Polynesian"). The law also classes as Samoan any persons who are of more than three-quarters Polynesian blood, unless they are specifically declared in accordance with any regulations or ordinance to possess some status other than Samoan status and incompatible with it. Many persons of three-quarters Polynesian blood or less are deemed to be Samoans. In addition, any person of half Samoan blood or more who has been declared or deemed to be a European may petition the High Court to declare him a Samoan.

A European may have acquired his domestic status as such in any of a number of ways. Members of any of the classes of persons who were registered as foreigners at the time New Zealand civil administration was set up possess European status. In effect, this includes all descendants in the male line of European fathers by legal marriages. Additionally, since 1944 all persons not regarded as Samoan whose male ancestors have not been more than three-quarters Polynesian are classed as Europeans. Further, any person who is deemed or declared to be a Samoan may petition the High Court for inclusion in the register of Europeans if he is not of pure Polynesian descent. For such a petition to be granted the Court must be satisfied that the petitioner is above a specified age (eighteen years for males, fourteen for females), that he can read English, and that his registration as a European is in his own interest.

During the year the Court has declared 12 former Samoans to be Europeans and 1 European to be a Samoan, making a total of 565 Samoans declared as Europeans and 44 Europeans declared as Samoans.

The principal legal consequences of the difference in status are as follows:—

A Samoan may not—

- (1) In general be sued for trade debts (in other types of debt the matter is at the discretion of the High Court).
- (2) Be a member of any incorporated company or partnership without the sanction of the High Commissioner.
- (3) Be enrolled as a European elector.

A European may not—

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

The national status of the great majority of Samoans is that of New Zealand protected persons, in accordance with the express wish of the Samoans themselves. There are two small classes of Samoans whose national status differs from that of the majority. The first consists of those Samoans who have acquired British nationality by naturalization. The number of certificates of naturalization issued to Samoans up to 31 December 1951 was 54. The second class consists of former Europeans who have acquired Samoan status by declaration of the High Court, but who retain the national status which they possessed as Europeans.

The relevant sections of the Western Samoa New Zealand Protected Persons Order 1950 lists the classes of persons possessing the national status of New Zealand protected persons as follows:—

- (a) Every person born in Western Samoa before the date of the commencement of this Order who did not before that date (whether at the time of his birth or later) acquire under the law of any foreign country the nationality of that country.
- (b) Every person born in Western Samoa after the commencement of this Order who does not at the time of his birth acquire under the law of any foreign country the nationality of that country.
- (c) Every person born outside Western Samoa before the date of commencement of this Order whose father was born in Western Samoa, and who did not before that date (whether at the time of his birth or later) acquire under the law of any foreign country the nationality of that country.

(d) Every person born outside Western Samoa after the commencement of this Order whose father was a New Zealand protected person at the time of that parent's birth, and who does not at the time of his birth acquire under the law of any foreign country the nationality of that country.

(e) Every person who is registered under this Order as a New Zealand protected person.

Other clauses give the High Commissioner discretionary power in regard to registering and deregistering people as New Zealand protected persons under certain circumstances. Any person claiming to be aggrieved by any order or determination of the High Commissioner may appeal to the High Court of Western Samoa.

The national status of Europeans is dependent upon the nationality of a direct male ancestor, from whom, in the great majority of cases, they derive their European status. Thus there are considerable groups of Europeans of British, American, and German nationality, and smaller numbers who are nationals of many other States. Many Europeans, however, do not retain their full rights of nationality, and may, indeed, have become Stateless persons. Nationality laws in most cases lay down that those who acquire nationality by descent must take some positive step to assert their rights. In some cases, even those whose nationality derives from birth may lose it if they fail for a long period to register with a consulate or take some similar action. These persons may, however, attain status as New Zealand protected persons by registration. In addition, it is now possible for an inhabitant of the Territory to claim European status by virtue of non-Samoan descent on the female side. Europeans, like Samoans, can apply for naturalization as British subjects. Up to 31 December 1951, 99 certificates had been granted to persons of European status.

It is worth noting that the authorized flags of Western Samoa—the New Zealand Ensign and the Western Samoan flag flown conjointly—provide a common focus for domestic loyalties. They are flown on all public buildings on official occasions.

National status is not normally a basis for the restriction of personal rights. In a period of emergency, however, those who are declared to be enemy aliens suffer various disabilities.

There is no civil register of the inhabitants of the Territory in the sense that such a term connotes a list of names and addresses and descriptions of all inhabitants, kept by the State with the aid of compulsory registries and compulsory notification of changes, and used in some cases to enable the State to impose certain restrictions on personal liberty, and requiring the carrying by the inhabitants of identity cards. Such a civil register as just described is foreign to the Administering Authority's conception of personal freedom and could only be justified by grave national emergency.

A register of Births, Deaths, and Marriages has, however, existed in the Territory since 1921 for the purpose of enabling individual citizens to record the basic facts of their lives, and is not used by the Government for any purpose other than this, except to maintain a numerical tally on the population between censuses. Registration of all births, both European and Samoan, is compulsory, and consists of a numerical roll or register kept by the Postmaster.

In addition to this Register of Births, Deaths, and Marriages for all Samoans and Europeans, a register of adult Europeans is kept in connection with elections.

The people of the Territory enjoy the same guarantees as regards the protection of their persons and property within New Zealand and its dependencies as New Zealand citizens. No distinction is made between the rights of men and women.

C. INTERNATIONAL AND REGIONAL RELATIONS

INTERNATIONAL RELATIONS

The external relations of Western Samoa, as a United Nations Trust Territory, are controlled by New Zealand as Administering Authority. International conventions signed by New Zealand are normally extended to the Territory, after consultation with the Samoan Government, wherever they are appropriate. Some of these conventions are, however, applicable to Western Samoa only to a limited extent.

The most important convention applying to the Territory is, of course, the Trusteeship Agreement, approved at New York on 13 December 1946.

A complete list of international agreements applying to the Territory is given in Appendix II.

No activities are carried out in the Territory by non-governmental bodies of an international character, unless the activities of the various Christian missions can be included under this heading.

There is no proposal for the association or federation of the Territory with other Territories for Customs, fiscal, or administrative purposes.

REGIONAL AGREEMENTS

South Pacific Health Service

An agreement for the establishment of a 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, and 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 promotion of health in the territories under their control, and to co-operate in the provision of professional staff.

On 11 June 1951 the original agreement was renewed for a period terminating on 31 December 1954. During the year one doctor from the medical pool has taken up duties in Western Samoa.

South Pacific Commission

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

The work and aims of the Commission are adequately described in its own publications, and it is sufficient to say here that it is a means of promoting the well-being of the inhabitants of those territories with which it is concerned. The Commission's scope of activities can be appreciated when it is realized that Western Samoa co-operated during the year in projects such as the collection of information on copra grading in order to determine whether a uniform system of copra grading could be introduced into the South Pacific, and a project on coconut selection experiments which was carried out in co-operation with the New Zealand Reparation Estates. During the year, Professor and Mrs. Thijsse visited Western Samoa while engaged in carrying

out a building survey of the South Pacific area for the Commission. Western Samoa, in common with other territories, will also benefit from the other Commission projects, which range from research into elephantiasis and filariasis to preservation of manuscripts in island vernaculars.

New Zealand has been represented at all meetings of the South Pacific Commission, the representatives at the eighth session being Mr. C. G. McKay (Senior Commissioner) and Mr. J. B. Wright, Secretary to the Samoan Government.

During the year a local Committee of the South Pacific Commission was established in the Territory to aid in disseminating Commission information and to ensure effective co-operation in Commission projects.

D. 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.

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 High Commissioner. The Department also performs certain subsidiary functions, including the control of immigration and emigration and the issue of passports and travel permits, the registration of vehicles, the issue of drivers' licences, and the registration and control of firearms, ammunition, and explosives. The Superintendent of Police is also in charge of the fire brigade. The personnel of the Department at the end of the year comprised 83 officers, of whom 20 were stationed on Savai'i, the remainder of the Force being centred on Apia. In addition to the gaoler and warders, a sergeant is assigned to Vaimea Prison and a corporal to the prison farm at Tafaigata. The Lalomanu and Faleolo out-stations on Upolu are staffed by one constable each, the former being in radio contact with headquarters in Apia. On Savai'i a Force comprising one Sub-Inspector, one corporal, twelve constables, and six messengers is stationed at Tuasivi, while one constable is posted at the Fagamalo out-station twenty miles to the north of Tuasivi.

The passing in November of the Police Ordinance gave general satisfaction to all concerned. This measure contained provisions which should do much to ensure the smooth enforcement of law and order.

Educational classes for constables have been continued during the year, but the rate of staff turnover is such that much of the good resulting from these classes is lost to the Police Force.

Criminal statistics show an increase, although there were no murders and no instances of collective disorder, during the period.

The increase in criminal statistics is not altogether unexpected, various circumstances having all tended to result in a higher crime rate. In the first instance there is not only an increase in population, which for that reason alone could be expected to increase the number of crimes, but also there is a more than proportionate increase in the urban population, and it is under urban conditions that crime is most prevalent. Another factor not without influence on criminal statistics is the greater detection of crime due to a gradual increase

in police efficiency, and the extension of police patrols over the whole town area of Apia. Previously patrols were mainly confined to the area adjacent to the foreshore.

The number of licensed firearms totalled 1,211, comprising 1,118 shotguns, 89 rifles, and 4 revolvers. Eight firearms and 150,000 rounds of ammunition were imported into the Territory in 1951.

E. POLITICAL ADVANCEMENT

GENERAL ADMINISTRATION

The Administering Authority has for some time been in the practice of substituting the word " Samoan " for the word " Native " in all new legislation. However, there were a number of instances where the word " Native " was still in use, and to bring the older institutions and titles into line an Act was passed during the year to amend the Samoa Act so that in future they would be known as " Samoan " and not " Native " institutions. This measure almost completes the process by which the Samoans have come to be regarded as a people with their own distinct traits and characteristics, and puts an end to the practice whereby all the peoples of the Pacific were once considered to be adequately described by one all-embracing term.

Towards the end of 1951 the High Commissioner called together the members of the Commission which had been set up in 1950 to study district and village government. Preliminary discussions were held on the Commission's report, the Commission members recommending that the proposed District and Village Government Board be established and that the remaining recommendations in the report receive further study, with the Board aiding the Samoan Government in this study.

While the Government is prepared to accept some of the Commission's recommendations, others cannot be accepted without further study as they would have the effect of crystallizing Samoan custom and enshrining it in law at a time when its natural fluidity and susceptibility to change needs to be functioning to the maximum. It is felt that to adopt the recommendations *in toto* would not bring to the fore, as recommended by the 1950 Visiting Mission, that element of democracy which the Mission found to be implicit in Samoan society.

In April the Legislative Assembly elections were held, the European members being elected by secret ballot by those eligible to vote and the Samoan members by secret ballot in the Fono of Faipule. The members of the Assembly have benefited from their accumulated experience, and once again the organs of government have functioned satisfactorily during the year. The debates have been broadcast, as in preceding years, and by this means even newly elected members can be expected to have some knowledge of the procedure followed in the legislative body.

Now that members of the Assembly and the Fono and the people of the Territory have a clearer understanding of the respective functions of the Legislative Assembly and the Fono of Faipule, the rivalry which may have existed between the two bodies when the Assembly was first established has not been so evident, and they have worked together with harmony during the year. It is significant that the new members of the Legislative Assembly have come from the Fono of Faipule, and that almost all the old returned members have had previous experience in the Fono. There is a tendency to elect to the Legislative Assembly younger men with some knowledge of western ways, while there is also a reduction in the average age of members of the new Fono.

It had been anticipated that an Executive Council would be established during 1951, but certain difficulties arose which required further consideration. However, as a result of recent progress it is expected that legislation which will establish an Executive Council will be introduced into the New Zealand Parliament during 1952.

Towards the end of the year the triennial elections for the Fono of Faipule were held. The present law requires that to receive confirmation of his appointment by the High Commissioner a candidate must be nominated in writing signed by a majority of the matai in the Faipule district (of which there are forty-one). In several districts, as has been also the case in past elections, disputes arose as to the validity of nomination papers or signatures, or as to the eligibility of certain matai to vote in that district. In most of these cases an extension of time was sufficient to permit the district to settle the matter itself, but in a few it was necessary for a representative of the Department of Samoan Affairs to hold hearings and determine the issues. In one case the dissatisfied parties appealed to the Lands and Titles Court for an order declaring that the successful nominee in that district was not a matai at all, but the Court declined to make the order. If it had made the order an interesting position would have arisen, because the law does not expressly require Faipule to be matai—it merely says they must be elected by matai—but no case has yet occurred of an untitled man being appointed as a Faipule. These elections as a whole and the accompanying discussions and meetings in the villages were carried out throughout the country with the customary Samoan dignity and there was no incident of violence whatsoever.

During the year a notable development in the political field was the formation of a new Samoan political party, known as the Samoan Democratic Party. Although all aspects of its programme are not as yet finalized, it has as a platform the extension of the suffrage so that all Samoans over twenty-one years of age will have a vote in the election of Legislative Assembly members, although the latter are to be restricted to matai. The party also advocates the extension of Samoan membership in the Assembly to forty-one, thus removing the need for the Fono of Faipule. The party, which was formed after the Assembly elections under the chairmanship of a defeated Samoan candidate, claims a membership of three hundred Samoans, but observers state that the new party is not flourishing, in spite of what the organizers thought would be the wide appeal of a general franchise. An important point is that the party seeks to achieve its ends by parliamentary methods within the framework of the established organs of the constitution.

THE PUBLIC SERVICE DURING THE YEAR

The annual report of the Public Service Commissioner of Western Samoa, copies of which are supplied to the Trusteeship Council, contains a series of statistical tables which indicate in what capacities and under what conditions of service Samoans locally recruited are employed in general administration.

During the year an index of retail prices, known as a consumers' price index, was established in Western Samoa by an officer of the New Zealand Census and Statistics Department. The index will enable the extent of general movements in retail price levels to be ascertained within reasonably accurate limits, and will provide a basis for determining what variations in salary rates are necessitated by those movements.

The index showed that increases in price levels since 1949 had not been fully compensated for by general wage increases in 1949 and 1950, and accordingly it was arranged for another general wage increase to be granted with effect from 1 January 1952.

It has been decided that as from 1 January 1952 the allowances formerly paid to overseas personnel as cost-of-living and tropical allowances will be consolidated into an expatriation allowance. The necessity for the expatriation allowance arises from the fact that the basic salary scales are applicable to all employees, whether recruited locally or from overseas, and that some inducement is necessary to attract competent employees from overseas.

The statutory regrading of all permanent positions in the Western Samoan Public Service will be completed early in 1952. Regrading is to be carried out at intervals of not more than three years, and in regrading any position the Public Service Commissioner is required to take into consideration the special merit or special qualifications of the officer for the time occupying the position, and the responsibilities attaching to that position.

Certain locally engaged officers of the Samoan Public Service in the more senior grades are given the privilege of three months' leave in New Zealand once every three years. Their fares are paid both to and from New Zealand and they continue to receive their normal salaries. Most officers work in appropriate New Zealand Departments for a period in order to extend their knowledge of their particular occupation. In addition, some officers take positions in the New Zealand Public Service for longer periods of up to three years in order to gain further experience.

The eight scholarship pupils, comprising one European and seven Samoans, who have so far returned to the Territory after receiving training in New Zealand are all employed in the Public Service of Western Samoa, seven as clerks and one as a survey cadet. The eight who have so far returned include one girl.

JUDICIAL ORGANIZATION

Law

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 should be brought for an offence at common law, and that 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 in Western Samoa, except where it was specifically made applicable to the Territory. The Samoa Act declared a large 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, divorce, certification and treatment of those of unsound mind, and control of intoxicating liquor. The Act also made many provisions in regard to 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 Legislative Council and the Legislative Assembly. The New Zealand Acts which apply to the Territory in whole or in part are principally applied to Samoa by the Samoa Act 1921 or by subsequent Acts or Orders in Council. Present policy lays emphasis on the need for attaining a more nearly autonomous legal system. New Zealand legislation applying to the Territory will, it is anticipated, gradually be replaced by local Ordinances as circumstances permit.

The Samoa Act 1921 provides that equal treatment in the administration of justice be accorded to all residents of the Territory, irrespective of nationality.

Judicial Organization

The Samoa Act 1921 established the High Court of Western Samoa. It consists at present of the Chief Judge, five Commissioners, and fourteen Samoan District Judges (Fa'amasino Samoa Itumalo). In addition, there are three Samoan Associate Judges (Fa'amasino Samoa) who participate in the work of the High Court. The Chief Judge and the Commissioners are appointed by the Minister of Island Territories and hold office during his pleasure. The Associate Judges and the District Judges are appointed by the High Commissioner for a term of three years on the basis of nominations by the Fono of Faipule. In practice the Fono has so far not been willing to nominate a Judge for a second consecutive period of office, except when it is convinced that the particular Judge's services are of special importance.

The High Court has full jurisdiction, both civil and criminal, for the administration of the law of Western Samoa. The Chief Judge has authority to exercise all the powers of the Court. The Commissioners and Fa'amasino Samoa Itumalo have only such jurisdiction as has been prescribed for them. In practice, the Commissioners hear a large proportion of the petty cases which come before the Court in Apia or, in the case of one Commissioner (the Resident Commissioner at Savai'i) at Tuasivi; provision is made in the Samoa High Court Amendment Rules 1950 for enlarged jurisdiction for specified Commissioners during the absence for any cause of the Chief Judge. The fourteen Fa'amasino Samoa Itumalo preside over district Courts, with jurisdiction over Samoans only. This jurisdiction extends to civil actions up to the value of £5 when both parties are Samoans, and to criminal offences by Samoans, including thefts of under £2 value, adultery, breach of the peace, and some twenty-five other prescribed offences.

The official language is English, but the Samoan language is used where necessary.

Provision is made for the allowance of appeals from the High Court to the Supreme Court of New Zealand. Very little use has ever been made of this right, and none at all for the past sixteen years. Of more practical importance is a right of rehearing in the High Court of cases tried by Fa'amasino Samoa Itumalo or Commissioners. A case tried by a Fa'amasino can be reheard by a Commissioner and again by the Chief Judge. Where a case was originally tried by a Commissioner, there can be rehearing before the Chief Judge.

The only other legally constituted judicial body in the Territory besides the High Court is the Samoan Land and Titles Court, which has jurisdiction in respect of disputes over Samoan land and succession to Samoan titles. The Court is the successor of a similar body established by the German Administration. Its present constitution and powers were conferred on it by the Land and Titles Protection Ordinance 1934 and an amending Ordinance of 1937. The Chief Judge is President of the Court, and he is assisted by two or three European assessors and two or three Samoan Judges. The assessors are men of standing in the community who possess a good knowledge of Samoan custom. The Secretary of Samoan Affairs is an assessor *ex officio*, as is the Resident Commissioner of Savai'i. The Samoan Judges are those who act also as Associate Judges in the High Court. They are formally appointed by the High Commissioner under powers conferred on him by Ordinance.

In the more serious criminal cases the High Court employs four assessors, who sit in an advisory capacity with the Chief Judge. The latter may accept a majority opinion of three of the four assessors engaged on the case. During the visit of the Minister of Island Territories in June 1950 a combined meeting of the Legislative Assembly and the Faipule submitted requests for increased

representation of Samoan assessors in Court proceedings. A similar request was made to the United Nations Mission in July 1950. Decision on the request lay within the competence of the Chief Judge, who, after consultations with the High Commissioner, had already adopted the practice of using an equal number of Samoan and non-Samoan assessors where the accused was a Samoan.

During the period under review the High Court sat under the Chief Judge or a Commissioner on 206 days to hear criminal cases and on 80 days to hear civil cases. The Land and Titles Court sat on 82 days. Detailed statistics of cases heard and of judgments given are contained in Appendix IV.

Although District Judges may not hear a large number of cases in their districts, they do in fact perform a large amount of useful work informally and are often called upon to settle disputes extra-judicially.

F. ECONOMIC ADVANCEMENT

GENERAL

The total trade of the Territory of Western Samoa for 1951 reached the record figure of £2,900,000. Continued high prices and increased shipments of cocoa and copra largely account for this. Imports at almost £1,200,000 showed an increase of £100,000 over the previous year, while exports showed an increase of £418,000 over the 1950 figures. Over 14,600 tons of copra were exported, compared with 14,000 tons the previous year. However, these figures do not necessarily indicate an increase in production, as the exigencies of shipping influence the amount exported. A substantial increase was recorded in the amount of cocoa shipped, over 3,200 tons being exported, compared with almost 1,900 tons in 1950. However, 1950 was a bad year for cocoa owing to seasonal conditions, and a comparison with 1950 figures is therefore misleading. Nevertheless, a comparison of the 1951 production figures with those for the preceding forty years discloses that the 1951 figure exceeds that of the best previous year (1949) by 318 tons.

For the third time in the last forty years the value of cocoa exported exceeded the value of copra exported. During 1951 the rate of planting of coconuts was increased throughout the Territory. Banana exports fell during the year due to lack of shipping during the New Zealand waterfront strike, and later to a drought which caused quantities of bananas that would otherwise have been available for shipment to be used for food. Desiccated coconut production figures fell from 555 tons in 1950 to 339 tons in 1951, this being due to the closing of the desiccated-coconut factory during the year; the removal of desiccated coconut from licensing control in New Zealand and the availability of cheaper coconut from other sources contributed to this. Owing to a rise in the world price for raw rubber, tapping was resumed during the year, and smoked rubber to the value of £27,000 was exported.

In the agriculture of the Samoan village communities the subsistence element, which has been combined for a long time past with production for export, is still of fundamental importance. A large part of the land under cultivation by Samoans and a large part of their working-time is absorbed in the cultivation of taro, ta'amu, bananas and other food crops. Pigs and poultry are raised for local consumption; they form an essential article of diet, particularly when visitors are being entertained. Coconuts contribute in a multitude of ways to the domestic needs of the people.

Work has been continued on the agricultural census carried out in 1950, and when the full results of the 1951 population census are available they will

be used in conjunction with the results so far available from the agricultural census to provide an over-all picture of the existing agricultural economy. Preliminary figures released during 1951 showed that there were 51,551 acres in coconuts, 13,695 acres in bananas, 6,055 acres in cocoa, 4,198 acres in taro, and 1,473 acres in ta'amu, 124,600 breadfruit trees, and 37,500 pigs, while the number of poultry almost reached 75,000.

Negotiations for an aerial survey of Western Samoa were continued early in the year, but later fell through. Such a project is difficult to arrange in the case of a small and isolated group of islands, but it is still hoped to have the survey carried out.

The proposed economic survey will be a work of considerable magnitude, and may take some time to complete. An approach is being made to the South Pacific Commission for assistance in carrying out this project, and if this approach is successful it should be possible to draw up immediate plans for the carrying-out of the survey.

A survey of the forestry resources of Western Samoa was carried out in 1950. It pointed out the need for a planned economy and the conservation of natural resources, and resulted in appropriate recommendations being made regarding the utilization of the Territory's forestry resources.

Following the opening of the new hydro-electric scheme at Fuluasou in December 1950, there has been a rapid expansion in electricity consumption. Plans were drawn up during the year for another extension to the hydro-electric scheme. Districts are also showing interest in electric light and power, and the Palauli district in Savai'i has installed a Diesel plant at its own expense assisted by skilled labour, advice, and rebates from the Government. Other districts have plans in hand.

In October a start was made with a project to improve Apia Harbour. This will eventually entail extending the wharfage facilities, deepening the harbour, and providing better facilities for passengers and Customs officers.

The world-wide shortage of certain materials has had its effect in Western Samoa, where non-delivery of piping caused some delay on village water-supply schemes, which are largely supported by Government contributions. However, a large quantity of pipes has recently been ordered, and should arrive in 1952. The principle of local responsibility is still maintained, as far as possible. Certain financial support is expected from the village or district benefiting from the water-supply, and a local committee is charged with the maintenance of the supply.

During 1951 the Department of Agriculture carried out experiments with easily obtainable fertilizers in the hope that it would be possible to find cheap fertilizers which would benefit such crops as taro, cocoa, and bananas. Investigations will be continued during the coming year.

The Territory, in common with other territories in the region, shares in any benefits resulting from the South Pacific Commission's programme of economic development, and technical information is sought and exchanged with other member governments through the Commission.

The economic equality provisions of Article 76 (d) of the Charter are incorporated in Article 4 of the Trusteeship Agreement. No specific steps have been necessary during the year to give effect to these provisions, since economic equality is a principle which is firmly established in the Territory. Samoan production accounts for 80 per cent* of the copra exported, 73 per cent* of the cocoa exported, and 93.5 per cent of bananas exported.

* Estimate only.

Prior to the assumption of the Mandate by the Administering Authority in 1919, indentured labour had been brought into the Territory in not inconsiderable numbers. Most of the labourers were Chinese. In subsequent years the policy of repatriating imported labour was adopted, with the result that a small group only, all free labourers, remains in the Territory. This group enjoys full rights to associate itself at any level with the economic life of the Territory. Most remain as agricultural labourers, though some have entered commercial life.

The Samoans are almost exclusively an agricultural people and their economic position is protected by the Administering Authority, which carefully guards their ownership of the land. Those of the indigenous population who depend upon the commercial economy of the Territory are protected by provisions, such as price control, designed to alleviate the effects of present economic trends. It is the aim of the Administering Authority and the Samoan Government to fit the indigenous inhabitants to the role of increasing responsibility for the economic welfare of their country. Educational policy is directed towards this end.

The New Zealand Reparation Estates, which comprise areas of land formerly German owned, are held and operated by the Administering Authority, the policy of which is to devote the trading profits for expenditure on social and economic development schemes for the benefit of the Territory.

The Reparation Estates are maintained as an organization entirely separate from the Government of Western Samoa, being administered by a General Manager responsible to the Minister of Island Territories. The Estates are by far the most important individual plantation enterprise in the Territory and one of the largest taxpayers. They are the only important breeders of cattle, their herds totalling some 10,000 head, of which some 2,000 are slaughtered each year to provide beef for local consumption.

A timber-mill is operated by the New Zealand Reparation Estates at Asau, in Savai'i, and a limited supply of timber is available for the local market.

The New Zealand Reparation Estates maintains a staff of 78 permanent employees and over 1,600 casual labourers.

No reliable estimates of national income are available.

The continuation of the world-wide tendency towards rising prices has led to an increase in the cost of living for those who live in the Apia area, but for the majority of Samoans it has had less effect, as they depend primarily on their system of subsistence agriculture. Wages and salaries were increased during the year to offset the increase in the cost of living for those on a monetary economy. Western Samoa is not alone in having to pay more for imports, and the fact that exports are bringing higher prices means that imports will likewise tend to be dearer.

It has been found that the high prices paid for cocoa and copra have not resulted in any reduction in the production of these cash crops, but that the availability of more ready money has resulted in less attention being paid to subsistence crops, and that there is a tendency for the people to buy goods instead of producing them. For instance, instead of catching fish, people now tend to buy tinned fish. The Department of Agriculture has endeavoured to ensure that sufficient cash and food crops are grown, and that these are not neglected owing to preoccupation with customary and social activities.

In 1948 a Copra Board and Fund were established. The Board has the sole right to export copra, and fixes the local price paid for copra in the Territory, the annual export price at present being subject to negotiation within the terms of a contract with the British Ministry of Food. The Board

pays into a Reserve Fund the difference between the local and the export price, and if in the future it becomes expedient or necessary to maintain the price of copra at an economic level, and if funds are available in the Reserve Fund, then the Copra Board may, with the High Commissioner's approval, fix the local price in excess of the export price and use the Reserve Fund to enable it to pay the declared price. At 31 December 1951 the Copra Reserve Fund stood at £104,091.

PUBLIC FINANCE, MONEY, AND BANKING

Details of the public revenues of the Territory, excluding grants from the Administering Authority, are given in Appendix V.

The method of preparation of the Budget is explained in detail at page 27 of the annual report on Western Samoa for the year ended 31 March 1950.

During the year the receipts of public revenues totalled £678,897 and payments £631,175, leaving a surplus of receipts over expenditure of £47,722.

The total accumulated surplus of the Territory at the end of the year was £781,347, of which £656,250 was invested in New Zealand. Details of the growth of the accumulated surplus over the last five years are as follows:—

—	Total.	How Held.		
		Cash.	Investments in Western Samoa.	Investments in New Zealand.
Year ended 31 March—	£	£	£	£
1948	607,155	34,226	28,554	544,375
1949	642,973	59,527	29,396	554,050
1950	706,737	23,735	16,752	666,250
Period ended 31 December 1950..	733,624	69,374		664,250
Calendar year 1951	781,347	125,097		656,250

It is the policy of the Government to hold £500,000 in general reserve and to regard the balance over that figure as expendable upon developmental works.

The Territory has continued to receive grants from the Administering Authority for various purposes relating to economic and social advancement. These grants represent the implementation of the Administering Authority's policy of using all profits from the New Zealand Reparation Estates for the benefit of the people of Western Samoa.

Details of grants expended by the Administering Authority since the present policy came into full operation are as follows:—

—	Rhinoceros Beetle.	Education and Overseas Scholarships.*	Health.	Broadcasting.	Roads.
Year ended 31 March—	£	£	£	£	£
1947 .. .. .	..	2,351	..	..	8,100
1948 .. .. .	..	7,552	..	22,475	12,985
1949 .. .. .	..	10,880	..	1,289	28,915
1950	603	24,072	50,000	..	25,000
Period ended 31 December 1950	166	5,748	..	..	..
Calendar year 1951	312	40,358	..	..	..

* Includes equipment and inspection of schools.

The £50,000 shown in the "Health" column for 1950 was a grant made by New Zealand to cover future developments, and was not all spent in 1950. The last of this grant will be spent next year, so that, in fact, the grant will have covered a three-year period.

The items in the columns relating to education and broadcasting in the above table include certain sums which have been spent directly in New Zealand by the Administering Authority and which have not passed through the Samoan Treasury.

The banking and credit systems employed in the Territory are those normally used in commercial circles.

Samoan currency is backed by the Administering Authority and has the same exchange value as that of the Administering Authority.

Following a request for expert advice by the Select Committee on Samoan Currency, an officer from the Reserve Bank of New Zealand visited the Territory early in the year and reported on proposals for the establishment of a separate Samoan currency. Following this visit the Committee again worked on the problem, and will have their report ready for presentation to the Legislative Assembly in 1952.

The only trading bank operating in the Territory is the Bank of New Zealand, which has a branch at Apia, and which transacts all ordinary banking business. The overdraft rate charged by the bank is slightly in advance of that in New Zealand, and in accordance with its standard New Zealand practice the Bank pays no interest on balances in current accounts.

The Post Office also operates a savings-bank and transacts money-order business. The Post Office Savings-bank allows interest at 2½ per cent on deposits up to £500 and at 2 per cent on amounts between £500 and £2,000. Figures of Post Office Savings-bank business over the last four years are as follows:—

	Year Ended 31 March,		Period of Nine Months Ended 31 December 1950.	Calendar Year 1951.
	1949.	1950.		
Withdrawals	£115,059	£127,134	£94,015	£137,834
Deposits	£109,080	£116,014	£94,833	£166,519
Number of depositors at 31 March ..	5,823	6,428	..	..
Number of depositors at 31 December ..	..	..	6,889	7,735
Amount held to their credit	£280,188	£274,873	£275,692	£310,221

Deposits for the period under review showed an increase of £46,217 and withdrawals an increase of £9,166 on figures for the previous year. The number of depositors again rose considerably and gave a further indication of the growing acceptance amongst small depositors of this convenient means of saving and keeping money.

The money-order remittance service operated by the Postal Department again increased its business during the period, the following being the figures for the business transacted during the past five years:—

	Year Ended 31 March,			Period of Nine Months Ended 31 December 1950.	Calendar Year 1951.
	1948.	1949.	1950.		
Money-orders issued	£ 4,626	£ 5,909	£ 6,468	£ 7,257	£ 7,539
Money-orders paid	£ 4,046	£ 4,368	£ 9,607	£ 6,676	£ 9,885

The regulations establishing exchange, import, and export controls remained in force during the year, though the trend referred to in previous years' reports of relaxed application in respect of trade with sterling areas continued. Imports from dollar areas are governed mainly by block allocations of dollar exchange to the various importers for the purchase of essentials. Western Samoa is a member of the sterling pool, to which her hard-currency contributions are made mainly from earnings on the export of cocoa. As has been the case in former years, there was during the year a surplus of dollar earnings over dollar expenditure, as the trade figures in Appendix VI show.

TAXATION

The public revenue of the Territory is derived from a combination of direct and indirect taxes. The indirect taxes are import and export duties. These are an excellent means of obtaining revenue from a central source at a minimum cost and are thus well suited to the present stage of development of the Territory. The direct taxes are store-tax, salary-tax, trade and business licences, building-tax, water rates, amusement-tax, and stamp duties. Store-tax, the principal direct tax, is a tax on the gross selling-price of goods. There are no direct personal taxes imposed on Samoans other than the salary-tax on incomes in excess of £200 per annum payable in cash by individuals after deducting the normal exemptions. All taxes are paid to the Government of the Territory.

Receipts of revenue for the year under the various taxation headings (exclusive of fees for services) were as follows:—

	£
Amusement-tax	285
Building-tax	5,084
Export duties	162,295
Import duties (including port and service tax)	246,553
Licences and fees	8,038
Salary-tax	6,011
Stamp duties	2,472
Store-tax	66,568
Water rates	1,920

COMMERCE AND TRADE

No international trade agreements have been entered into by the Territory during the year.

Western Samoa is not a member of a Customs union with the metropolitan country or with the other Pacific dependencies of the Administering Authority or with neighbouring Pacific territories.

The commercial life of Western Samoa follows the design found in any territory where the majority of the inhabitants are settled on the land. It concerns itself with the handling of produce for export and the importing of commodities to satisfy consumer requirements. Besides engaging in general merchandising, the larger firms act as agencies for shipping and air services, insurance companies, motor firms, and the like. Apia, the only port of entry for the Territory, is the centre of commercial life. Here the trading firms and the other large companies have their principal offices and the smaller businesses and individual enterprises ply their various trades. The Bank of New Zealand has a branch at Apia, and the Union Steam Ship Co. also has an office in the town. The commercial interests are represented on the local Chamber of Commerce.

A widespread system of trading-stations functions throughout the Territory, in some cases linked by launch transport for the collection of produce and distribution of consumer goods. A large share of the total business is in the hands of four major trading firms, which operate almost two hundred trading-stations in outer districts. Two of these are extra-territorial enterprises with head offices in Australia and Fiji respectively. The other two are local firms. There are several smaller trading firms and a number of independent traders in the villages. The latter either import through commission agents in Apia or use the facilities of the larger firms.

The nine-year copra contract entered into with the British Ministry of Food in 1949 continued in operation, the price paid for copra in 1951 being £53 15s. per ton f.o.b. Apia. The price in the coming year will be increased to £65 per ton f.o.b. Apia.

An expected increase in banana exports failed to materialize owing to a wharf strike in New Zealand early in the year and later to adverse weather conditions and to the lack of response to an appeal to plant more bananas. Banana exports totalled only 62,912 cases, the lowest figure reached for several years. The responsibility for the importation of bananas into New Zealand has been taken over by Fruit Distributors, Ltd., but the purchase and shipment of bananas from Western Samoa is still carried out by the Administering Authority acting through the New Zealand Reparation Estates.

Discussions are continuing on a proposal that the Samoan Government take over the responsibility for the banana scheme, the industry to be supervised by a specially constituted board of control.

While the demand for the staple products of the Territory remains steady and while the prices received for the Territory's exports remain high there is no need for the Government to promote sales overseas. Attention is therefore concentrated upon improving both the quantity and quality of exports, and it is to this end that much of the effort of the Department of Agriculture is directed.

Regular work for wages is very rare, and it is only in and around Apia that the traditional subsistence economy is giving way to a more commercialized relationship. However, this slight departure from the Samoan way of living does not affect the general economic picture, although out-station trading posts play an increasing part in district economy in times such as the present when ready cash is plentiful.

The New Zealand Reparation Estates, operated by the Administering Authority, run a series of stores on their plantations to provide employees with their requirements. The Estates are also responsible for most of the local trade in cattle and timber. The Estates export cocoa, copra, rubber, and desiccated coconut. Experimental shipments of coconut husks for use in the manufacture of coir matting and similar commodities in New Zealand were made during the year.

Four trading companies operate in the Territory under the provisions of the New Zealand Companies Act 1933, as applied to Western Samoa by the Samoan Companies Order 1935. They do not receive any special taxation exemptions or concessions.

Apart from those products which are subject to sale under external contracts, export marketing is carried on through the normal trading channels. Imports are sold, subject to price regulation, in accordance with standard and accepted competitive methods.

As mentioned elsewhere in this report, a Co-operative Societies Bill was introduced into the Legislative Assembly, where it was referred to a Select Committee.

Although the question of whether or not the existing Preferential Customs Tariff should be replaced has been under consideration for some time, a satisfactory decision has not yet been reached, as the question is not by any means free from difficulty and doubt. However, the matter is now engaging the serious attention of the Administering Authority, and a definite decision within the next twelve months is confidently expected.

No discriminative trade barriers have been raised in connection with licences and quotas, but the continued need to conserve resources of hard currency has again meant that imports from hard-currency areas have been restricted to essential goods.

The Government of Western Samoa realizes the danger of basing its export economy on a few staple commodities, and has continually encouraged the diversification of production for export. Both the Department of Agriculture and the New Zealand Reparation Estates have in the past experimented with new crops, but the Territory still relies on three basic exports—cocoa, copra, and bananas. Exports of rubber were resumed during the year. An attempt by the New Zealand Reparation Estates to grow pepper, however, was unsuccessful owing to the failure of the seeds to germinate. Another attempt will be made with tested seeds from Fiji.

While continuing to explore the possibilities of diversification of production for export, the Government is not unaware of the fact that the principal and traditional export crops from which the wealth of Samoa is produced—cocoa, copra, and bananas—are without doubt those most suited to the climate and soils of the Territory. The policy of diversification of export commodities is being pursued, but care is being taken that the expansion of areas in the traditional crops is not being neglected.

MONOPOLIES

There are no monopolies or businesses containing a monopoly element in the Territory, except the public services operated by the Government in fields in which competition is not regarded as practicable. It might be said, however, that there is an element of monopoly in the copra contract with the United Kingdom Ministry of Food whereby the whole Samoan copra production is purchased by the Ministry, apart from a quota allotted to New Zealand. However, no monopoly element exists within the Territory, the producers being free to sell the copra to any of the various merchants who handle it, and these in turn sell to the Copra Board at a fixed price per ton. The minimum price which merchants must pay the producers is fixed by law, but the maximum price is fixed by competition between the firms.

The copra contract not only has the advantage of fixing a definite price for copra and giving long-term stability, but it also places the onus on the Ministry of Food, which purchases the copra f.o.b. Apia, to secure the necessary shipping to Europe. As shipping is not always plentiful in the Pacific, this latter provision is of considerable importance to Western Samoa, especially as copra deteriorates rapidly if kept too long in storage.

LAND AND NATURAL RESOURCES

No geological surveys have been carried out by the Administering Authority during the year.

Both the Administering Authority and the Samoan Government are aware of the need for a constructive forest policy which will embrace not only timber production, but also soil conservation and water conservation, and thus be

related to the economy of the Territory as a whole. A valuable report on the Territory's forestry resources was presented early in 1951, based on a study made in the previous year. It is intended to have this report published, and arrangements are being made accordingly.

No problems arise in the Territory from browsing pests or from overgrazing, while fire, owing to the high humidity, has done little damage. The rapid growth of secondary vegetation has prevented serious erosion on cleared land, although soil loss does occur to some extent on recently cleared sloping ground. Instruction in contour cultivation and rotational cropping would be of some benefit, as would instruction in green manuring. Experiments with various common fertilizers have been made during the year by the Department of Agriculture.

The Lands and Survey Department has again carried out work in connection with wharves, water-supplies, hydro-electric schemes, and roading programmes, besides carrying on with routine surveys.

The land of Western Samoa is classified in law as Crown land, Samoan land, and European land. The first is land vested in the Crown free from any Samoan title or any estate in fee-simple. Samoan land is land vested in the Crown but held by "Samoan title"—i.e., in accordance with Samoan title and usage, not by grant from the Crown. European land is land held from the Crown for an estate in fee-simple.

Between 1921 and 1951 the population of the Territory has grown from the 1921 census figure of 36,736 to the 1951 census figure of 83,096, an increase of 46,370 in thirty years. Population pressure as yet exists only along the northern coast of Upolu, which is the most heavily settled area in the Territory. It is considered that there is no immediate danger of over-population, as the Territory should be able to support double the present population without taking into consideration the fact that improved techniques may further increase productivity. Nevertheless, as indicated elsewhere in this report, the question of over-population is being watched, and appropriate steps will be taken when required.

The Samoan Government has decided to accept an offer made by the Administering Authority to sell to it some 42,000 acres of Reparation Estates land which are not required by the Estates. The bulk of the land will probably be held as conservation reserves.

The general conditions under which land may be acquired for public purposes are set out in section 271 of the Samoa Act 1921, which states, *inter alia*:—

(1) Any European or Samoan land in Samoa may, by Ordinance, be taken for any public purpose specified in the Ordinance, and it shall thereupon become absolutely vested in His Majesty as from the coming into operation of that Ordinance, or from any later date specified therein in that behalf, free from all estates, rights, and interests of any other person therein, save so far as any such estates, rights, or interests are expressly saved by such Ordinance.

Provision is made for compensation to be paid from the Samoan Treasury. It is not lawful for a Samoan to alienate Samoan land permanently by sale or any other means, save to the Crown. A short-term lease of Samoan land may, however, be granted by the High Commissioner if such a lease is in accordance with the desires and interests of the owners of the land and with the public interest.

The area of Samoan land holdings is estimated at approximately 581,370 acres. Crown lands, inclusive of the holdings of the New Zealand Reparation Estates, total about 103,630 acres. There are about 40,000 acres of European

land, 35,000 acres of which are owned privately and 5,000 acres by the various missions. It is estimated that about 400,000 acres, or 55 per cent, of the land area of the Territory is made up of steep mountain-sides, lava-beds, or unproductive areas. It has been found that with the passing of time previously barren lava-beds will support vegetation and gradually become productive. More accurate figures of the categories into which land has been placed and an approximation of areas of forests, pasture land, and land under domestic crops cannot be given at the present, but will become available with the completion of the component projects of the proposed economic survey of the Territory.

Leases of Samoan land are of two kinds. The first comprise leases made in German times or earlier to Europeans for terms of years which have not expired. The only leases of this kind are now held by the New Zealand Reparation Estates. The second are recent leases of very small areas for village trading-stations or for sites for churches. The number of such leases is approximately 250, and the area involved does not exceed 100 acres.

There is no problem of rural indebtedness in the Territory.

FORESTS AND MINES

The forests of Western Samoa are in the main neither virgin nor densely stocked with valuable timber species. Savai'i has more extensive areas of forests than Upolu and a smaller area of man-made plantations. The natural vegetation of both islands roughly follows certain contoured bands which are determined by elevation above sea-level. Mangrove at sea-level gives way on rising ground to fau and futu and the commercially marketable talie, fetau, and ifilele. Farther inland on higher ground are situated the largest and most valuable sources of timber, which would yield from 3,000 to 15,000 superficial feet per acre.

Milling operations are carried out by the New Zealand Reparation Estates with a mill at Asau Bay, on Savai'i, and by a private miller at Apia. The Reparation Estates are logging an estimated area of 10,000 acres, the output from which is principally of valuable tamanu timber. Ground conditions over the logging area are difficult, the surface consisting of irregular, broken lava blocks which cause a very swift depreciation of equipment and occasional lengthy stoppages for repair and overhaul of logging tractors and other machinery. Production from the Asau Sawmill for the year ended 31 March 1951 was 405,000 superficial feet.

The private mill on Upolu is served by small, scattered areas of land from which the removal of trees is required for plantation purposes. The ground conditions are not nearly so severe as those on Savai'i and extraction of the timber is entirely by motor-truck. The estimated output of the Apia mill is 1,500 superficial feet daily.

The present annual consumption of timber by Western Samoa is estimated at 1,500,000 superficial feet, a figure which will rise steadily with the population increase over the next generation. The two local mills at present supply only a little over half the total demand, and even by increasing production to a maximum it is unlikely that the entire local requirements could be met for any length of time from the local forests. Much of the timber needed in the Territory must continue to be imported from overseas.

There are no known mineral resources of commercial value in the Territory.

AGRICULTURE, FISHERIES, AND ANIMAL HUSBANDRY

Public services in connection with agriculture are organized under the Agriculture Department, which is headed by the Director of Agriculture. Under him operate, in addition to the clerical staff, a staff of Samoan Field Instructors and Samoan District Plantation Inspectors resident in districts throughout the Territory. Besides maintaining close liaison with the Samoan people through the District Plantation Inspectors, the Department is responsible for produce inspection, the control of pests, especially the rhinoceros beetle, the administration of the banana scheme and the encouragement of replanting, in addition to a considerable amount of training and experimental work.

During the year there have been increases in the areas devoted to the three main export crops, cocoa, copra, and bananas, but there has been no significant change in the widespread system of subsistence agriculture. The agricultural census mentioned in the previous report has yielded some valuable information on the Territory's agriculture and will be invaluable for assessing long-term changes in the Territory's agricultural system.

The type of terrain on which export crops are grown precludes the widespread use of mechanical equipment, the soil being mixed with scoria and volcanic refuse in most areas. Adequate domestic crops can be grown for village requirements under the present methods of cultivation, and there is no incentive to increase yields by mechanical cultivation.

In a normal season the Samoans find no difficulty in producing local food-supplies sufficient to meet their requirements. Reliance on imported European foodstuffs is strongest amongst Samoans whose villages are found in the area surrounding Apia, though such foodstuffs, especially flour and preserved meats, are popular throughout the Territory. In the event of a restriction in the supply of these commodities the Samoan would undergo little hardship in returning exclusively to foodstuffs produced from his own soil.

There is no statutory provision for the compulsory planting by Samoans of economic crops for their own benefit, the social discipline of the family and village giving a sufficient direction to the labour spent on family and village lands.

Provision for the control of plant pests and diseases is contained in the Plants and Soil Importation (Disease Control) Ordinance 1950, the purpose of which is to protect the Territory against external diseases. Due to the past efforts to check the rhinoceros beetle, it can now be definitely stated that this danger is being reduced and that areas formerly badly infested are showing an improvement, largely due to the increased activity of the Samoans. The work of the *Scolia ruficornis* wasp, which was introduced for biological control, is being kept under close observation, but it is as yet uncertain to what extent it is a predator of the beetle. The Administering Authority makes grants to meet the cost of the campaign against the rhinoceros beetle.

The Governments of Pacific territories realize the need for regional control of insect pests and diseases of plants and animals, and during April a Plant and Animal Quarantine Conference was held in Fiji under the auspices of the South Pacific Commission. The report of the Conference was transmitted for the study of the member Governments of the South Pacific Commission.

Fish and other marine produce are an essential part of the Samoan diet. Commercial fishing is not carried out on an extensive scale, and there is little prospect of its development under the limitations of present sources of supply. Preservation of adequate supplies for domestic consumption is ensured by the careful control of fishery methods. The killing of fish by explosives has been for many years prohibited, while the *Derris elliptica* vine, the roots of which can

be employed to poison fish, was declared a noxious weed in 1948. Agriculture Department Inspectors have a permanent instruction to destroy any *Derris elliptica* seen during their inspections, and can take Court action against the occupier of the land on which it is found growing. As part of its work programme the South Pacific Commission is devoting attention to the economic development of fishery resources in the South Pacific area.

The live-stock industries are of local importance. Pigs and poultry figure in the Samoan village economy, while cattle are raised on the New Zealand Reparation Estates and other plantations. Horses and mules are used as pack animals. The New Zealand Reparation Estates cattle, which total approximately 10,000 head, besides grazing the plantations clear of undergrowth, provide fresh beef for consumption in the Territory and hides for export. The herds consist principally of the Hereford and black Polled Angus varieties, and are maintained and improved in quality by rotational grazing and careful selection for breeding. Cattle are also raised by a few individual planters, and milking herds are maintained by the Estates and a planter.

INDUSTRY

The industrial activities of the Territory are few in number and small in scope, being confined mainly to timber milling and dressing, small individual enterprises for processing coffee, and the manufacture of curios, cordials, and similar products. Although 27 tons of smoked rubber were exported during the year, processing was left to overseas interests. As mentioned previously, the manufacture of desiccated coconut ceased during the year. It is now more profitable to produce copra than desiccated coconut.

The entry into the Pacific islands service late in the year of the new vessel "Tofua" extended the opportunities for tourists to visit the Territory, but the development of a large-scale tourist trade is dependent on the provision of further air, shipping, and accommodation facilities. There is a reasonable influx of visitors during the year, especially in the more attractive cool season from May to October, which coincides with the New Zealand winter. The numerous forms of recreation offered to visitors include tennis, golf, bowls, cricket, riding, sailing, and fishing.

INVESTMENTS

Particulars of the amount of outside capital, including foreign capital, invested in the Territory are not available. Through the New Zealand Reparation Estates the Administering Authority has a considerable investment in the Territory.

TRANSPORT AND COMMUNICATIONS

Postal and Telephone

Normal postal facilities, including receipt and delivery of mails, the issue of money-orders and postal notes, and the operation of a savings-bank, were maintained throughout the year. The volume of mails handled has risen considerably, especially outward second-class air mail and parcels.

Overseas surface mails are still irregular, but the overseas airmail service has been regularly maintained, as has the ordinary inland mail-service.

Proposed extensions to the telephone service have been unexpectedly delayed owing to the non-arrival of cable ordered from overseas, but the improvements should be completed in the coming year.

Radio

The Apia radio station and the six out-stations continued to operate throughout the year. Over 28,000 paid messages were handled by the Department and 436 radio licences were issued. Most of the overseas vessels took advantage of the ship-to-shore circuit facilities. Air-ground-air and point-to-point aeradio channels were also operated.

Maintenance of Samoan village receivers was carried on under difficulties early in the year. These difficulties were caused by a shortage of batteries due to non-arrival of ships from New Zealand during the waterfront troubles in that country.

After a series of tests had been carried out to determine their suitability, arrangements were made to import 500 "saucepan set" radios for sale at cost to the Samoans. No Customs duties will be charged on these sets, which are dual-wave battery-operated sets similar to those in use in some African territories.

Roads

During the year 14 miles of new roads have been constructed, in addition to improvements carried out to existing roads. The road-sealing programme has continued, and construction has begun on two important bridges. Maintenance of the 246 miles of roads is a large task owing to the heavy rainfall and the rapid growth of vegetation typical of the climate.

External Communications

Owing to the New Zealand waterfront dispute early in the year the regular calls by the Union Steam Ship Co.'s motor-vessel "Matua" were discontinued for some time. The weekly air service operated by the New Zealand National Airways Corporation provided an invaluable link with the outside world during this difficult period. Late in the year the new motor-vessel "Tofua" arrived in New Zealand, and commenced island trading. The new vessel has first-class accommodation for 73 passengers as well as space for 3,000 tons of cargo, including refrigerated space for 25,000 cases of fruit.

PUBLIC WORKS

The Public Works Department performs a wide range of duties, including both the construction of new capital development projects and the maintenance of existing ones. Almost every Government Department has required capital or maintenance work to be done by the Public Works Department, and this has involved a wide extent of work ranging from the construction of a steel pontoon with sand-pumping equipment for the Customs, to extensive additions and alterations to a building purchased to house the Treasury and Public Trust Departments. The inner harbour at Apia was deepened and a rock groyne and retaining-wall completed, while a new beacon and mast was erected at Mulivai. Work carried out for the Health and Education Departments has been mentioned in the appropriate sections.

The increased generating capacity from the Fuluasou hydro-electric plant made it possible to connect 279 new consumers and install additional apparatus for consumers already connected. In October an additional 300 kW. Diesel generating unit was ordered to augment the existing generating plant until further hydro-electric plant can be installed.

An investigation into possible hydro-electric sources in Upolu was carried out during the year, and the "Avele" scheme, designed to utilize the waters of the main and middle branches of the Vaisigano River at the back of Apia, was selected as the most suitable for early development.

During the year pipe water-supply systems were constructed and put into operation for Solosolo Village and the Lefaga district of Upolu, and the Satupaitea and Palauli districts in Savai'i, but in the case of the latter districts the domestic reticulation is not complete owing to late arrival of supplies of small-bore pipes. When the full supplies of pipe arrive, construction will begin, apart from other projects, upon a complete scheme for the north coast of Upolu from Apia to Faleolo.

G. SOCIAL ADVANCEMENT

GENERAL

At the present stage of Samoa's development the Administering Authority aims at achieving its objectives in the field of social advancement mainly through public health measures and by raising the general standard of education in the Territory. As the interrelationship between social advancement and political and economic progress is so intimate it is necessary to consider this section in relation to the rest of the report in order to obtain a true picture of social advancement during the year.

SOCIAL CONDITIONS

Samoaan Society

Samoaan society has shown itself remarkably capable of taking the strains of adaptation to the conditions of the modern world. Although the Samoaan of the present day has interests and needs which did not exist for his ancestors, the structure of society and code of values which have been passed on from earlier generations remain, in their essential principles, unchanged.

To-day, as in the past, the unit of Samoaan 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. Such a *matai* is a titled person, either a chief (*ali'i*) or an orator (*tulafale* or *failuaga*), whose particular duty is the leadership and care of the family under his control, and who is entitled to the services and co-operation of all members of his family in return for his leadership. All members of such 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. 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 responsible for the maintenance of its dignity and the adequate performance of its social obligations.

There is no ceremony or formality associated with the practice of adoption, which may occur by reason of relationship or friendship, or because of a lack

of young people in the family concerned. The child is taken into the family and, insensibly with the passage of years and a record of good services, comes to be regarded as one of the family.

The matai bears a family name or title by which he is always addressed and which succeeds 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. Succession is not necessarily from father to eldest son, but all within the wide family group are eligible. It is thus correct to state that there is no definite 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. 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. Even an adopted son is eligible if he 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 sooner or later of most adult males. The higher social grades are thus not closed or exclusive, as is the case with certain other Polynesian peoples. There is a mutual interdependence and recognition of titled and untitled people. Each has its recognized and respected place in the community, and the two principal elements in society are therefore complementary.

The European Community

The community of European status is composed predominantly of persons of part-Samoan blood. A large proportion of its members belong to families which were founded by a European ancestor three or four generations back. The majority of such local Europeans live in the area of Apia, where they have a leading role in trade and provide the greatest number of skilled craftsmen and artisans. Many also have plantations or small holdings, though they are at a disadvantage in comparison with Samoans in not having access to Samoan land (except through a wife or other relative of Samoan status).

Movement of people from Western Samoa requires a permit issued by the High Commissioner, who may in the case of emigration to New Zealand of certain categories issue a permit which is recognized by the Administering Authority as being valid for a six months' stay and which can be extended, subject to good behaviour, for further periods. At present there are approximately 1,300 Samoans and part-Samoans in New Zealand. A permit to emigrate to other territories is issued only after a permit to land in the particular territory has been issued. The scale of movement of the population can be gauged by reference to Appendix I. There are no restrictions on the movement of local inhabitants within Western Samoa.

Visitors to Western Samoa are admitted only on a temporary visitor's permit available for a period of six months. These permits may be extended at the discretion of the High Commissioner, and after five years' residence in the Territory persons on temporary permits are considered to be permanent residents.

Vagrancy is a penal offence. In Western Samoa a vagrant is defined as a person (other than a Samoan born in Western Samoa) who has insufficient means of support.

STANDARDS OF LIVING

Although no family living studies have as yet been undertaken in the Territory, the natural productivity of the land, together with the current high prices for the Territory's exports, has ensured a relatively high standard of living for the Samoan people. As the vast majority of the Samoan people do not work on a money economy basis, little would be achieved by compiling a cost-of-living index for them. To ensure, however, that those items most commonly purchased by Samoans are not subject to violent price fluctuations, the system of price control inaugurated in 1940 has been continued.

The first step towards establishing a cost-of-living index for members of the Western Samoan Public Service was taken early in the year when a family budget survey was carried out. This was followed by the setting-up of a consumers' price index. As a result of the increased cost of living demonstrated by this investigation, Public Service salaries are to be increased from 1 January 1952.

As an indication of the prevailing price-level in Apia, particulars of the prices of certain commodities are given in Appendix VIII.

STATUS OF WOMEN

Women as organized groups have an acknowledged and respected place in society. Individually, their position is derived from that of the husband or parent and their status in the community changes with that of their menfolk. Women in Western Samoa are far from being an under-privileged section of the community.

There is no distinction in law between the rights of women and men, though women are not commonly chosen for succession to Samoan titles.

Women are able to enter the Western Samoan Public Service as suitable vacancies occur. Girls have equal opportunities to compete for the award of scholarships tenable in New Zealand, and facilities exist for their training in the Territory as nurses and teachers. The Administering Authority is well aware that to educate a man is but to educate one person, while to educate a woman is to educate a family.

The women's village committees perform excellent work in child welfare and village health fields, as well as providing some measure of village government experience for their members. These committees are supervised by the Samoan Medical practitioners and the district nurses.

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, as envisaged in Article 76 (c) of the United Nations Charter. In a society organized 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 individuals 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 from time to time requires the subordination of personal opinions to the rights or opinions of the family. Yet even here the individual is secure from oppression or derogation of his rights. 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 some other part of the country, and thus a large measure of social equilibrium and social justice is maintained.

There is no restriction on the expression of public opinion at either Samoan or European political meetings.

Clubs and political "parties" or factions have been constituted in the Territory during election campaigns, and the use of the Government broadcasting system has been permitted.

Since November 1950 a weekly newspaper, the *Samoa Bulletin*, has been published regularly by a local commercial organization. *The Samoa Bulletin* is bi-lingual, having articles in both English and Samoan.

There is at present no restriction on the nature of the contents of any publication if it conforms with recognized standards of decency.

The Government Broadcasting Service and the weekly newspaper both disseminate information concerning current developments of local and international significance.

All Samoans profess Christianity, and religious observances are prominent in Samoan life. Article 9 of the Trusteeship Agreement is fully observed—there is complete freedom of conscience.

There are no restrictions on missionaries or on missionary activities. Mission schools are not subject to Government control, but, by exchange of views with the missions, the Director of Education aims at reaching agreement as to syllabi of both primary and secondary education. The number of missionaries, their nationalities, and the religious bodies they represent, together with the distribution of Samoan adherents at the time of the last census taken in September 1951, are set out hereunder. It should not be overlooked that the following figures include staff whose principal functions are associated with teaching rather than with active missionary work in the field.

ANALYSIS OF MISSION STAFF

Denomination.	Nationality.						Adherents as at Date of Last Census, 25 September 1951.
	United States of America.	British.	French.	German.	Others.	Total.	
London Missionary Society ..	..	7	..	..	..	7	45,817
Roman Catholic	14	18	13	8	4	57	14,799
Methodist .. ..	..	0	..	..	..	6	13,050
Latter Day Saints (Mormon) ..	31	..	..	..	8	39	3,145
Seventh Day Adventist .. ..	..	3	..	..	..	3	791
Samoa Congregational Church ..	..	..	..	..	..	..	593
Others .. ..	..	..	..	..	..	..	145
Totals	45	34	13	8	12	112	78,340

Persons may be arrested without warrant only if suspected of serious offences against the person or crimes involving violence. Persons so arrested must forthwith be brought before the Court, and if the officer hearing the charges refuses leave to file an information the prisoner is discharged from custody.

There is a free right of petition. All elements of the population are subject to the same laws as regards the safety of their persons and their property, and, other than in times of war, there have been no instances of the imposition of restrictions on the personal freedom of the inhabitants or restrictions on the writing, transmission, or publication of information.

LABOUR CONDITIONS AND REGULATIONS

The Crown Solicitor acts as Commissioner of Labour, his activities in this direction including the administration of the Chinese Benevolent Fund, from which approximately thirty Chinese receive benefits. The Fund is available to meet the cost of medical treatment for Chinese, to maintain unfit or disabled Chinese, to provide for burials, to meet the upkeep of the Chinese cemetery, and for any other benevolent purpose approved by the High Commissioner for the welfare and benefit of the Chinese. The Commissioner of Labour is in charge of the administration of the Contracts of Employment (Indigenous Workers) Ordinance 1950, which gives effect to the provisions of certain International Labour Organization conventions concerning the regulation generally of contracts of employment of indigenous workers. In general, the Ordinance limits contracts to two years, with a re-engagement limit of eighteen months, and includes provisions to safeguard the position of the indigenous workers. The Ordinance does not affect contracts of apprenticeship, nor any other contracts where the High Commissioner is satisfied that the principal remuneration granted to the indigenous worker is the occupancy or use of land belonging to the employer of such worker.

Details of other International Labour Organization conventions applying to the Territory will be found in Appendix II.

Owing to the social structure of the country the proportion of the population depending on wages is so small that there is no need for a body of precise labour legislation. The work of fishing and tending the food gardens has always been performed by family groups under the authority of their matai. Similar family or village groups have undertaken work for the good of the community, such as the maintenance of tracks and water-supplies or the building of churches. Under present conditions, such groups are employed in many forms of relatively unskilled work for monetary payment. They are used by the Public Works Department for road-construction, by planters for agricultural work, and so on. The members of such groups are not wage workers in the ordinary sense. They do not work for an outside employer for more than a short period at a time, and their ability to do without such employment provides an assurance that they will not be exploited when they undertake it. Work done in this way by agreement with a matai or a group of matai represents a large part of the work undertaken by Samoans for direct monetary payment. Since 1950 the policy of repatriating labour imported in the early years of the mandate system has been abolished. At the present time there are only 167 Chinese and 63 Melanesians in the Territory. The Chinese now have legally the position of free citizens.

Regulation of the working conditions of these remaining imported labourers has not presented the problems which close control of Samoan labour would do. They have continued to work on plantations and their place of work has generally been known to the Commissioner of Labour. Many of them still continue to work with their employers under contracts which were negotiated in the Commissioner's office. Those who work for wages are generally relatively highly paid, as their services are in keen demand, but a large number work under a share cropping arrangement, by which they share with the cocoa-planter both the expenses of preparing the beans for market and the proceeds of sale on a fifty-fifty basis.

It can be said with truth that no Samoan is entirely dependent on wages for sustenance, as he also shares in the products of his family lands. In Apia, the major commercial centre of the Territory, there are indications that this

traditional way of life is being departed from to some extent, and some Samoan families whose lands are at a distance from the town are becoming increasingly dependent on wage-earning.

During the year further inquiries and investigations were carried out regarding labour conditions in the Territory, with the object of implementing a comprehensive system of workers' compensation. It has not been possible, however, to formulate a scheme which could be considered as acceptable to insurance companies in New Zealand. In the meantime, inquiries are continuing to be made on this subject in order ultimately to establish a scheme which will meet the requirements.

During the last session of the Legislative Assembly in 1951 a Co-operative Societies Bill was introduced and was referred to a Select Committee of the Assembly for a report to the Assembly next year. Considerable interest has been aroused regarding the future of co-operative societies in the Territory and it is anticipated that the Bill will receive a favourable reception on its second reading.

PUBLIC HEALTH

Western Samoa is free from many of the diseases which present the most serious health problems in large areas of the tropics. The climate is healthy even for Europeans unaccustomed to the heat and humidity, and the general level of nutrition is more satisfactory than in a great many tropical regions. The most prevalent diseases are hookworm, yaws, and filaria, and diseases which result from faulty sanitation such as typhoid, dysentery, and infantile diarrhoea. Tuberculosis is also a major problem, and chest diseases such as pneumonia are common. Considerable illness among children is caused by faulty feeding. Epidemics of such common ailments as influenza and mumps occur from time to time, but now that the people have access to medical remedies and are in the habit of using them such epidemics are not a major cause of death or permanently impaired health. The death-rate and infant-mortality rate in Western Samoa compare favourably with those in most other parts of the Pacific, but they are still high by western standards.

Medical statistics are given in Appendix IX.

All medical work, both curative and preventive, is under the control of the Director of Health, who is the administrative head of the Health Department.

The following table gives particulars of the medical staff at 31 December 1950 and again at 31 December 1951:—

	Staff at 31 December 1950.	Staff at 31 December 1951.
Doctors	5	5
Dental officers	1	1
Pharmacists	1	1
Bacteriologists	1	1
Nursing sisters	10	8
Samoan medical practitioners	27	27
Samoan dental practitioners	7	7
Samoan staff nurses	65	65
Samoan dispensary assistants	11	9
Samoan sanitary inspectors	3	4
Samoan male dressers	3	3

The Health Committee of the Legislative Assembly has continued to meet regularly throughout the year. As its members become more familiar with medical terms and develop a true appreciation of the problems which have to be

overcome they are able to play an increasingly valuable part in the Legislative Assembly by explaining the implications of proposed measures to other members, and by guiding such measures through the Assembly.

The work of a New Zealand Medical Council research team sent to Western Samoa in 1950-51 was mentioned in last year's report. This team was joined late in 1950 by a dietitian employed by the South Pacific Health Service who was making a nutritional study, and who continued her investigations in Western Samoa after the rest of the team had departed.

The Administering Authority now feels that in regard to medical research what is needed is not more research work so much as the assimilation of existing knowledge and the practical application of the principles formulated as a result of past research, and for this purpose closer co-ordination is required both between research teams and between the teams and the Territorial Government.

Close co-operation is still being maintained with the Epidemiological Information Service of the South Pacific Health Service.

Four Samoan medical practitioners completed their training and returned to Western Samoa from the Central Medical School, Fiji. Three more students left to commence their training in Fiji. Suitable scholarship pupils in New Zealand are being encouraged to study for New Zealand qualifications as medical and dental officers. Three female scholarship pupils are being trained as fully qualified nurses.

The nurse training-school has continued throughout the year. Six nurses graduated during the year and fifty-three pupils commenced training. The wastage of nurses, previously high, increased during the year, but it is hoped that the increased intake of trainees will prove a compensating factor. The training given to the nurses covers general nursing, theatre technique, infant welfare work, and obstetric nursing. The following table gives comparative figures for the last five years:—

	1947.	1948.	1949.	1950.	1951.
Number of nurses taken in for training	28	19	31	39	53
Number of nurses graduated in the year	10	10	10	9	6
Total number of nurses with over two years' experience after graduation	23	25	27	26	34

Refresher courses for Samoan medical practitioners have operated regularly throughout the year. District medical practitioners come into Apia once every year for their refresher course, and contact with hospital work, together with the ward teaching given by medical officers, has proved of considerable value to the district practitioners. Nurses are also brought into Apia for short refresher courses each year, and there is an additional district nurses' refresher course which all district nurses attend for special revision and tuition. New nurses' quarters at Apia Hospital were completed during the year.

A factor of considerable importance in the raising of the standard of medical practice among the Samoan medical practitioners has been the formation of their association, which is run on lines similar to those of a typical medical association. It meets twice a year, and, apart from discussions affecting status and conditions of service, lectures and discussions are given concerning medical ethics and practice. In addition, fortnightly clinical meetings are held. All local Samoan medical practitioners attend these meetings, where clinical cases are presented and discussed by medical officers and Samoan medical practitioners. Talks and discussions on subjects of medical interest are also held at these meetings.

With the raising of the educational standard in the Territory and the availability of trained medical personnel, it is considered that the problem of unqualified indigenous practitioners does not reach serious proportions.

The Administering Authority co-operates with other Governments in the area to maintain a leper hospital at Makogai, Fiji. There is a special hospital at Apia to isolate and treat lepers while they are awaiting transfer to Makogai, and suitable recreational facilities are provided.

As professional prostitution does not exist in the Territory, no public health problem arises from this source.

Apia Hospital is the central unit in the Territory's medical services. It possesses the main laboratory and X-ray diagnostic services and the most extensive facilities for major surgical work. All the European Medical Officers and also the Dental Officer are attached to it. Improvements in transport facilities have made it possible for a higher proportion of the more serious cases to be brought to Apia for treatment.

The administrative offices of the Department are at the hospital, and it is the main centre from which stores and supplies are distributed to out-stations. All the Samoan staff, apart from Samoan medical practitioners, are trained there.

The new tuberculosis block has been completed and is now in use. Other construction work during the year ranged from the completion of a boiler room to construction of living quarters for Samoan nurses, and included the erection of a hospital mortuary and a house for a Samoan medical practitioner. There are now 198 beds available in Apia Hospital, half of them in European-style buildings, the other half in Samoan-fale-type wards.

The number of patients admitted to Apia Hospital has risen, as has the number of out-patients. During the year the out-patients department recorded 13,803 consultations.

The district medical organization is based on the assumption that where a good transport service exists all seriously ill cases should be brought to a central hospital, where the best treatment is available. This policy reduces staff and service difficulties. Where inadequate transport services exist, provision must be made to deal locally with a larger variety of cases than otherwise might be dealt with. In the latter circumstances, accordingly, district hospitals are needed, whereas in the better served areas dispensary stations are sufficient. These dispensary stations are intended to provide only for a limited number of minor cases. Where major surgery is required or where the patient can reasonably be expected to be bedridden for more than a week, it is considered that the patient should be accommodated at a district hospital.

During the year work proceeded on Poutasi Hospital, which will be officially opened by the Hon. the Minister of Island Territories during his proposed visit to the Territory early next year. This district hospital will consist of two wards, a dispensary building, nurses' quarters, and accommodation for a Samoan medical practitioner.

As opportunity arises in the programme of replacing Samoan-type buildings with buildings of a more permanent nature, some dispensary stations which are not advantageously situated will be resited.

Statistics indicating the amount of work carried out in the district hospitals and in Apia Hospital will be found in Appendix IX (b).

Mobile clinics operated during the year in the roaded areas of Savai'i and Upolu, one operating in Savai'i and two in Upolu. While the main function of these clinics is the early recognition and treatment of minor conditions among school-children, at the same time a certain amount of campaign work is carried out, notably yaws injections and the administration of smallpox vaccination.

Each mobile clinic carries a Samoan medical practitioner, a Samoan dental practitioner, a staff nurse, and a junior nurse. Frequently a Sanitary Inspector and vermin and mosquito-control teams accompany the clinic. In areas where mobile clinics cannot go, the local Samoan medical practitioner undertakes the duties done by the clinics.

A summary of the work of the mobile clinics for the year under review is given in Appendix IX (c).

The number of treatments carried out in hospitals and dispensaries during each of the past five years is shown in Appendix IX (b). It will be noticed that a considerable expansion has taken place in medical work during the past few years, and that during the year under review the rate of expansion has increased.

Statistics of deaths of Samoan children and infants are given in Appendix IX (d).

School medical work has been steadily extended during the year, and in the Apia district one Samoan medical practitioner and three district nurses are employed on this work. By setting up these clinics in and near schools much travelling time is saved. Where necessary, nurses visit the homes of children requiring special attention and seek the co-operation of the parents either in carrying out special measures or in seeing that further treatment is given at the hospital. Each child in the Apia area is inspected at least once a year, and may secure early treatment for any simple condition. If more intensive treatment is required than the nurse is capable of giving, the case is either referred to the district Samoan medical practitioner or to the hospital. Children in Apia attend the central dental clinic regularly, and it has been the practice for a dentist to be attached to the mobile clinic in areas outside Apia.

All ships and aircraft from outside the Territory are inspected for quarantine purposes on arrival in Western Samoa. During 1951 42 overseas vessels and 94 aircraft were inspected and granted pratique. Ninety-eight clearances of local vessels trading to Pago Pago were also carried out.

Food inspections and the inspection of premises connected with the food industry have been continued, while a total of 44 public health analyses have been carried out during the year.

All trading stores, bakeries, butcheries, dairies, abattoirs, and restaurants in Apia are inspected at least once a year. During the year 2,312 head of cattle and 285 pigs slaughtered for food were inspected.

Regular collection of rubbish and household waste has continued in Apia. A modified "Bradford" tip system is used, the refuse being regularly collected and buried.

During the year a mosquito survey was carried out in the village of Sa'anapu, and much useful information of a general nature was obtained. As a result of the survey, appropriate measures were formulated to deal with the mosquito nuisance in this village.

The policy of trapping and examining rats has been continued.

Sanitary inspection of villages has continued during the year. The district nurses make frequent tours of villages with the village Women's Committees, and assist greatly in maintaining a reasonable sanitary standard. By their co-operation with the Samoan medical practitioners and nurses these Women's Committees do much to promote the health and welfare of the young people.

District nurses are situated throughout the Territory. Sometimes they work from a district hospital, but in general they are stationed in villages away from the hospitals. Their work is of great value and of considerable extent.

as can be realized from the fact that they carried out 57,969 examinations of pre-school children, made 855 visits to schools, gave advice to 6,745 pregnant mothers, and gave almost 126,000 treatments. In addition, realizing that certain conditions require more advanced treatment, they advised 4,510 patients to consult Samoan medical practitioners.

Lectures given to Women's Committees totalled 2,456, while 980 lectures were delivered to school-children.

The following summary of work carried out by the Dental Department includes work performed at the dental clinics, on tour during school inspections, and also that done by the mobile clinics:—

Number of examinations	15,487
Number of extractions	4,951
Number of fillings	2,769
Number of prophylaxis and other operations	3,430
Number of dentures supplied	35

A special examination of 494 children in and around Apia revealed that 55.7 per cent were dentally fit.

It is proposed to discontinue the system whereby a dentist accompanies the mobile clinic, and to set up instead a dental unit in a particular school, where it will remain until all the necessary dental work has been completed.

A pharmacy is attached to Apia Hospital, and a considerable amount of work is done in connection with dispensing for this hospital. The dispensary is directed by a qualified New Zealand pharmacist, and has two Samoan pharmaceutical chemists and nine Samoan dispensary assistants. The system of local training on lines laid down by the New Zealand Pharmacy Board has been continued, and during the year one trainee qualified as a Samoan pharmaceutical chemist. The local training of another six assistants will be continued, but after they graduate, future trainees will be sent to the Central Medical School at Suva.

A laboratory operates under the direction of a qualified technician, and serves the needs of Apia Hospital as well as dealing with public health analyses, police examinations, and specimens sent from district hospitals and dispensaries.

The continued expansion of the X-ray department is illustrated by figures of cases dealt with. In 1946 914 cases, in 1950 2,531 cases, and in 1951 3,004 cases were X-rayed. The department has continued under the charge of a trained Nursing Sister who has specialized in radiography.

SANITATION

The type of sewage-disposal system in use in the Territory varies with the locality. Most European-style houses in Apia are equipped with septic tanks, while many Samoan dwellings have pit latrines. Conveniences in the outer areas are primitive, with a large number of sea latrines in use, and it is hoped that the efforts of the Sanitary Inspectors, the Women's Committees, and the Health Committee will result in an improvement in this respect. The general question of the use and construction of latrines in the villages is one in regard to which public health authorities in Western Samoa have found most people intractable. On the whole, the Samoans remain unresponsive on this issue, although there is a slow but observable improvement. The usual practice of testing village water-supplies and proposed water-supplies has been continued throughout the year.

The New Zealand Food and Drugs Act 1947 applies to Western Samoa, and further Board of Health regulations govern the control of all foods offered for sale.

DRUGS

The manufacture, sale, and distribution of drugs is controlled by the Samoa Dangerous Drugs Order 1930 and the Samoa Pharmacy Order 1924. The Geneva Opium Convention of 19 February 1925 and the Limitation Convention of 31 July 1931 are applicable to the Territory. The population is not addicted to the use of narcotic drugs.

The only dangerous drug issued during the year was opium. Twelve aged Chinese each obtained 2 oz. of prepared opium per week on medical prescription, the opium being issued by the officer in charge of the dispensary at Apia Hospital. The weekly ration is approximately equivalent to 10 grains of anhydrous morphine.

ALCOHOL AND SPIRITS

During the period the Advisory Liquor Board has continued to meet regularly to assist the Director of Health in the issue of permits for the consumption of liquor for medicinal purposes.

The importation of liquor for medicinal purposes during the period was as follows:—

Type of Liquor.	Average Percentage of Alcohol by Weight (Approximate).	Quantity Imported.	Quantity Issued Under Permits.	Countries of Origin.
Spirits—		Gallons.	Gallons.	
Whisky	40.0 to 45.0	1,620	1,509	United Kingdom, Ireland, Australia.
Brandy		682	940	France.
Gin		2,120	1,463	United Kingdom, Holland.
Rum		470	202	United Kingdom, Spain.
Liqueurs	45.0	70	43	Australia, France.
Wines: Port and sherry	12.0 to 18.0	10	252	France.
Vermouth	22.0	..	42	Australia.
Beer and stout	1.51 to 2.30	11,560	19,259	United Kingdom, New Zealand, Germany.

Importations for sacramental purposes were 128 gallons of wine and for industrial purposes 1,012 gallons of rectified spirits.

Revenue derived from duties on liquor was £2,813. All liquor is sold by the Government at prices returning a reasonable profit.

There is no indigenous alcoholic drink. Kava, which is drunk by Samoans on ceremonial occasions, does not ferment, and becomes stale and unpalatable if allowed to stand.

The illegal manufacture of alcoholic beverages is an object of constant vigilance by the police. However, the powers possessed by the police under the present laws are insufficient to enable them fully to exercise their tasks in this respect, and a certain amount of illegal manufacture continues in the Territory. The whole legal situation relating to the control of the supply, manufacture, and consumption of alcoholic beverages requires complete revision, and it is likely that a Commission of Inquiry will be appointed in the coming year to investigate the position.

There were 79 convictions for drunkenness (55 Samoans and 24 Europeans) and 11 convictions for illegal manufacture of liquor (9 Samoans and 2 Europeans).

POPULATION

In September a population census was held in Western Samoa. It showed a total population of 83,096, an increase of 14,899 since the previous census, which was carried out in 1945. The full compilation of the information obtained from the census is not yet completed, but the information so far available shows that the population has continued to increase. The census also sought information on age, sex, religion, occupation, marital status, and literacy.

The census grand total agreed very closely with the estimated total population, but there was one significant difference within the grand totals. Whereas it was estimated that at the time of the census there were 76,455 people of Samoan status and 6,568 people of European status, the census showed 78,340 persons of Samoan status and 4,756 people of European status. It is not impossible that many people of part-European blood are in doubt if not ignorant as to their true domestic status, and it is known that the census authorities in the previous census made some adjustments where persons of known European status entered themselves as Samoans. No such adjustments have been made or will be made this time, as it is considered that the trend shown by the census figures may indicate a partial solution to the problem of status. Where people who could qualify legally as Europeans prefer to return themselves as Samoans, no purpose would be served by amending their return, as they obviously prefer to be regarded for all ordinary purposes as Samoans, and, in fact, live the life of ordinary Samoan people.

It has not yet proved possible to adjust the figures given in Appendix I to the census figures.

The change in population since the establishment of New Zealand's Administration is as follows:—

—	Census, 17 April 1921.	Census, 25 September 1951.	Increase or Decrease, 1921-51.
Samoans	32,905	77,832	+44,927
Part-Samoans	1,231	4,199	+ 2,968
Europeans	835	393	- 442
Chinese	1,290	164	- 1,126
Melanesians	465	50	- 415
Others .. .. .	..	458	+ 458
Total	36,726	83,096	+46,370

Further information on the population of the Territory will be available for inclusion in the next annual report.

SOCIAL SECURITY AND WELFARE

There is no change to report under this heading, and with ample access to all the necessities of life the Samoan people continue to be socially secure.

Certain small compassionate grants are made by the Territorial Government every year to elderly and indigent people in the small European and part-European population who do not participate in the benefits of the Samoa aiga system.

The bulk of the health services are in effect provided free, except that patients in the Apia Hospital are required to pay a fee for their board, although they receive medical services free. Samoan patients who wish to provide their

own food may do so, and there is consequently no charge made to them. The Health Department endeavours to make a small charge for medicines issued, and this is, in general, collected from those able to pay, but no medicine or treatment of any kind is ever refused to any person because of his inability to pay. The Government has considered whether it would be possible to make the whole of health services, including hospitalization and medicines, free to all inhabitants of the Territory, but this has not so far been possible.

In Samoan society, children, in particular, are fully and adequately cared for, and child delinquency is practically unknown.

A special group, the aged Chinese, who are unable to support themselves, are supported from a Benevolent Fund to which they have previously contributed.

HOUSING AND TOWN-PLANNING

Except in Apia there is no housing problem in the Territory, the Samoans freely building from easily available materials their satisfactory and well-known type of dwelling.

Town-planning is of interest only in so far as it affects the town of Apia, and there it is clear that in the years to come a definite and adequate approach will have to be made to this problem. Town-planning for Apia is linked to the general question of the establishment of a municipal authority and the development of organized town services such as drainage and water-supply. However, before a municipality can be established it will be necessary to convince the Samoan and European communities of the necessity for the local populace to accept responsibility for all purely local matters such as those commonly handled by town Councils.

PENAL ORGANIZATION

The penal organization of the Territory is under the control of the Department of Police and Prisons, of which the Superintendent of Police is the administrative head. The Department maintains two prisons, one at Vaimea, a mile out of Apia, and another at Tafaigata, six and a half miles out. The latter is a prison farm. They are both under the control of a gaoler, whose subordinate staff consists of a sergeant and six wardens and two wardresses. In addition, six prisoners of good conduct are housed in the police barracks at Apia under the control of a constable, and a few are kept under detention in Savai'i under the charge of the Resident Commissioner, who employs constables as warders. No Samoan may be removed outside the Territory for imprisonment, and the consent of the Governor-General of New Zealand in Council is necessary to transfer any other resident of the Territory to a New Zealand prison.

At Vaimea most prisoners are housed in a fale with strong wire-mesh walls. At Tafaigata they live in two large airy rooms. Only those guilty of breaches of prison discipline are housed in cells (where they have a minimum of 50 square feet of space each). At Vaimea each prisoner has an average of 22 square feet of sleeping-space, and between being locked up for the night and going to bed has an area of 594 square feet to move about in. At Tafaigata, prisoners have an average of 28 square feet of sleeping-space.

Juvenile delinquency is uncommon in the Territory. A juvenile if convicted is not imprisoned, but sent to an approved family for care and discipline.

The Governor-General of New Zealand may pardon a prisoner, or remit any part of a sentence of imprisonment or a fine, or commute a death sentence to one of imprisonment. The High Commissioner possesses similar powers in regard to sentences of imprisonment for less than a year. Where a term of imprisonment for a year or more has been imposed, the High Commissioner may

remit up to a quarter of the sentence for good conduct and industry. Prisoners so released before the completion of their full term are subject to no restriction. They may take up their normal civilian occupation again. In the case of Samoans, this generally represents in the fullest sense the completion of their punishment, for conviction for breaches of a still somewhat alien law carries with it much less of a moral stigma than it does for Europeans.

A system of release on probationary licence is also provided for. It is very rarely used, except for one class of prisoners, those serving life sentences. In their case the general practice exists of having the case reviewed after about fifteen years by the Governor-General, the High Commissioner, and the Chief Judge. If the conduct and industry of the prisoner are considered satisfactory and the circumstances of the case justify it, the Governor-General may grant the prisoner a release on probation by warrant setting out the conditions of his probation.

The majority of the prisoners are employed on the prison farm, where they acquire a good knowledge of agriculture and other local industries. Opportunity is given to them to read suitable literature, and most prisoners spend a considerable amount of time reading their Bibles. Clergy of the various denominations visit the prisons every Sunday.

A Samoan medical practitioner visits the prisons three times a week to deal with minor ailments or injuries which do not necessitate hospital treatment. He also carries out a medical examination of the prisoners and gives any necessary injections. A Dental Officer visits the prison once every week. Prisoners requiring hospital treatment are taken to the Apia Hospital.

A general inspection of the prisons is carried out monthly by the Chief Judge and the Director of Health. The High Commissioner has also agreed to one or two members of the Legislative Assembly accompanying these officers when desired.

II. EDUCATIONAL ADVANCEMENT

It is necessary to distinguish between the ultimate and the immediate objectives of educational policy. The ultimate goal has been stated as the preparation of the Samoans for full participation in the public life of their country. The advance made towards this long-term objective will depend upon the attainment of the immediate goals of raising standards of education at all levels, and by developing the school system until free and compulsory education for all children is established. An outline of the general educational policy is given on pages 51 and 52 of the annual report of the Government of Western Samoa for the period ended 31 December 1950.

It has been pleasing to note that the marked improvement which became evident in the standard of work in all Government schools during 1950 has been maintained during the period under review, and has again been reflected in the results achieved in the annual school and scholarship examinations. However, Western Samoa has still much progress to make in the educational field, and the results so far achieved are not a cause for complacency, but rather they are a stimulant to further educational advancement.

The education system of Western Samoa is in the hands of the Government and the five missions which are active in the Territory. The Government and the missions act in close co-operation in the field of education. Assistance and advice is readily given to the Government by the missions when it is sought,

and in return the Education Department renders assistance to the missions through its educational broadcasts, the provision of text books, the supply of educational films, the training of mission teachers, and refresher courses for teachers. The continued interest of the people of Samoa in education is demonstrated by the number of villages which have built or are planning to build permanent schools.

The earliest village primary schools were the pastor catechist schools operated by the missions. These schools still play a large role in village education. There are 395 mission schools throughout the Territory, with a total enrolment of 25,700, inclusive of young children and students in their "twenties." A large proportion of these children also attend Government village schools. The latter were first established in 1923 and form the basis of the Government education system. There are now 104 such schools, and although over the past three years the standard of work has shown a consistent improvement, it has varied somewhat from school to school, due primarily to the attitude and ability of the head teachers. The Territory is divided into seven educational districts each the responsibility of a Samoan School Inspector and in each of which it is planned to establish in the most populous areas a district school to give a two years' course to selected pupils who have passed Standard IV in the village schools of the district. Two district schools are in operation. Above the village and district school level are the middle primary or intermediate schools, Avele and Vaipouli, both residential, for boys, and the Samoan Accelerate School, which is to be incorporated in Samoa College, where instruction is entirely in English and the syllabus follows the general lines of a New Zealand school of comparable grade. The Government primary schools in the Apia area tend towards the post-primary and vocational level, and are three in number.

An intermediate school offers a further two years' course of general education to pupils drawn mainly from the senior classes of Leififi European School and Malifa Samoan School. The teaching is all in English. Advanced school and training centres, some of secondary status, are maintained by the missions, which thus make an important contribution to education at the higher as well as the primary level.

There are in certain village schools a few teachers who through lack of interest, ability, or experience are not satisfactory. These will be replaced by new teachers graduating from the Training College. During 1951 there were approximately 1,200 fewer pupils in the village schools than in the preceding year. The reason for this was that, in order to keep the school rolls down to a number which could be managed by the teachers available, the age of admission was raised from five to six years.

Graduates of the intermediate school may enter the Teachers' Training College, the Nursing School, or the Leififi Post-primary or High School. Leififi High School is a co-educational school for Samoans and Europeans and offers a four-year course of secondary training along lines similar to those of a New Zealand district high school. Two courses are offered, the academic course leading to University Entrance or Government service, and the commercial course leading to Government service or to employment by commercial firms in Apia.

Progress has been made with the building of Samoa College, and it is expected that one wing will be completed and ready for occupation early in 1952. Initially the college will comprise both a primary and secondary department, though at a later stage classes will be wholly at a secondary level. The college will have a large boarding establishment.

The Education Department establishment is given in Appendix X (a).

Liaison with the Education Department of the Administering Authority is maintained through an Officer for Islands Education in New Zealand, who is assisted by an Inspector of Islands Schools. This officer is responsible to the New Zealand Director of Education, who advises the Minister of Island Territories on the general policy and staffing of schools in the Territory and the supervision of scholarship pupils in New Zealand. All New Zealand teachers in the Territory are inspected and graded by the Inspector of Islands Schools.

The teaching staff of the Territory numbers 325 Samoan teachers, 8 Samoan Inspectors, 22 qualified New Zealand teachers, 2 New Zealand trained Samoan teachers, 24 locally appointed unqualified teachers, and 133 Training College students. Of these, all the Samoan teachers and Inspectors and 12 New Zealand teachers are engaged in Samoan schools. During the year over £113,000 was expended on education, including over £22,000 on capital development and £81,000 on salaries and overtime.

No educational legislation has been passed during the year.

The building programme has been carried on throughout the year, and in addition to progress made on Samoa College a dormitory block at Vaipouli School and the main classroom block at Avele School were completed. Work contemplated next year includes the completion of Samoa College and Vaipouli School and new dormitories for Avele.

In Appendix X (b) and (c) some changes will be noted in the type of formation given. These changes are designed to supply information of a greater significance from an educational point of view than that given previously. The numbers of boys and girls attending school are about equal.

SCHOOLS AND CURRICULUM

No direct financial grants are made to the missions for educational purposes. Attention has already been directed to the ways in which indirect assistance is given to mission educational authorities, and this is a reciprocal arrangement. The field of education in the Territory is a large one and there is room for the operation of both Government and other authorities. At the village school level, Government and missions are progressing towards a unified system and a common syllabus. The Government is engaged in the preparation of suitable text-books, as was mentioned in last year's report, and progress made in this field is of considerable benefit to both denominational and Government schools.

At the beginning of the year a new text-book on health and new Standard III and Standard IV arithmetic text-books were issued to the village schools. These books are all in the Samoan language. In addition, after being tested at Malifa School, the Oxford English text-books were used by all standards with good results. Two text-books on social studies were being prepared during the year, and one of these will be ready for issue to the village schools in 1952.

A small number of missionary village schools are under the direct control of the Education Department and their staffs draw Government salaries. Closer co-operation between Government and mission schools is envisaged as the result of the work of a committee of mission and Government representatives appointed to prepare a syllabus of instruction which will enable all pupils, Government and mission, to reach a uniform standard by the time they pass out of Form II.

The curriculum of the village schools is designed both as a basis for higher education and as a course which is complete in itself for the benefit of pupils who will not proceed to the higher schools. District and middle primary school curricula are similarly designed, each placing a certain emphasis on vocational training. As the name suggests, the accelerate school has as its aim the speeding-up of preparatory training prior to entrance to the higher schools. For this reason, instruction is entirely in the English language. With the exception of the academic course offered by the Leifilifi High School, the higher classes of the Apia area schools concentrate largely on vocational training. Generally speaking, the purpose of the curriculum at all levels is to retain the best of the Samoan culture, to introduce the best of the culture of Western civilization, and to fit the pupil to life and work in his particular environment. Instruction in Samoan art and material culture is centred in Apia, where two art specialists who have had some New Zealand experience do good work in passing on their knowledge to Samoan teachers and children.

The principles and objectives of the United Nations and particularly the Trusteeship Council are taught in the schools with the assistance of films, posters, and documents provided by the United Nations Secretariat. United Nations Day is suitably celebrated by school-children.

At the initial stages the vernacular is employed as the medium of instruction, a policy which is being consolidated by the preparation of vernacular text-books for use up to the highest classes in village schools. The English language is taught as a subject at an early stage in village education, and is given increasing attention in order that pupils on leaving the village school will be able to convey and interpret ideas satisfactorily in that language. The need for proficiency in English increases at the higher schools, where English language text-books are employed.

In addition to the facilities for higher education within the Territory which have already been mentioned, the Administering Authority each year awards approximately ten scholarships. These scholarships enable students, who are selected by competitive examination, to attend primary and secondary boarding-schools in New Zealand and thence, in most cases, to proceed to higher establishments for professional or trade training. The scholarship scheme was inaugurated in 1945 and has been outstandingly successful. Scholarships have so far been awarded to a total of seventy-five students from Western Samoa; of these, eight have returned to Samoa, one being employed in each of the following Government Departments—Customs, Education, Justice, Treasury, and Lands and Survey—one is in the office of the Public Service Commissioner, and two are in the Secretariat. Seventeen have completed their secondary-school education and are receiving specialized training in New Zealand; forty-six are still attending New Zealand schools, and four scholarships have been terminated. The seventeen receiving specialized training in New Zealand are engaged as follows: two as University medical students; one as a pharmacist; five as apprentices to painting, electrical, radio, and engineering trades; four as student-teachers at Teachers' Training Colleges; two as clerks; and three as nurses. On completion of their training these students will become available to the Territory.

Selected teachers are sent from the Territory each year to New Zealand or to Fiji for specialized training. During 1951 a Samoan Inspector, at the invitation of the New Zealand Education Department, spent six months observing in New Zealand Maori schools.

PEPILS

The distribution of schools throughout the Territory is roughly in conformity with the density of population, with a considerable concentration of higher Government and mission schools in the Apia area.

No school fees are charged at Government schools in the Territory, except at Avele and Vaipouli residential schools, where a small fee of 11s. 8d. per term is charged. Of the money so collected, 1s. 8d. is used to cover medical expenses, the remainder being banked and spent as the pupils recommend. Payment of this small fee is well within the reach of all families. For this reason, scholarships offering financial assistance to pupils attending the higher schools are not considered necessary, ability to benefit from the higher training being the only requirement for entry. Arts and crafts, music, singing, physical training, including organized games, marching, and dancing are an accepted part of the curriculum. The school medical service, which has been described elsewhere in this report, is based on the district nursing service and the Samoan medical practitioner district service. In the Apia area each school-child is examined at least once a year, while the mobile clinics carry this service over a large area in Upolu and Savai'i. Teachers in outer villages carry out regular school medical inspections, treating minor cases and referring others to the district health authorities. Village schools conclude their day at 1 p.m. and pupils return to their families for the midday meal. Mission schools in general observe the same hours as Government schools, but some missions make provision for their religious teaching to be given both before and after Government school hours so that pupils from Government schools may attend if they wish. Some pastor schools observe hours other than Government school hours. The missions customarily follow the same school year as the Government, with some minor differences, but the age of admission to mission schools is somewhat lower on an average than the Government admission age, which at present is six years.

TEACHERS

Co-operation between the missions and the Government was carried a step further during the year when a scheme was established whereby an additional number of mission student teachers will receive their training in the Government Teachers' Training College.

In an endeavour to meet the demand for trained teachers due to the expanding educational system and the increase in population, the intake of trainees into the Training College has been increased, sixty-eight students entering the college during the year. Thirty-five students graduated at the end of the year. In the coming year the Training College will attain its maximum roll number of 170 students.

Samoan teachers graduate after the successful completion of a three years' course at the Teachers' Training College. The first year of the course is given over mainly to training in general subjects; this training is also continued during the second year, but half of the students' time is spent on observation lessons and teaching in the practising schools attached to the Training College. During the third year the practical work is increased, two-thirds of the time being spent in the practising schools under qualified teachers. Although the number of students graduating has been increased, the supply of Samoan qualified teachers will not meet the demands made by the rapidly increasing Samoan population and the desire of the Administering Authority and the Territorial Government to extend the educational system. The shortage of

teachers in New Zealand has continued, and this has made difficult the filling of certain key positions in Samoa, but some improvement is hoped for next year when the first group of Samoan scholarship students will return from New Zealand as qualified teachers. New Zealand teachers employed in Western Samoa have graduated from the University of New Zealand or the training colleges.

The annual report of the Public Service Commissioner of Western Samoa, copies of which are sent to the Trusteeship Council, contains full details of the salary scales of teachers employed in the Territory.

ADULT AND COMMUNITY EDUCATION

Evening classes in general and commercial subjects at the Leififi High School have continued during the year. Forty-five candidates sat the whole or part of the Western Samoan Public Service Examination, and of the twenty-five who sat the full examination four gained a complete pass and seven gained a partial pass. In 1951 the papers were examined in New Zealand, this being the first time that an external examination has been set especially for candidates in Western Samoa.

Radio 2AP Apia maintained its normal broadcasting schedules throughout the year in both the European and the Samoan sessions. During the year the composition of the Broadcasting Committee was changed as a result of the Legislative Assembly election. The new Committee is, however, proving to be as effective as the former Committee, and the success of the experiment begun in June 1950 when the Broadcasting Committee was first established is now an accepted fact. An event of some importance was the preparation and submission to His Excellency the High Commissioner of a report on broadcasting made after a tour of inspection by the Broadcasting Committee. This report, which recorded the Committee's findings and made specific recommendations for the future, was submitted to the Legislative Assembly, where all members took an active part in the ensuing debate.

School broadcasts have continued throughout the year in conjunction with the teaching notes in the junior and senior editions of *Tomatau*, which is written and produced monthly by the staff of the schools' broadcasting section. These broadcasts have been of great assistance in raising the standard of work in the village schools, all of which have access to village radios.

Radio broadcasts are divided into European and Samoan programmes. The former give a coverage of local and national news and a variety of general programmes, while the latter are of special value, providing as they do one of the main means of communicating news from the Central Government and from abroad to the outer districts of the Territory. A programme of local news and notices as well as general broadcasts interpreting New Zealand and world news is provided. One notable addition to the Samoan programmes was the reintroduction of the Mothers' Session, which will encourage and further the work of village Women's Committees in particular and the welfare of the women of Samoa in general. Information concerning the activities of the United Nations Organization frequently forms the subject of broadcasts from the Apia radio station.

As in previous years, outstanding events have been broadcast. Besides relaying both sessions of the Legislative Assembly and the opening of the Fono of Faipule, a broadcast was made of the inaugural speech of Governor Phelps Phelps, of American Samoa. Broadcasts were made in connection with the election of European members to the Legislative Assembly, and the New Zealand and United Kingdom elections were also covered.

The two visual education instructors have continued to travel throughout Upolu and Savai'i showing selected educational films to the school-children and people of the villages. The films they show are based on the radio and *Tomatau* lessons and are most popular with the teachers, children, and village people. In the past these itinerant instructors have been handicapped by having to carry heavy batteries from village to village, but they will shortly be equipped with a new type of projector which is illuminated by an ordinary fuel-burning lamp. This will be more convenient and will enable them to spend longer periods in the field.

The Administering Authority has continued to provide library books, copies of the New Zealand *School Journal*, and associated bulletins for use in schools in the Territory. Copies of the vernacular school journal *Tusitala mo A'oga Samoa* are published in New Zealand and supplied regularly to the Territory. Publications produced in Western Samoa include the *Tomatau*, which is the monthly guide issued to teachers, the *Western Samoa Official Gazette*, the *Savali*, a monthly vernacular publication containing official announcements, and various mission publications.

It is expected that arrangements will be finalized next year which will provide for much-needed research into the Samoan language. In this project American and Western Samoa will co-operate to ensure that the results of such research are applicable to the whole of the Samoan Group.

Since its first appearance in 1950 the bi-lingual weekly *Samoa Bulletin* has appeared regularly. As illiteracy is virtually unknown in Western Samoa, the *Bulletin* is of considerable importance, and it has presented the Samoan people with opportunities to broaden their outlook and appreciate the problems and outlook of districts and countries other than their own. There are no public libraries in the Territory, although the larger schools have libraries which include collections of books on loan from New Zealand. Some Government Departments also have small libraries.

The formal character of Samoan social life, the reverence in which tradition is held, and the genius for adapting elements of an alien culture and making them their peculiar possession have combined to preserve the indigenous art and culture in the face of the growing influences of modern civilization. Song and dance feature in ceremonial village life and strike a deep response from the love of rhythm and melody characteristic of the Samoan, no less than other Polynesian peoples. Traditions and genealogies were in early times communicated orally, and the meticulous attention to detail produced a rich store of Samoan folklore and history. In more recent years the oral tradition has been replaced by family record books, many of which are remarkably complete and deal with traditions of national as well as of family significance. The manufacture of bark cloth, agricultural and fishing equipment, ornaments, woven mats and baskets, and the varied arts and crafts of the Samoans' material culture are learnt within the family circle as part of the child's training for service to the family. Practical instruction is also given in the schools, and competitions are organized to encourage finished craftsmanship.

The stability and intrinsic interest of the culture of the Samoan people has made the Territory a favourite ground for anthropologists and students.

One cinema in Apia gives daily screenings, while two companies operate travelling picture shows in outer areas.

No archaeological expedition has been at work in the Territory during the period of this report. Local enthusiasts engage in an amateur way in searching out artifacts. The South Pacific Commission offer facilities for the recording and preservation of archaeological sites, historical monuments, and archives.

Section 20 of the General Laws Ordinance 1931 gives the High Commissioner powers to protect game in the Territory and prescribes penalties for the killing of game so protected.

I. PUBLICATIONS

Copies of the laws and regulations issued by the Government of Western Samoa and the Administering Authority are regularly transmitted to the United Nations for information purposes.

J. RESEARCH

An indication has been given under the appropriate sections of this report of research work carried out or contemplated in connection with basic services, technology, and sociology.

There is a feeling that in some fields what is now needed is not further research work, but rather the co-ordination of past study and the application of what is now known.

In evaluating research work done in Western Samoa it must not be overlooked that in addition to specific research projects undertaken there is always a constant process of experimentation, trial, and adaption in many spheres of activity, and that while such activity is not listed specifically as research it does in fact constitute research work.

During the year, as has been already mentioned, a housing survey was undertaken by a South Pacific Commission team which covered various South Pacific territories.

In November Mr. D. A. Donald, Senior Agricultural Officer of the British Solomon Islands Protectorate, arrived in Western Samoa and began a study of the cocoa industry.

K. SUGGESTIONS AND RECOMMENDATIONS

Outlined in the following subsections, which embrace recent conclusions and recommendations of the Trusteeship Council and General Assembly, are some of the Trust Territory's more important problems, achievements, and proposed developments.

POLITICAL ADVANCEMENT

During the year the organs of government have continued to operate successfully, and the substantial measure of self-government exercised by the inhabitants of the Territory has been one means of educating the people politically in order that they may eventually be qualified to exercise a further degree of self-government.

The recommendation of the Trusteeship Council regarding an Executive Council has been noted by both the Administering Authority and the Government of Western Samoa. During the year progress has been made towards the establishment of such a Council, but the final details have yet to be settled.

In last year's report it was noted that a change had occurred in the attitude of a section of the population to the system of suffrage in operation, and during 1951 this change resulted in the emergence of a political party which advocated universal suffrage, although proposing that nominations for membership of the Legislative Assembly should be restricted to matai.

The Samoan Democratic Party, although insignificant in local politics, having only some three hundred members, is not insignificant in other respects, its emergence being as important for its departure from customary Samoan political forms as it is for its programme of universal suffrage. Previously there was no true political party in existence among the Samoans, but only cliques and factions. The party has worked within the law, and intends achieving its aim by what may be termed parliamentary methods. At an interview granted to the party leaders by the High Commissioner the aims and intentions of the party were outlined, and the benefits to be derived from working from within and not from without the existing political structure were explained.

The new party was given such aid and stimulus by the Government as was consonant with the maintenance of strict political impartiality.

Gradual but steady progress is being made towards reforming the traditional system of local government, which requires strengthening and improvement and which also needs to be linked to the central government by law. Undue haste would be likely to wreck the delicate balance being sought between Samoan customary ideas and practices on the one hand and the need to conform with modern political ideas and to build a system capable of being adapted to changing conditions on the other hand.

The Administering Authority would like to see the very difficult question of domestic status resolved, and has noted the Trusteeship Council's opinion on this subject, but it is felt that if a solution satisfactory to all concerned is ever to be reached the initiative must come from the people or their representatives. In the circumstances the most the Administering Authority can do is to educate the people so that they can first understand, then offer a solution to this problem.

Consideration by members of the Legislative Assembly of the question of whether some degree of local control should be exercised over the Public Service Commissioner led to the setting-up of a Select Committee of the Legislative Assembly to study this problem. The Committee will present its findings to the Assembly next year.

ECONOMIC ADVANCEMENT

The continued prosperity of the Territory has not blinded the authorities to the dangers inherent in an economy based largely on two principal primary exports, and the Department of Agriculture has continued its policy of educating the people to appreciate the need for diversification of production.

Decisions on the policies to be followed with regard to the establishment of a separate Samoan currency and the introduction of changes in the tariff are expected to be made late in the coming year.

It is hoped that the coming year will see arrangements completed for the commencement of the initial work involved in an economic survey of the Territory.

SOCIAL ADVANCEMENT

In the course of promoting the advancement of the inhabitants of the trust Territory in accordance with the provisions of Article 76 (b) of the United Nations Charter the Administering Authority has had regard both to the

importance of preserving a knowledge of Samoan custom and also to the promotion of economic progress. In practice there is necessarily a degree of conflict between the two aims. The tendency to give more time to social matters and to the keeping-up of Samoan custom obviously reacts to the detriment of the Territorial economy in that the people's plantations tend to be neglected, and so far there has been no ready response to the Department of Agriculture's exhortations to plant more crops.

With regard to the resolution of the Trusteeship Council concerning Chinese in the Territory, the Council of State has been unable to agree to the return to Western Samoa as permanent residents of certain Chinese who were formerly indentured labourers. In the census returns children of part-Chinese blood are classed as Europeans or as Samoans depending on their immediate family connections, and it has not been feasible to compile the statistical information on the number, status, and condition of these children of Chinese parentage, which it was suggested in the preceding report might be available. An attempt at this stage to segregate them would, it is considered, be incompatible with the long-term aim of a common status for the inhabitants of the Territory.

EDUCATIONAL ADVANCEMENT

Educational advancement represents but one aspect of the Territory's progress, and when considering educational advancement it must be remembered that developments are simultaneously taking place in other fields of activity. Hence care must be taken to avoid placing such a heavy burden of annual upkeep on Government that it becomes impossible for the Territory to achieve complete economic autonomy. For the present, attention is being concentrated more on improving the existing educational system than on a programme of rapid expansion. This will involve a change of emphasis in the educational development programme rather than a change of policy.

The degree of co-operation between mission schools and the Government was outlined in the earlier portion of the report. The establishment of a joint committee of mission and Government representatives may pave the way for further co-operation in educational matters, for the benefit of all concerned.

L. SUMMARY AND CONCLUSIONS

The main achievements and problems in the various fields have been outlined in the preceding sections of the report.

Continued economic prosperity has gone hand in hand with political development and internal peace. The effects of the Korean war have only been felt indirectly in the way of increased prices and shortages of various commodities.

Relations between the people and the Territorial Government have been harmonious, as have been relations between the various races in the Territory.

A reasonable coverage of world news is provided by the local broadcasting service, the weekly newspaper, and the daily press news sheet issued by the Government, but while some sections of the Samoan people are becoming increasingly aware of world events they are not, as a whole, really interested in any but local events, and take but little notice of international developments. In the same way that a Samoan village is self-supporting economically, so is it largely self-centred in its interests, and accordingly local news is given almost undivided attention. Public opinion is sensitive to local events but comparatively indifferent to world events.

APPENDICES

APPENDIX I—POPULATION OF THE TERRITORY, 31 MARCH 1947 TO 31 DECEMBER 1951

	Europeans.			Part-Samoans.			Samoans.			Chinese.			Melanesians.			Totals.		Grand Total.
	M.	F.	Total.	M.	F.	Total.	M.	F.	Total.	M.	F.	Total.	M.	F.	Total.	M.	F.	
31 March 1947	213	159	372	2,698	2,336	5,034	33,573	32,122	65,675	293	3	296	62	1	63	35,839	34,621	71,460
Births	7	1	8	56	61	117	1,274	1,122	2,396	..	..	..	..	..	..	1,337	1,184	2,521
Deaths	2	1	3	8	9	17	365	302	667	5	..	5	..	..	..	390	312	692
Arrivals	258	127	385	162	201	363	1,063	784	1,847	1	..	1	9	..	9	1,493	1,112	2,605
Departures	268	178	446	185	203	388	1,251	871	2,122	1	1	2	..	..	..	1,705	1,253	2,958
31 March 1948	208	108	316	2,723	2,386	5,109	34,294	32,855	67,149	288	2	290	71	1	72	37,534	35,352	72,886
Births	1	1	2	140	123	263	1,582	1,446	3,028	..	..	..	..	..	..	1,723	1,570	3,293
Deaths	3	..	3	3	4	7	356	318	674	6	..	6	..	..	..	368	322	690
Arrivals	232	123	355	245	265	510	1,691	1,096	2,787	1	..	1	..	..	..	2,169	1,484	3,653
Departures	229	144	373	221	248	469	1,749	1,115	2,864	105	..	105	..	..	..	2,304	1,507	3,811
31 March 1949	209	88	297	2,884	2,522	5,406	35,462	33,964	69,426	178	2	180	71	1	72	38,804	36,577	75,381
Births	1	1	2	190	175	365	1,653	1,476	3,129	..	..	..	..	..	..	1,844	1,652	3,496
Deaths	1	2	3	1	7	8	333	305	638	4	..	4	8	..	8	347	314	661
Arrivals	319	168	487	248	225	473	1,691	1,306	2,997	1	..	1	..	..	..	2,259	1,699	3,958
Departures	292	169	461	268	275	543	1,754	1,260	3,014	1	..	1	..	..	..	2,315	1,704	4,019
31 March 1950	236	86	322	3,053	2,640	5,693	36,719	35,181	71,900	174	2	176	63	1	64	40,245	37,910	78,155
Births	4	4	8	133	101	234	1,338	1,175	2,513	..	..	..	..	..	..	1,475	1,280	2,755
Deaths	3	..	3	8	5	13	332	250	582	5	..	5	1	..	1	349	255	604
Arrivals	315	135	450	193	211	404	2,730	1,598	4,328	..	..	..	..	..	..	3,238	1,944	5,182
Departures	296	154	450	222	230	452	2,215	1,281	3,496	..	..	..	..	..	..	2,733	1,665	4,398
31 December 1950	256	71	327	3,149	2,717	5,866	38,240	36,423	74,663	169	2	171	62	1	63	41,876	39,214	81,090
Births	6	1	7	260	184	444	1,512	1,387	2,899	..	..	..	..	..	..	1,778	1,572	3,350
Deaths	8	1	9	8	6	14	280	211	491	4	..	4	..	..	..	300	218	518
Arrivals	372	141	513	285	266	551	1,670	1,234	2,904	..	..	..	..	..	..	2,327	1,641	3,968
Departures	377	153	530	399	348	747	1,782	1,266	3,048	..	..	..	..	..	..	2,558	1,767	4,325
31 December 1951*	249	59	308	3,287	2,813	6,100	39,360	37,567	76,927	165	2	167	62	1	63	43,123	40,442	83,565

* These figures have not been adjusted to the census taken on 25 September 1951.

Further statistics relating to the population of Western Samoa are published in "The Population of Western Samoa," issued by the United Nations, Department of Social Affairs, Population Division, 1948, and in Volume II of the *Population Census—Island Territories*, issued by the Census and Statistics Department, Wellington, New Zealand, 1947.

APPENDIX II—INTERNATIONAL AGREEMENTS

The following is a list of the international agreements, both multilateral and bilateral, which have been applied to Western Samoa :—

A. MULTILATERAL

Air—

- 12 October 1929, Warsaw. Convention and additional protocol re unification of rules relative to international aerial transport. New Zealand acceded 6 April 1937.
- Commerce, Navigation, and Customs—
- 24 September 1923, Geneva. Protocol on arbitration clauses in commercial matters. New Zealand acceded 9 June 1926.
- 3 November 1923, Geneva. International convention relating to the simplification of customs formalities and protocol of signature. New Zealand acceded 29 August 1924.
- 9 December 1923, Geneva. Convention and statute on the international regime of maritime ports and protocol of signature. New Zealand acceded 1 April 1925.
- 5 July 1930, London. International load-line convention. New Zealand acceded 1 October 1932.

Economic—

- 6 November 1925, The Hague. International convention for the protection of industrial property. New Zealand acceded 29 July 1931. Revised by convention of 2 June 1934.
- 26 September 1927, Geneva. Convention on the execution of foreign arbitral awards. New Zealand acceded 9 April 1929.

Labour—

- 17 November 1921, Geneva. Convention re application of weekly rest in industrial undertakings. (I.L.O.) Ratified by New Zealand 29 March 1938.
- 28 June 1930, Geneva. International convention concerning forced or compulsory labour. (I.L.O.) Ratified by New Zealand 29 March 1938.
- 20 June 1936, Geneva. Convention concerning the regulation of certain special systems of recruiting workers. (I.L.O.) Ratified by New Zealand 8 July 1947.
- 23 May 1939, Buenos Aires. Agreement and final protocol concerning insured letters and boxes. Effective 1 July 1940.

Residence—

- 24 July 1923, Lausanne. Convention with Turkey respecting conditions of residence and business and jurisdiction. Ratified in respect of British Empire 6 August 1924.

Sanitary—

- 21 June 1926, Paris. International sanitary convention with protocol of signature. New Zealand acceded 10 March 1928.
- 15 January 1945, Washington. International sanitary convention modifying the international sanitary convention of 21 June 1926. New Zealand acceded 21 May 1945.
- 15 January 1945, Washington. International sanitary convention for aerial navigation, modifying the international sanitary convention for aerial navigation of 12 April 1933. New Zealand acceded 21 May 1945, with reservations respecting Western Samoa. Convention of 1933 signed on behalf of New Zealand but not ratified.
- 23 April 1946, Washington. Protocol to prolong the international sanitary convention 1945. Continues 1945 convention in force until date parties become bound by a further convention amending or superseding the 1945 and the 1926 conventions.

Social—

- 12 September 1923, Geneva. Convention for the suppression of the circulation of and traffic in obscene publications, amended by a protocol signed at Lake Success, New York, on 12 November 1947. Ratified by New Zealand 11 December 1935 and effective for Western Samoa on that date.
(NOTE.—By virtue of the provisions of this convention, Western Samoa is also bound as from 11 December 1935 by the agreement for the suppression of the circulation of obscene publications signed at Paris on 4 May 1910, now amended by a protocol signed at Lake Success, New York, on 4 May 1949.)
- 25 September 1926, Geneva. International convention with the object of securing the abolition of slavery and the slave trade. New Zealand acceded 18 June 1927.
- 2 June 1928, Rome. International convention for the protection of literary and artistic works. New Zealand acceded 4 December 1947.
- 27 June 1939, Geneva. Convention concerning the regulation of written contracts of employment of indigenous workers. (I.L.O.) Ratified by New Zealand 8 July 1947.
- 27 June 1939, Geneva. Convention concerning penal sanctions for breach of contracts by indigenous workers. (I.L.O.) Ratified by New Zealand 8 July 1947.

Narcotic Drugs—

- 19 February 1925, Geneva. International convention relating to dangerous drugs with protocol. New Zealand acceded 17 February 1926. Convention supplemented by Geneva convention of 13 July 1931 and amended by protocol of 11 December 1946.
- 13 July 1951, Geneva. International convention and protocol for limiting the manufacture and regulating the distribution of narcotic drugs. New Zealand acceded 17 June 1955. Amended by protocol of 11 December 1946.
- 19 November 1948, Paris. Protocol to bring under control drugs outside the scope of 1931 convention. Accepted by New Zealand 19 November 1948.

Patents—

- 27 July 1946, London. Accord on the treatment of German patents.

Peace—

- 28 June 1919, Versailles. Treaty of peace between the Allied and Associated Powers and Germany.

Political—

- 13 December 1921, Washington. Treaty between the British Empire, Japan, and the United States of America relating to their insular possessions and insular dominions in the Pacific Ocean, and accompanying declaration. Ratified 17 August 1923, effective from date of ratification.
- 6 February 1922, Washington. Supplementary treaty to treaty of 13 December 1921, between the British Empire, Japan, and the United States of America relating to their insular possessions and insular dominions in the Pacific Ocean. Ratified 17 August 1923; effective from date of ratification.

Postal—

- 23 May 1930, Buenos Aires. Universal postal convention with final protocol, regulations of execution and provision, &c. Ratified 5 October 1940.

Telecommunications—

- 9 December 1932, Madrid. International telecommunication convention. Ratified by New Zealand 5 March 1934. 4 April 1938, Cairo. Traffic regulations annexed to the international telecommunication convention (Madrid, 1932) and final protocol. Effective 1 January 1939.
- 4 December 1945, Bermuda. Agreements by the Governments represented at the Bermuda telecommunications conference.
- 12 August 1949, London. United States-British Commonwealth telecommunications conference. New Zealand acceded 13 February 1950.

Transit—

- 9 December 1923, Geneva. Convention relating to the transmission in transit of electric power and protocol of signature. New Zealand acceded 1 April 1925; effective 26 July 1926.
- 9 December 1923, Geneva. Convention relating to the development of hydraulic power affecting more than one State, and protocol of signature. New Zealand acceded 1 April 1925; effective 30 June 1925.
- 9 December 1923, Geneva. Convention and statute on the international regime of railways, and protocol of signature. New Zealand acceded 1 April 1925; effective 23 March 1926.
- 12 October 1929, Warsaw. Convention and additional protocol *re* unification of rules relative to international aerial transport. New Zealand acceded 6 April 1937.

Trusteeship—

- 13 December 1946, New York. Trusteeship agreement for the Territory of Western Samoa.

B. BILATERAL

The following bilateral agreements have been extended to the Territory:—

Abolition of Visas—

- Austria. 18 July 1927, London. Exchange of notes relating to the abolition of passport visas. New Zealand acceded 24 January 1928.
- Austria, Belgium, Denmark, Luxembourg, Netherlands, Norway, Sweden, Switzerland. Exemption from the requirements of a visa has been provided for the nationals of these countries.
- United States of America. 14 March 1949, Wellington. Exchange of notes relating to reduction of visa fees.

Air—

Notes regarding documents of identity for aircraft personnel were exchanged with—
Belgium (29 April 1938, Brussels).
Netherlands (21 August 1939, The Hague).
Norway (11 October 1937, Oslo).
Sweden (30 May 1938, Stockholm).
Switzerland (17 May 1938, Berne).

Exchange of notes between New Zealand and France concerning air traffic rights in the South Pacific. (15 November 1949, Wellington.)

Commerce—

Egypt. 18 and 22 June 1930. Exchange of notes establishing a commercial *modus vivendi*.

Persia. 21 March 1920, Teheran. Commercial agreement modifying commercial convention of 1903.

Soviet Union. 16 April 1930, London. Temporary commercial agreement.

Customs—

Canada. 23 April 1932, Ottawa and Wellington. Tariff agreement. Effective 24 May 1932.

Extradition—

Extradition treaties have been signed on behalf of Western Samoa or extended to the Territory by exchange of notes with the following countries: Albania, Austria, Belgium, Bolivia, Chile, Colombia, Cuba, Czechoslovakia, Denmark, Ecuador, Estonia, Finland, Germany, Greece, Guatemala, Haiti, Hungary, Iraq, Latvia, Liberia, Lithuania, Luxembourg, Monaco, Netherlands, Nicaragua, Norway, Panama, Paraguay, Peru, Poland, Portugal, Roumania, San Marino, San Salvador, Siam, Spain, Switzerland, and Yugoslavia.

Legal Proceedings in Civil and Commercial Matters—

Belgium. 2 and 17 February 1938, Brussels. Convention for the reciprocal enforcement of judgments in civil and commercial matters with annex and protocol. Acceded to by New Zealand by exchange of notes.

France. 24 August and 27 September 1927, London. Convention respecting legal proceedings in civil and commercial matters, acceded to by exchange of notes. 23 February, 11 March, 1 and 27 April 1937, Paris. Convention and protocol providing for the reciprocal enforcement of judgments in civil and commercial matters. Acceded to by New Zealand under Article 13 (i) of the Convention.

Germany. 1 and 31 August 1929, Berlin. Convention regarding legal proceedings in civil and commercial matters, acceded to by exchange of notes with effect from 1 January 1930.

Narcotic Drugs—

Japan. 30 March 1936, Tokyo. Exchange of notes regarding co-operation in control of illicit traffic in drugs.

Real and Personal Property—

U.S.A. 27 May 1936, Washington. Convention relative to disposal of real and personal property (supplementary to convention of 1899). Effective 10 March 1941.

Trade—

Australia. 5 September 1933. Trade agreement. Effective 1 December 1933. Applies only in part to the Territory.

APPENDIX III—LEGISLATIVE ACTIVITY

A. IN SAMOA

The following Ordinances were passed by the Legislative Assembly of Western Samoa during 1951. They were all assented to by the High Commissioner:—

- Imprest Supply (1951/1)
- Civil List Amendment (1951/2)
- Ordinances Amendment (1951/3)
- Recruitment of Workers (Prohibition) (1951/4)
- Appropriation (1951/5)
- Police Force (1951/6)

The Assembly also considered, discussed, amended, and approved the estimates for the year ending 31 December 1951.

Other business transacted by the Assembly during the year comprised general discussions on various domestic matters brought forward by the Government or by unofficial members.

B. IN NEW ZEALAND

Samoa Amendment Act 1951.
 Administration Amendment Act 1951.
 Enemy Property Act 1951.
 International Air Services Licensing Amendment Act 1951.
 Official Secrets Act 1951.
 Property Law Amendment Act 1951.
 Public Trust Office Amendment Act 1951.
 Treaty of Peace (Japan) Act 1951.

Regulations

Samoa Prisons and Constabulary Order 1929, Amendment No. 3.

APPENDIX IV—JUSTICE AND PENAL ADMINISTRATION

(a) COURT STATISTICS

High Court

<i>Civil Actions</i>				<i>Criminal Prosecutions</i>			
Court sittings (days) .. .. .	..	..	80	Court sittings (days) .. .. .	..	..	206
Actions filed .. .. .	..	..	175	Persons charged .. .. .	..	..	2,089
Judgments given .. .. .	..	..	119	Convictions recorded .. .. .	..	..	1,799
Actions struck out .. .. .	..	..	56	Cases dismissed on merits .. .. .	..	..	66
Total amounts for which judgments were given .. .. .	..	..	£1,026	Charges withdrawn or struck out .. .. .	..	..	224

Land and Titles Court

Number of sessions .. .. .	..	..	2
Number of sitting-days .. .. .	..	..	82
Petitions dealt with .. .. .	..	..	61
Number of persons attending .. .. .	..	..	8,201

(b) PRISONERS IN VAIMEA AND TAPA'IGATA PRISONS

(1) *Prisoners*

Description.	In Custody 31 December 1950.	Admitted.	Discharged.	In Custody, 31 December 1951.
Samoan males	68	207	165	110
Samoan females	4	6	8	2
Local Europeans (males)	3	17	6	14
Nine Islanders	2	..	..	2
Other islanders .. .. .	..	..	..	..
Chinese .. .. .	..	..	..	..
European, white .. .. .	..	1	..	1
Totals	77	231	179	129

(2) *Daily Averages*

Daily averages of prisoners .. .. .	..	..	97.14
Daily averages sick in prison .. .. .	..	..	0.97
Daily averages sick in hospital .. .. .	..	..	2.46
Greatest number on any one day .. .. .	..	..	132
Least number on any one day .. .. .	..	..	76
Escapes .. .. .	..	..	4
Death .. .. .	..	..	..

(3) *Remand Prisoners*

Description.	In Custody, 31 December 1950.	Admitted.	Discharged.	In Custody, 31 December 1951.
Samoan males	5	162	167	..
Samoan females .. .. .	..	2	2	..
Local Europeans (males) .. .. .	..	10	10	..
Totals	5	174	179	..

APPENDIX V—PUBLIC FINANCE

(a) RECEIPTS AND PAYMENTS, 31 MARCH 1940 TO 31 DECEMBER 1951

			Receipts of Public Revenue of the Territory.	Payments.	Deficit or Surplus.
Year ended 31 March—	..	..	£	£	£
1940 .. .. .	..	..	131,416	135,648	— 4,232
1941 .. .. .	..	..	107,708	110,000	— 2,292
1942 .. .. .	..	..	100,883	101,492	— 609
1943 .. .. .	..	..	212,996	203,492	+ 9,504
1944 .. .. .	..	..	278,092	227,220	+ 50,872
1945 .. .. .	..	..	281,033	225,879	+ 55,154
1946 .. .. .	..	..	284,292	231,527	+ 52,765
1947 .. .. .	..	..	334,838	231,236	+103,602
1948 .. .. .	..	..	548,682	359,285	+189,397
1949 .. .. .	..	..	500,338	464,520	+ 35,818
1950 .. .. .	..	..	521,829	458,095	+ 63,764
Nine months ended 31 December 1950 ..	..	..	471,087	444,202	+ 26,885
Year ended 31 December 1951 ..	..	..	678,897	631,175	+ 47,722

(b) RECEIPTS AND PAYMENTS, 31 MARCH 1940 TO 31 DECEMBER 1951

	Receipts from Internal Sources.	Repayment of Loans.	Amounts Spent on			
			Education.	Samoan Affairs.	Public Health.	Public Works.
Year ended 31 March—	£	£	£	£	£	£
1940	131,416	5,130	9,526	8,928	29,147	29,757
1941	107,708	5,370	9,954	10,121	27,815	14,795
1942	100,883	5,625	9,381	8,517	26,844	11,937
1943	212,996	10,890	9,657	8,176	25,153	18,099
1944	278,092	71,081	10,099	9,165	29,814	54,749
1945	281,033	9,242	15,921	10,086	36,036	59,787
1946	284,292	..	18,549	15,666	50,699	72,440
1947	334,838	..	28,610	18,327	65,492	50,134
1948	548,682	..	39,681	19,681	78,426	138,958
1949	500,338	..	46,855	20,555	89,707	165,987
1950	521,859	..	70,413	23,889	105,655	129,386
Nine months ended 31 December 1950	471,087	..	74,197	16,624	93,667	160,628
Year ended 31 December 1951	678,897	..	113,345	25,470	140,245	166,357

NOTE.—Expenditure on buildings for the Education, Medical, and Samoan Affairs Departments, included under respective headings from 1946, previous to 1946 included under "Public Works."

(c) REVENUE AND EXPENDITURE: DETAILED STATEMENT FOR PERIOD FROM
31 MARCH 1948 TO 31 DECEMBER 1951

	Year Ended 31 March,			Nine Months Ended 31 December 1950.	Calendar Year 1951.
	1948.	1949.	1950.		
<i>Heads of Revenue</i>					
Education	£ 673	£ 859	£ 1,272	£ 901	£ 2,221
Health	15,267	19,803	24,990	22,593	20,182
Justice	2,335	1,973	2,763	2,272	3,504
Lands and Survey	1,360	1,713	1,518	789	1,503
Samoan Affairs	825	1,129	1,193	933	782
Police and Prisons	6,059	7,926	8,564	8,481	9,994
Postal and Radio	35,569	24,187	26,043	12,729	24,705
Public Works	10,935	12,977	15,061	14,757	23,836
Treasury, Customs, &c.	475,659	429,771	440,455	407,632	592,170
	548,682	500,338	521,859	471,087	678,897
<i>Heads of Expenditure</i>					
High Commissioner and Government House	£ 5,446	£ 8,595	£ 7,679	£ 4,600	£ 6,744
Agriculture .. .. .	..	..	884	3,541	4,827
Education	31,002	46,855	70,188	74,197	113,345
Health	66,474	89,707	105,655	93,667	140,245
Justice	4,541	4,837	5,427	4,252	6,085
Lands and Survey	5,289	5,725	6,266	5,076	6,604
Police and Prisons	16,504	20,797	24,571	21,031	33,945
Postal, Radio, and Broadcasting	16,828	24,803	34,309	24,592	34,920
Public Service Commission .. .. .	..	..	..	2,104	3,310
Public Works	163,349	165,987	127,939	160,630	166,357
Samoan Affairs	15,744	20,555	23,889	16,624	25,470
Secretariat and Legislative Assembly	12,170	17,676	28,805	19,583	58,530
Treasury, Customs, &c.	22,638	55,090	21,495	13,956	29,874
Services not provided for .. .. .	..	4,683	1,730	943	919
	359,985	465,310	458,837	444,796	631,175
Less recoveries, Labour and Public Trust	700	790	742	594	1,028
	359,285	464,520	458,095	444,202	630,147

(d) SELECTED GOVERNMENT ACCOUNTS

Vaisigano Bridge Replacement Reserve Fund

Balance as at 1 January 1951 ..	£ 25,000	Transferred to General Fund to cover commitments, 1950-51 ..	£ 9,750
		Balance as at 31 December 1951 ..	15,250
	<u>£25,000</u>		<u>£25,000</u>

Capital Development Reserve Fund

Balance as at 1 January 1951 ..	£ 208,624	Transfer to General Fund: Development payments, 1951 ..	£ 139,081
Transferred	196,554	Balance as at 31 December 1951 ..	266,097
	<u>£405,178</u>		<u>£405,178</u>

Insurance Fund

<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Balance as at 1 January 1951 ..</td> <td style="width: 50%; text-align: right;">£ 52,197</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black;">£52,197</td> </tr> </table>	Balance as at 1 January 1951 ..	£ 52,197		£52,197	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Disbursements</td> <td style="width: 50%; text-align: right;">£ 18</td> </tr> <tr> <td>Balance as at 31 December 1951 ..</td> <td style="text-align: right;">52,179</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black; border-bottom: 3px double black;">£52,197</td> </tr> </table>	Disbursements	£ 18	Balance as at 31 December 1951 ..	52,179		£52,197
Balance as at 1 January 1951 ..	£ 52,197										
	£52,197										
Disbursements	£ 18										
Balance as at 31 December 1951 ..	52,179										
	£52,197										

Copra Fund

<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Balance as at 1 January 1951 ..</td> <td style="width: 50%; text-align: right;">£ 66,547</td> </tr> <tr> <td>Copra proceeds</td> <td style="text-align: right;">797,646</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black; border-bottom: 3px double black;">£864,193</td> </tr> </table>	Balance as at 1 January 1951 ..	£ 66,547	Copra proceeds	797,646		£864,193	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Disbursements</td> <td style="width: 50%; text-align: right;">£ 760,102</td> </tr> <tr> <td>Balance as at 31 December 1951 ..</td> <td style="text-align: right;">104,091</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black; border-bottom: 3px double black;">£864,193</td> </tr> </table>	Disbursements	£ 760,102	Balance as at 31 December 1951 ..	104,091		£864,193
Balance as at 1 January 1951 ..	£ 66,547												
Copra proceeds	797,646												
	£864,193												
Disbursements	£ 760,102												
Balance as at 31 December 1951 ..	104,091												
	£864,193												

New Zealand Government General Subsidy Account

<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Balance as at 1 January 1951 ..</td> <td style="width: 50%; text-align: right;">£ 25,315</td> </tr> <tr> <td>Rhinoceros beetle expenditure, 1950, recovered</td> <td style="text-align: right;">166</td> </tr> <tr> <td>Balance as at 31 December 1951 ..</td> <td style="text-align: right;">15,785</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black; border-bottom: 3px double black;">£41,266</td> </tr> </table>	Balance as at 1 January 1951 ..	£ 25,315	Rhinoceros beetle expenditure, 1950, recovered	166	Balance as at 31 December 1951 ..	15,785		£41,266	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Disbursements: Rhinoceros beetle eradication</td> <td style="width: 50%; text-align: right;">£ 312</td> </tr> <tr> <td>Samoa College</td> <td style="text-align: right;">29,430</td> </tr> <tr> <td>Health building project</td> <td style="text-align: right;">11,524</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black; border-bottom: 3px double black;">£41,266</td> </tr> </table>	Disbursements: Rhinoceros beetle eradication	£ 312	Samoa College	29,430	Health building project	11,524		£41,266
Balance as at 1 January 1951 ..	£ 25,315																
Rhinoceros beetle expenditure, 1950, recovered	166																
Balance as at 31 December 1951 ..	15,785																
	£41,266																
Disbursements: Rhinoceros beetle eradication	£ 312																
Samoa College	29,430																
Health building project	11,524																
	£41,266																

Western Samoa Post Office Savings-bank Deposit Account

<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Balance as at 1 January 1951 ..</td> <td style="width: 50%; text-align: right;">£ 275,692</td> </tr> <tr> <td>Deposits</td> <td style="text-align: right;">127,363</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black; border-bottom: 3px double black;">£448,055</td> </tr> </table>	Balance as at 1 January 1951 ..	£ 275,692	Deposits	127,363		£448,055	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Withdrawals</td> <td style="width: 50%; text-align: right;">£ 137,834</td> </tr> <tr> <td>Balance as at 31 December 1951 ..</td> <td style="text-align: right;">310,221</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black; border-bottom: 3px double black;">£448,055</td> </tr> </table>	Withdrawals	£ 137,834	Balance as at 31 December 1951 ..	310,221		£448,055
Balance as at 1 January 1951 ..	£ 275,692												
Deposits	127,363												
	£448,055												
Withdrawals	£ 137,834												
Balance as at 31 December 1951 ..	310,221												
	£448,055												

Western Samoa Currency Note Security Account

<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Balance as at 1 January 1951 ..</td> <td style="width: 50%; text-align: right;">£ 84,400</td> </tr> <tr> <td>Notes issued</td> <td style="text-align: right;">37,342</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black; border-bottom: 3px double black;">£121,742</td> </tr> </table>	Balance as at 1 January 1951 ..	£ 84,400	Notes issued	37,342		£121,742	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Notes redeemed</td> <td style="width: 50%; text-align: right;">£ 11,312</td> </tr> <tr> <td>Balance as at 31 December 1951 ..</td> <td style="text-align: right;">110,430</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black; border-bottom: 3px double black;">£121,742</td> </tr> </table>	Notes redeemed	£ 11,312	Balance as at 31 December 1951 ..	110,430		£121,742
Balance as at 1 January 1951 ..	£ 84,400												
Notes issued	37,342												
	£121,742												
Notes redeemed	£ 11,312												
Balance as at 31 December 1951 ..	110,430												
	£121,742												

New Zealand Government Subsidy Account: Overseas Scholarships

<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Balance as at 1 January 1951 ..</td> <td style="width: 50%; text-align: right;">£ 1,355</td> </tr> <tr> <td>Adjustment of subsidy</td> <td style="text-align: right;">435</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black; border-bottom: 3px double black;">£1,790</td> </tr> </table>	Balance as at 1 January 1951 ..	£ 1,355	Adjustment of subsidy	435		£1,790	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 50%;">Adjustment of disbursements ..</td> <td style="width: 50%; text-align: right;">£ 861</td> </tr> <tr> <td>Balance as at 31 December 1951 ..</td> <td style="text-align: right;">929</td> </tr> <tr> <td></td> <td style="text-align: right; border-top: 1px solid black; border-bottom: 3px double black;">£1,790</td> </tr> </table>	Adjustment of disbursements ..	£ 861	Balance as at 31 December 1951 ..	929		£1,790
Balance as at 1 January 1951 ..	£ 1,355												
Adjustment of subsidy	435												
	£1,790												
Adjustment of disbursements ..	£ 861												
Balance as at 31 December 1951 ..	929												
	£1,790												

APPENDIX VI—TRADE AND COMMERCE

(a) IMPORTS AND EXPORTS FOR THE CALENDAR YEARS 1950 AND 1951, SHOWING COUNTRIES OF ORIGIN AND DESTINATION

Imports

	1950.	1951
	£	£
New Zealand	305,795	309,075
Australia	252,141	236,100
United Kingdom	229,528	252,468
Fiji	30,502	55,747
Canada	74,631	71,264
United States	134,649	141,513
Others	67,875	128,531
Total	1,095,121	1,194,698

Exports

	1950.			1951.		
	Exports.	Re-exports.	Total.	Exports.	Re-exports.	Total.
	£	£	£	£	£	£
New Zealand	318,730	18,328	337,058	222,168	17,495	239,663
Australia	40,484	..	40,484	167,897	121	168,018
United Kingdom	713,332	..	713,332	971,031	..	971,031
Fiji	250	..	250	466	1,195	1,661
Canada	136	..	136	161	..	161
United States	160,253	..	160,253	331,736	..	331,736
Others	40,192	3,056	43,248	5,138	4,534	9,672
Total	1,282,377	21,384	1,303,761	1,698,597	23,345	1,721,942

More detailed information is obtainable from the *Return of Trade, Shipping, and Commerce of Western Samoa, 1949 and 1950.*

(b) EXPORTS, IMPORTS, AND TOTAL TRADE, 1910 TO 1951

Figures are given at five-yearly intervals to 1945 and for each of the last six years.

Year.	Value of Exports.	Value of Imports.	Total Trade.
	£	£	£
1910	176,688	173,118	349,806
1915	262,389	267,091	529,480
1920	386,587	561,153	947,740
1925	379,388	345,989	725,377
1930	284,515	275,355	595,870
1935	189,298	135,757	325,055
1940	221,733	165,453	387,186
1945	636,300	398,760	1,035,060
1946	719,050	478,695	1,197,745
1947	1,351,770	923,773	2,275,543
1948	1,108,258	962,028	2,070,286
1949	1,344,758	881,584	2,226,342
1950	1,303,761	1,095,121	2,398,882
1951	1,721,942	1,194,698	2,916,640

APPENDIX VII—PRODUCTION (EXPORTS ONLY)

Calendar Year.	Cocon.		Copra.		Bananas.		Desiccated Coconut.	
	Tons.	Value.	Tons.	Value.	Cases.	Value.	Tons.	Value.
		£		£		£		£
1945	1,965	175,451	15,057	339,842	109,838	67,472	376	30,114
1946	1,885	207,109	13,795	340,669	127,821	86,421	568	50,462
1947	2,378	448,794	18,181	722,272	101,754	70,317	615½	79,249
1948	1,630	369,492	14,178	584,062	99,507	69,004	509	71,424
1949	2,894	387,011	16,455	787,274	87,121	64,614	691¼	95,142
1950	1,880	439,770	13,917	682,718	97,357	81,159	555	74,934
1951	3,212	801,001	14,619	781,172	62,912	53,376	339	43,272

More complete details are published in the annual *Return of Trade, Commerce, and Shipping for the Territory of Western Samoa*.

APPENDIX VIII—COST OF LIVING

The prices in Apia during 1951 of some of the more important groceries, &c., are shown below:—

Flour	7d. per pound.
Butter (New Zealand) pats	2s. 4d. per pound.
Bacon (New Zealand)	3s. 10d. per pound.
Eggs (local, small, when procurable)	6s. per dozen.
Sugar	9d. per pound.
Bread	1s. per 18 oz.
Fresh milk (good quality)	6d. pint delivered.
Cheese, loaf	2s. 9d. per pound.
Imported mutton	2s. 3d. per pound.
Imported chops	2s. 11d. per pound.
Cigarettes	1s. 8d. for 20.
Tea (good brands)	7s. 6d. per pound.
Petrol	4s. 5d. per gallon.
Potatoes	7d. per pound.
Onions	6d. to 1s. 3d. per pound.
Tinned meat (New Zealand)	2s. 6d. to 3s. 3d. per 16 oz.
Evaporated milk	1s. 3d. per 16 oz. tin.
Condensed milk	1s. 8d. per 14 oz. tin.

APPENDIX IX—PUBLIC HEALTH
(a) INFECTIOUS DISEASES REPORTED

	1947-48.	1948-49.	1949-50.	1 April, 1950, to 31 December 1950.	Calendar Year 1951.
Meningitis—					
Meningococcal	15	13	12	17	25
Pneumococcal .. .. .	..	..	..	..	..
Tuberculosis (all forms)	174	167	80	76	83
Enteric fever	97	76	..	54	..
Paratyphoid fever	3	9	12	16	6
Malignant jaundice	*	*	*	*	*
Catarrhal jaundice	**	*	*	*	*
Infective hepatitis	145	154	73	35	108
Pneumonia	170	110	130	38	77
Chicken-pox	64	24	27	48	42
Gonorrhœa	20	27	18	12	7
Dengue fever	7	11	6	2	..
Tetanus	13	10	13	11	12
Puerperal fever	16	19	26	16	29
Gas gangrene .. .. .	..	..	..	..	..
Broncho-pneumonia	150	165	165	414	363
Leprosy	6	18	17	9	7
Dysentery (all forms)	10	12	8	35	41
Conjunctivitis	154	190	42	15	27
Erysipelas	3	3	3	..	..
Infantile diarrhœa	55	197	123	385	266
Mumps .. .. .	..	..	1	4	..
Trachoma .. .. .	..	..	7	14	43
Typhoid .. .. .	..	..	47	54	51
Lobar pneumonia .. .. .	..	..	10	91	224
Whooping-cough .. .. .	..	..	19	9	77
Influenza .. .. .	..	..	949	588	1,306

* After 1946-47, infective forms of jaundice were notified as infective hepatitis.

(b) HOSPITAL AND DISPENSARY STATISTICS, 1947-48 TO 1951

Admissions to Hospitals.	1947-48.	1948-49.	1949-50.	1 April, 1950, to 31 December 1950.	Calendar Year 1951.
Apia Government Hospital—					
Europeans	713	882	847	734	1,068
Samoans	978	1,046	1,080	978	1,518
Chinese	27	34	13	16	23
Melanesians	3	3	7	3	3
Tokelau and Niueans	36	26	19	7	..
Totals	1,757	1,991	1,966	1,738	2,612
Tuasivi Hospital (Samoans)					
Aleipata Hospital (Samoans)	173	198	296	268	310
Fagamalo Hospital (Samoans)	171	236	202	174	217
Sataua Hospital (Samoans)	135	113	151	199	214
Mulifanua Hospital (Samoans)	46	175	140	194	260
Poutasi Hospital (Samoans)	91	95	149	72	102
Loulumoeqa Hospital (Samoans)	168	114	163	156	180
Sa'anapu Hospital (Samoans)	253	434	457	446	684
Fagaloa Hospital (Samoans)	20	104	114	80	102
Salailua Hospital (Samoans)	100	89	164	101	119
Satupaitea Hospital (Samoans)	151	139	207	129	148
Safotu Hospital (Samoans)	189	196	218	200	212
Lufilufi Hospital (Samoans)	205	277	150	200	230
	412	378	340	304	320
Total in-patients	3,871	4,539	4,717	4,261	5,710
Out-patients at hospitals and dispensaries	98,744	115,991	136,611	149,323	199,077
Grand totals	102,615	120,530	141,328	153,584	204,787
Deaths in hospitals	183	226	201	192	247

In addition to the above, the following statistics of work carried out by the medical staff during the period are of interest:—

Visits by Medical Officer and Samoan medical practitioners	3,937
Hookworm treatments	15,373
Operations—	
Apia Hospital—	
Major	127
Minor	1,826
Out-stations—	
Major	240
Minor	3,843
T.A.B. and yaws injections	95,338
Inductothermy treatments	509
Laboratory examinations	15,572
Electro-cardiograms	28
X-ray examinations	2,946

(c) SUMMARY OF WORK OF MOBILE CLINIC DURING THE CALENDAR YEAR 1951

Number of villages visited	8
Number of school treatments	216
Number of yaws injections	24,959
Number of typhoid inoculations	—
Number of minor operations and consultations	13,446
Smallpox vaccination given	1,026
Mantoux test done	—

(d) DEATHS OF SAMOANS AT DIFFERENT AGES, 1947 TO 1951

	Number of Deaths.					Percentage of Total Deaths.				
	1947.	1948.	1949.	1950.	1951.	1947.	1948.	1949.	1950.	1951.
Under 1 week ..	26	31	24	31	20	4.24	4.80	3.46	4.21	4.07
1 week to 1 month ..	17	14	12	8	12	2.77	2.17	1.72	1.09	2.44
1 month to 3 months ..	9	14	19	28	12	1.47	2.17	2.74	3.82	2.44
3 months to 6 months ..	20	27	48	33	29	3.26	4.19	6.91	4.50	5.93
6 months to 12 months ..	67	79	89	84	48	10.92	12.25	12.82	11.38	9.76
1 year to 2 years ..	74	93	69	112	54	12.07	14.42	9.65	15.20	10.97
2 years to 3 years ..	24	36	38	32	10	3.92	5.58	4.90	4.37	4.08
3 years to 4 years ..	12	15	17	18	14	1.96	2.33	2.44	2.35	2.88
4 years to 5 years ..	7	8	12	16	2	1.14	1.24	1.72	2.20	0.41
5 years to 10 years ..	33	30	34	40	22	5.39	4.65	4.90	5.50	4.47
Over 10 years ..	324	298	332	334	258	52.86	46.20	47.74	45.38	52.55
Totals ..	613	645	694	736	491	100.00	100.00	100.00	100.00	100.00

(e) SAMOAN INFANT-MORTALITY RATE PER 1,000 LIVE BIRTHS
(DEATH UNDER ONE YEAR)

1942 ..	72.09	1947 ..	56.94
1943 ..	124.42	1948 ..	58.04
1944 ..	75.8	1949 ..	61.34
1945 ..	53.8	1950 ..	57.84
1946 ..	64.05	1951 ..	42.08

APPENDIX X—EDUCATION

(a) GOVERNMENT SCHOOLS: GENERAL

Personnel of Education Department—	
Director of Education ..	1
Assistant Director of Education and Chief Inspector ..	1
Supervisor of Infant Classes ..	—
Office staff ..	8
Broadcasting staff ..	3
Miscellaneous ..	2
Teaching staff—	
New Zealand teachers ..	22
Certificated European teachers engaged locally ..	1
Uncertificated European teachers ..	24
Samoan Inspectors ..	8
Samoan teachers ..	325
Trainees ..	133
New Zealand trained Samoan teachers ..	2

(b) GOVERNMENT SCHOOLS

	Number of Schools.	Number of Teachers.	Roll Numbers.				Students Not Classified.	Total.
			P. 1-P. 4.	S. 1-S. 4.	F. 1-F. 11.	F. 111-F. V.		
Village primary schools	101	311	7,720	3,612	105	..	..	11,437
Boys' resident schools ..	2	10	..	210	..	..	..	210
European primary schools	2	26	322	320	2	..	..	644
Post-primary schools ..	1	2	..	..	..	28	..	28
Intermediate school ..	1	3	..	..	138	..	..	138
Teachers' Training College	1	5	..	..	..	..	147	147
Malifa School ..	1	29	441	376	..	..	..	817
Model School ..	1	2	42	32	..	..	..	74
Accelerate school ..	1	3	..	100	..	..	..	100
Adult high school ..	1	4	..	..	..	..	48	48
Totals ..	115	395	8,525	4,650	245	28	195	13,643

(c) DENOMINATIONAL MISSION SCHOOLS

Type of School.	London Missionary Society.	Roman Catholic.	Methodist.	Latter Day Saints.	Seventh Day Adventist.	Total.
Pastor/catechist schools ..	178	90	74	..	..	324
Theological colleges ..	1	2	1	..	..	4
Boys' primary schools ..	5	4	2	..	..	11
Girls' primary schools ..	1*	12	1	..	..	14
Mixed primary schools ..	..	6	†	8	5	19
Girls' secondary schools ..	..	1	..	..	..	1
Boys' secondary schools ..	1	1	..	..	..	2
Mixed secondary schools ..	..	..	..	..	1	1

Name of Mission.	Total Schools.	European Teachers.	Pastor Teachers.	Samoa Teachers.	Total Teachers.	Total Rolls.
London Missionary Society ..	186	5	194	487	686	14,264
Roman Catholic ..	116	61	100	37	198	5,841
Methodist ..	79†	5	74	17†	96	4,729
Latter Day Saints ..	8	13	..	23	36	682
Seventh Day Adventist ..	6	1	7	..	8	229
Totals ..	395	85	375	564	1,024	25,745

* Girls' boarding-school. † In addition, there are 12 Methodist village schools staffed with 35 Methodist teachers all under the control of the Education Department and therefore included in the Government primary-school figures. It should be noted that practically all Samoan children attending Government schools also attend mission pastors' schools and are therefore included in the total of 25,745 above.

(d) DISTRIBUTION OF VILLAGE PRIMARY SCHOOLS AND PUPILS

	Number of Schools.	Number of Pupils.			
		P. 1-P. 4.	S. 1-S. 4.	F. I-F. II.	Total.
Upolu	65	4,456	2,257	41	6,754
Savai'i	37	3,177	1,304	64	4,545
Apolima	1	42	18	..	60
Manono	1	45	33	..	78
Totals	104	7,720	3,612	105	11,437

APPENDIX XI—CLIMATOLOGICAL DATA FOR APIA, 1947-51

	1947.	1948.	1949.	1950.	1951.
Total rainfall	127.79 in.	141.48 in.	114.66 in.	165.07 in.	92.38 in.
Number of rain days	222	238	238	265	190
Maximum daily rainfall	8.64 in.	4.98 in.	4.31 in.	6.38 in.	4.55 in.
Date	6 Jan.	4 Dec.	30 Dec.	24 Dec.	16 June
Extreme maximum temperature	91.0° F.	92.9° F.	89.9° F.	89.5° F.	90.2° F.
Date	19 March	17 Jan.	25 March	25 Jan.	17 April
Extreme minimum temperature	67.1° F.	66.5° F.	65.9° F.	67.4° F.	64.2° F.
Date	25 Aug.	23 Aug.	23 July	28 Sept.	22 July
Mean daily maximum temperature	86.7° F.	86.5° F.	85.7° F.	85.4° F.	85.8° F.
Mean daily minimum temperature	74.2° F.	73.7° F.	73.7° F.	73.3° F.	73.7° F.

GLOSSARY

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

METRIC EQUIVALENTS

1 metre	3.2809 ft.
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.

INDEX

References are to questions asked in the Provisional Questionnaire of the Trusteeship Council
(Document T/44).

Question	Page	Question	Page
1	5	64	28
2	5	65	28
3	5, 6	66	28
4	6	67	28
5	6-8	68	28
6	8, 9	69	28, 29
7	9-14	70	29
8	14-16	71	29
9	15	72	29
10	16	73	29
11	15, 16	74	29
12	16	75	29
13	App. II, 60 <i>et seq.</i>	76	29
14	17	77	30
15	17	78	30
16	17, 18	79	30
17	17	80	30
18	18	81	30
19	18, 19	82	30, 31
20	18	83	31, 32
21	19	84	31, 32
22	9-14	85	31
23	20	86	31
24	10, 11	87	31, 32
25	20	88	32
26	9-13, 36, 37	89	32
27	11, 13	90	32
28	21-23	91	32
29	22, 23	92	32
30	22, 23	93	Not applicable
31	23	94	Not applicable
32	22, 23	95	Not applicable
33	23	96	33
34	22, 23	97	33
35	23, 24	98	33
36	24	99	33
37	24, 25	100	33
38	23, 24	101	33
39	24, 25	102	33
40	24	103	33, 34
41	25	104	34
42	25	105	34
43	25	106	34
44	29	107	34
45	25	108	34
46	25	109	34
47	25, 26	110	34
48	App. V, 64-66	111	34
49	26, App. V, 65	112	34
50	26, 27	113	34, 35
51	3, 6, 27	114	24
52	26	115	35
53	27	116	35, 36
54	27	117	36, 37
55	27	118	36, 37
56	27	119	24, 31, 33, App. V (c), 65
57	27	120	Not applicable
58	28	121	15, 36, 37
59	28	122	36, 37
60	28	123	36, 37
61	28	124	37
62	28	125	16, 37
63	28		

INDEX—continued

Question	Page	Question	Page
126	37	187	45
127	37	188	44
128	37	189	44
129	38	190	46
130	25	191	46
131	25, 33	192	46
132	38	193	App. II, 61
133	21	194	46
134	38	195	46
135	38	196	47
136	38	197	40, App. II, 60
137	39	198	47, 48
138	39	199	App. III, 62, 63
139	39	200	47, 48
140	39	201	47, 48
141	39	202	48
142	39	203	48
143	39	204	App. III, 62, 63
144	39	205	35
145	39	206	48
146	39	207	48
147	39	208	48
148	39	209	48
149	40, 41	210	49
150	40	211	49
151	40, 41	212	48, 49
152	40	213	48, 49
153	40, 41	214	App. III, 62
154	40, 41	215	48, 49
155	40, 41	216	48, 49
156	40	217	48, 49
157	Not applicable	218	49
158	40, 41	219	49
159	40	220	49, 50
160	Not applicable	221	51
161	40	222	51
162	52	223	51
163	13, 14	224	49, 50
164	37	225	51
165	14, 54	226	52
166	14, 54	227	52
167	15	228	52
168	41	229	53
169	41	230	53
170	42-45	231	53, 54
171	42	232	54
172	App. II, 60 <i>et seq.</i>	233	55
173	42, App. IX, 69 <i>et seq.</i>	234	54, 55
174	17, 42	235	55
175	42, 52	236	55
176	43	237	55
177	App. IX, 69	238	54, 55
178	43	239	55
179	43	240	Not applicable
180	43, 45	241	55
181	43, App. IX (b), 70	242	56
182	44, 45	243	56
183	App. II, 60	244	56
184	33, 34, 56	245	56
185	43, 44	246	56-58
186	43, 44	247	58

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 1952

WELLINGTON, N.Z.
R. E. OWEN, GOVERNMENT PRINTER

1953

Contents

<i>Part</i>						<i>Page</i>
I.	INTRODUCTORY DESCRIPTIVE SECTION	..	..	..	..	9
	Historical Survey	..	..	..	..	12
	Main Events of 1952	..	..	..	..	14
II.	STATUS OF THE TERRITORY AND ITS INHABITANTS	..	..	..	..	16
	Status of Territory	..	..	..	..	16
	Status of Inhabitants	..	..	..	..	17
III.	INTERNATIONAL AND REGIONAL RELATIONS—					
	International Relations	..	..	..	..	22
	Regional Agreements	..	..	..	..	22
	South Pacific Health Service	..	..	..	..	22
	South Pacific Commission	..	..	..	..	23
IV.	INTERNATIONAL PEACE AND SECURITY, MAINTENANCE OF LAW AND ORDER—					
	International peace and security	..	..	..	..	24
	Maintenance of law and order	..	..	..	..	24
V.	POLITICAL ADVANCEMENT—					
	Chapter 1—					
	General Political Structure	..	..	..	..	26
	General Governmental System	..	..	..	..	26
	The Relationship Between Administering Authority and Territorial Government	..	..	..	..	29
	Chapter 2—					
	Administrative and Legislative Systems	..	..	..	..	30
	The High Commissioner	..	..	..	..	30
	The Administrative Structure	..	..	..	..	31
	The Secretary to the Government	..	..	..	..	31
	The Legislative Assembly	..	..	..	..	32
	The Council of State	..	..	..	..	36
	The Executive Council	..	..	..	..	36
	The Fono of Faipule	..	..	..	..	37
	Board of Agriculture	..	..	..	..	38
	Chapter 3—					
	Local Government	..	..	..	..	38
	Chapter 4—					
	The Western Samoan Public Service	..	..	..	..	41
	Personnel of Public Service	..	..	..	..	42
	Recruiting and Training	..	..	..	..	43
	Chapter 5—					
	Suffrage	..	..	..	..	44
	Chapter 6—					
	Political Organizations	..	..	..	..	45
	Chapter 7—					
	The Judiciary	..	..	..	..	46
	Chapter 8—					
	Legal System	..	..	..	..	49
VI.	ECONOMIC ADVANCEMENT—					
	Section 1: Finance of the Territory—					
	Chapter 1—					
	Public Finance	..	..	..	..	50
	Analysis of Revenue and Expenditure	..	..	..	..	51
	Chapter 2—					
	Taxation	..	..	..	..	54

Part

VI. ECONOMIC ADVANCEMENT—*continued*

	<i>Page</i>
Section 2: Money and Banking—	
Penalties for Tax Evasion, &c.	55
Section 3: Economy of the Territory—	
Chapter 1—	
General	56
Non-governmental Economic Organizations	58
Chapter 2—	
Policy and Planning	58
Capital Goods	61
Economic Development	61
Chapter 3—	
Investments	62
Section 4: Economic Resources, Activities, and Services—	
Chapter 1—	
General	64
Production	64
Copra Board	66
Monopolies	67
Co-operative Societies	67
Concessions	68
Protective Measures	68
Economic Organization	68
Chapter 2—	
Commerce and Trade	69
External Trade	70
Price Control	71
Allocation of Goods	71
Import and Export Licences	71
Chapter 3—	
Land and Agriculture	72
Historical and General	72
Land Utilization	75
Land and Distribution of Categories	76
Land Tenure	76
Problems Associated with Land Tenure	77
Land Disputes	77
Acquisition and Transfer of Land	78
Land for Public Purposes	79
Water Resources	79
Agriculture	80
Methods of Production	80
Chapter 4—	
Livestock	81
Chapter 5—	
Fisheries	82
Chapter 6—	
Forests	82
Chapter 7—	
Mineral Resources	83
Chapter 8—	
Industries	83
Fuel and Power	84
Chapter 9—	
Transport and Communications	85
Postal Services	85
Internal Mail Services	85
Overseas Mail Service	86
Telephone Service	86
Police Messenger Service	87
Radio Broadcasting	87
Radio Telephone and Wireless Telegraph Services	87
Air Services	87
Meteorological Services	88
Roads	89
Road Transport Services	89

*Part*VI. ECONOMIC ADVANCEMENT—*continued*Section 4—*continued*Chapter 9—*continued*

					<i>Page</i>
Shipping Services	..	..	..	..	90
International Services	..	..	..	..	91
Operation of Services	..	..	..	..	92
Chapter 10—					
Public Works	..	..	..	..	93

VII. SOCIAL ADVANCEMENT—

Chapter 1—

General Social Conditions	..	..	..	..	94
Samoaan Society	..	..	..	..	94
The European Community	..	..	..	..	96
Social Organizations	..	..	..	..	97

Chapter 2—

Human Rights and Fundamental Freedoms	..	..	..	..	97
Slavery	..	..	..	..	99
Universal Declaration of Human Rights	..	..	..	..	100
Right of Petition	..	..	..	..	100
The Press	..	..	..	..	101
Broadcasting Station	..	..	..	..	102
Religion and Missions	..	..	..	..	102
Adoption of Children	..	..	..	..	103
Immigration	..	..	..	..	104

Chapter 3—

Status of Women	105
-----------------	----	----	----	----	-----

Chapter 4—

Labour	106
--------	----	----	----	----	-----

Chapter 5—

Social Security and Welfare Services	110
--------------------------------------	----	----	----	----	-----

Chapter 6—

Standard of Living	111
--------------------	----	----	----	----	-----

Chapter 7—

Public Health	..	..	..	..	112
General Organization	..	..	..	..	112
Samoaan Nurses	..	..	..	..	113
Regional and International Co-operation	..	..	..	..	114
Medical Facilities	..	..	..	..	114
Malaria Control Units	..	..	..	..	115
Tuberculosis Control	..	..	..	..	115
Veneral Disease	..	..	..	..	116
Treponematosi	..	..	..	..	116
Leprosy	..	..	..	..	116
Availability of Services and Financial Arrangements	..	..	..	..	116
Research	..	..	..	..	117
Maternal and Child Health	..	..	..	..	117
Pre-natal and Maternity Clinics	..	..	..	..	117
District Nurses	..	..	..	..	118
Care of Children	..	..	..	..	118
Qualifications of Medical Practitioners	..	..	..	..	119
Qualifications of Dental Practitioners	..	..	..	..	119
Qualifications of Pharmacists, &c.	..	..	..	..	120
Number of Medical Personnel	..	..	..	..	120
Environmental Sanitation	..	..	..	..	121
Water Supply	..	..	..	..	121
Inspection, &c., of Foodstuffs	..	..	..	..	122
Insect Pests, Pools, &c.	..	..	..	..	123
Prevalence of Diseases	..	..	..	..	123
Mortality	..	..	..	..	124
Preventive Measures	..	..	..	..	124
Quarantine	..	..	..	..	124
Training and Health Education	..	..	..	..	124
Nutrition	..	..	..	..	125

Chapter 8—

Narcotic Drugs	126
----------------	----	----	----	----	-----

<i>Part</i>		<i>Page</i>
VII.	SOCIAL ADVANCEMENT—<i>continued</i>	
	Chapter 9—	
	Drugs	126
	Chapter 10—	
	Alcohol and Spirits .. .	126
	Chapter 11—	
	Housing and Town and Country Planning .. .	127
	Chapter 12—	
	Prostitution .. .	129
	Chapter 13—	
	Penal Organization .. .	129
	Prison Conditions and Legislation .. .	130
	Juvenile Delinquency .. .	131
VIII.	EDUCATIONAL ADVANCEMENT—	
	Chapter 1—	
	General Educational System .. .	133
	Objectives .. .	133
	Organization of Department of Education .. .	133
	Relations with Mission Schools .. .	134
	Aims .. .	135
	Non-governmental Schools .. .	136
	Teaching of United Nations Principles, &c. .. .	136
	Compulsory Education .. .	137
	School Buildings and Equipment .. .	137
	Text Books, &c. .. .	138
	Youth Organizations .. .	139
	Chapter 2—	
	Primary Schools .. .	139
	General .. .	139
	Policy in Primary Schools .. .	142
	Curriculum in Primary Schools .. .	142
	Attendance .. .	142
	Educational Wastage .. .	142
	Classification of Pupils .. .	143
	Chapter 3—	
	Secondary Schools .. .	143
	General .. .	143
	Policy .. .	143
	Curriculum in Secondary Schools .. .	143
	Vocational Training Schools .. .	144
	Classification and Attendance .. .	144
	Chapter 4—	
	Institutions of Higher Education .. .	144
	Chapter 5—	
	Other Schools .. .	145
	Chapter 6—	
	Teachers .. .	145
	General .. .	145
	Refresher Courses and Teachers' Aids .. .	145
	Salary Scale .. .	146
	Chapter 7—	
	Adult and Community Education .. .	146
	Chapter 8—	
	Culture and Research .. .	147
	Basic Services .. .	147
	Economic Research .. .	147
	Social Research .. .	147
	Educational Research .. .	148
	Indigenous Arts and Culture .. .	148
	Language and Literature .. .	148
	Theatres and Educational Organizations .. .	149
	Printing and Publishing Facilities .. .	149
	Cinema Facilities .. .	149

<i>Part</i>	<i>Page</i>
IX. PUBLICATIONS	150
X. RESOLUTIONS AND RECOMMENDATIONS OF THE GENERAL ASSEMBLY AND THE TRUSTEESHIP COUNCIL—	
Political Advancement—	
General	151
Executive Branch	151
Public Service	151
Legislative Branch	152
Local Government	152
Suffrage	152
Status of the Inhabitants	152
Economic Advancement—	
General Economy	153
Preferential Treatment	153
Public Finance: Taxation	153
Public Works	153
Land	154
Social Advancement—	
Policy	154
Standard of Living	154
Public Health	154
Educational Advancement—	
Policy	155
Post-primary and Higher Education	155
Adult Education	155
XI. SUMMARY AND CONCLUSIONS	157
GLOSSARY	158
METRIC EQUIVALENTS	158
APPENDICES—	
Statistical Organizations—	
I. Population	161
II. Administrative Structure of Government	165
III. Criminal Cases Dealt With by the High Court in 1952	166
IV. Public Finance	167
V. Taxation	168
VI. Money and Banking	169
VII. Commerce and Trade	170
VIII. Agriculture	174
IX. Livestock	174
X. Fisheries	175
XI. Forests	175
XII. Mineral Reserves	175
XIII. Industrial Production	175
XIV. Co-operatives	176
XV. Transport and Communications	176
XVI. Cost of Living	178
XVII. Labour	178
XVIII. Social Security and Welfare Services	179
XIX. Public Health	180
XX. Housing	182
XXI. Penal Organization	183
XXII. Education	185
XXIII. International Conventions	193
XXIV. Extracts from Western Samoa Legislative Assembly Regulations 1948	193
XXV. Business Licences Issued in 1952	201
XXVI. Climatological Data for Apia	202
XXVII. Faipule Districts	202
INDEX	206

Part I: Introductory Descriptive Section

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

The climate of Samoa is tropical with heavy precipitation and occasional severe storms. The wettest months are from December to March, when the usual south-east trade winds are interrupted by northerlies and westerlies, but the rainfall throughout the remainder of the year is considerable. Similarly, the difference in mean temperature between the hottest and the coolest months is only a few degrees.

Over the last sixty years the average maximum temperature has been 84.9° F, the average minimum 74.0° F; the average yearly rainfall has been 112.98 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 March. In 1951, which was considered a dry year, the rainfall was 92.78 in. It was 89.34 in. in 1952.

The steady heat and plentiful rain enable the islands to support a dense tropical rain-forest, despite the thin and rocky character of much of the soil. A large proportion of the land is believed, however, to be unfit for clearance and cultivation, and, in fact, both Samoan and European cultivation has been restricted very largely to the coastal zones and adjacent foothills. In many areas the soil is so porous that very little water is available for agricultural or pastoral purposes.

The large area once laid waste by lava flows in Savai'i is a primary cause of that island supporting only about a third of the population of the Territory, although it is larger than Upolu. At the time of the recent census, in September 1951, the figures (for Samoans only) were: Upolu, 55,147; Savai'i, 23,193.

The provisional 1951 census figures showed that, in addition to a total of 78,340 people of Samoan status, there were 4,756 people of European status in the Territory, 4,388 of them being in Upolu.

The pattern of settlement is a relatively simple one. The great majority of Samoans live in villages, and these, with very few exceptions, are situated on the coast or on rivers with easy access to the sea. The only town is Apia, the political capital and commercial centre of the Territory, situated on the north coast of Upolu. The

town stretches along the shores of Apia Harbour, encircling what were formerly several separate Samoan villages. Apia, with its immediately adjacent villages, has a total population of about 16,000. The great majority of persons of European status live in or about Apia.

The indigenous population of Western Samoa is Polynesian. The Samoans are numerically the largest branch of the Polynesian race after the New Zealand Maoris. Though admixture has taken place, there is still a very high proportion of full-blooded Samoans. The speech of the Samoan is a Polynesian dialect and some sounds occurring in other Polynesian dialects are absent or replaced by a glottal stop. Almost universal literacy in the vernacular prevails throughout the Territory. The standard reference work on the language is Pratt's *Grammar and Dictionary of the Samoan Language* (published by the London Missionary Society, Samoa, 1862), although less comprehensive works have been published more recently. At the moment the Government of Western Samoa has well under way plans to prepare, with the assistance of the London School of Oriental and African Studies, a definitive and up-to-date dictionary and grammar.

The vast majority of people of European status are of part-Samoan blood. Some live in houses that are completely European in character, while at the other extreme some live in houses very similar to Samoan fales. The range in types of residences is as great as the variation in the way of living. Some part-Samoan persons of European status are Western European in their thinking and habits. Others live almost completely within the framework of Samoan custom. Most speak Samoan in their homes. To comparatively few is English a domestic language. Some people of European status have no European blood or European language, and owe their non-Samoan standing to Asiatic forbears.

Samoans, with very few (although an increasing number of) exceptions, live within an "aiga" system. An aiga is a family group organized not on a narrow biological basis as in European society, but on a wide foundation of kinship and adoption. The head of an aiga is its matai. Any member of the aiga, regardless of race, is, according to Samoan custom, eligible for a matai title if he has proved himself to be of sufficient character and ability. Ancestry is considered as well as personal talents. Generally speaking, the matai is unanimously elected by members of the aiga after discussion, compromise, and weighty consideration. Sometimes the actual granting of the title is done by a distinct branch of the family in those cases where, in the course of time, an aiga has split. The matai assumes the responsibility for managing the family lands and other assets, of looking after the well-being of his family, and of representing it in village and higher councils. He can be removed by the aiga for rank incompetence or other sufficient cause. Theoretically a woman may hold a title, although in practice this is uncommon.

There is a hierarchy of chiefly titles. The holders of the highest titles, while respected in Samoan tradition, need not, however, be the persons with the greatest political influence. The superimposition of a central administration of a European nature on the old Samoan society has inevitably accentuated this partial dichotomy. Prestige according to Samoan custom, and the power which accompanies high legislative, executive, or administrative positions, by no means

always coincide. As the latter is of more practical value, the tendency is for it to overshadow the former. This process is concealed in some cases by the inclination, logical in the circumstances, to give to those who achieve high position in the governmental system some fairly important title and thus outwardly preserve, as far as possible, the seamless garment of custom. But some chiefs with non-paramount titles are important members of the Legislative Assembly.

As far as part-Samoans of European status are concerned, the most noticeable current social trend is for them to inter-marry with Samoans or near-Samoans, and thus to diminish many of the differences which exist between their outlook and way of living and that of the majority of inhabitants of the Territory. A possible development is the gradual absorption of many of this minority and the increasing isolation of the few more European or Europeanized families that remain. This latter may be a very slow process and should be offset, in part at least, by the rising standard of living and education of the Samoan people in general.

Over the last generations the traditional structure of Samoan society has proved remarkably adaptable, but certain contemporary tendencies can not but produce stresses and strains which may eventually result in fundamental changes. First among these factors is the rapidly growing population, which, if its present rate of increase is maintained, will double itself in about twenty-one years. It is doubtful whether the old social system, which is, of course, the basis of the economy of the Territory, can be expected, at least in its present form, to undertake successfully the major development of agriculture and other basic production which must accompany this increased population if the standard of living is not to be seriously lowered. Possibly those individual human appetites and individually orientated social incentives, which play so vital a part in the economies of more westernized or self-consciously progressive communities and which could most profitably be brought directly to bear on this problem of increasing production may be rendered almost ineffectual because they are, under the present system, removed from the main field of effort by the traditional forms of land owning, agriculture, and community life. It is hoped, however, to avoid a social crisis in the future by encouraging Samoans to interest themselves in expanding and adapting old means of production and organization as well as employing new methods. For example, with the passage of the Co-operative Societies Ordinance during the year provision has been made for modification of one aspect of the old Samoan element of communal activity and its adaptation to modern economic practice.

Another process which has widely felt effects is the drift of population to the Apia area and even to New Zealand. This depletes the labour supply in outer districts, resulting in difficulties in some areas where there are hardly enough untitled men left to work fully the family estates. Among those Samoans who go to Apia are many who find a cash economy more to their liking than the customary village economy. One could easily exaggerate these tendencies, but their mere existence is noteworthy. Those who go to New Zealand are frequently partially trained in crafts or commerce, and their emigration seriously depletes the meagre supply of such labour in the Territory.

The Samoans have long been converted to Christianity, and their religious affiliations as indicated by the census of 1951 were:—

	Per Cent			Per Cent
London Missionary Society	58.5		Seventh Day Adventist	1.0
Roman Catholic	18.9		Samoan Congregational	0.8
Methodist	16.6		Others	0.2
Latter Day Saints	4.0			

Comparable figures for the European and part-European population were:—

	Per Cent			Per Cent
Roman Catholic	49.0		Methodist	5.3
London Missionary Society	23.3		Seventh Day Adventist	1.6
Latter Day Saints	8.0		Presbyterian	0.4
Church of England	5.8		Others	1.3

Unstated 5.3

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 result of the recent 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

Samoa society has been in contact with the Western World for more than a century, yet it has largely retained its traditional organization, absorbing by a process of growth, adaptation, and mutual modification the various external influences to which it has been exposed. The Church has become an integral part of village life. For the lifetime of the oldest men and women now living the villagers have been cutting copra to support their Church and to pay for their purchases at trading stations. Politically the transition has been far less smooth. For a variety of reasons Samoa failed to obtain internal political unity such as that established in Tonga and various other parts of the Pacific. Samoa society does not readily accept the dominance of a single leader, and the scale and intensity of commercial and political rivalries among the Western intruders ensured that every tendency to division would be exploited to the full. In pre-European days "Samoa" was a geographical and cultural expression, not an effectively organized political entity. A Samoan kingship was established under Western influence, but it quite failed to build up a workable administration. Germany, Great Britain, and the United States obtained privileges for themselves and for their nationals. They were granted the right to establish coaling stations and to bring Europeans under a form of extra-territorial jurisdiction.

Internal intrigue and jealousy among the representatives of the interested Powers reached its climax in 1889. In that year the 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 recognized as King. The Samoan Government was provided with a Supreme Court, with most 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. But these arrangements brought about no real solution. The death in August 1898 of the King and a dispute over the succession gave the Powers another chance. In 1899 they sent a Commission to Samoa. It secured the acquiescence of some of the Samoan leaders to the abolition of the kingship. The three Powers then agreed to partition the islands. In a series of conventions signed on 16 February 1900 it was agreed that the United States should annex Eastern Samoa (including the fine harbour of Pago Pago), while Germany acquired Western Samoa (including the town of Apia and the important plantation properties of the Deutsche Handels und Plantagen-Gesellschaft). Great Britain withdrew from the Group in return for the recognition by the other Powers of certain of her claims in other parts of the Pacific.

Germany administered Western Samoa until 29 August 1914, when the Territory was occupied by New Zealand military forces. After the end of the war, on 7 May 1919, the Supreme Council of the Allied Powers conferred on His Britannic Majesty, to be exercised on his behalf by the New Zealand Government, a Mandate for the administration of Western Samoa. By the Samoa Act 1921 New Zealand made provision for a civil Administration to replace the wartime military regime.

The new Constitution provided for a Legislative Council with unofficial members, and the Administration began to carry out a plan of building up a system of representative local government. Schemes for economic development were also undertaken. For some years considerable progress was made, but in 1926 and 1927 the Administrator found himself faced with a growing body of opposition among both the Samoan and the European communities. It found an organized outlet in the Mau. The faults of the Administration had been, it would seem, more in matters of tactics and timing than in the over-all objectives of policy. But, for the time being, the opportunity for further progress was slight. In 1927 the Mau embarked on a programme of civil disobedience which lingered on until 1936.

In 1936 agreement was reached with the leaders of the Mau, who thereupon re-entered political life. During the three years that followed various preliminary steps were taken towards making the Samoan Administration more effectively representative. The participation of New Zealand in the Second World War from 1939 then restricted any further advancement. In December 1946 a Trusteeship Agreement for Western Samoa was approved by the General Assembly of the United Nations, and the New Zealand Government, as Administering Authority, formally committed itself to promote development of the Territory towards ultimate self-government. Definite steps have now been taken to this end, as will be described later, and others are being planned.

In accordance with the policy of the Administering Authority, the representatives of the Samoan people were consulted as to the terms of the Trusteeship Agreement when it was in its draft form. They declared that they recognized that the agreement marked a considerable advance on the terms of the former Mandate, and expressed appreciation of the sympathetic attitude of the New Zealand Government; but they concluded that their long-term aim of self-government would not be furthered by their acceptance of it. They asked instead that

Samoa be granted self-government, with New Zealand remaining as adviser and protector. New Zealand's obligations to the United Nations did not permit of the withdrawal of the Territory from the scope of the trusteeship system, even had the Administering Authority been willing to agree to such a proposal. It was therefore agreed with the Samoan representatives that the Trusteeship Agreement should be proceeded with, but that a petition containing their opinions should be forwarded to the Secretary-General of the United Nations through the New Zealand Government. This was done in January 1947, the terms of the petition having already been informally communicated to the sub-committee on Trusteeship by the New Zealand delegate in November 1946. The petition was duly considered by the Trusteeship Council on 24 April 1947, and, on the invitation of the New Zealand delegate, it was resolved to inquire into the matter on the spot. In July a Mission led by the President of the Trusteeship Council arrived in Western Samoa. It was accompanied by a representative of the Prime Minister and by the Secretary of Island Territories, who, like the Administrator and local officials, made themselves available for constant consultation.

On 27 August 1947, just before the Mission left Apia, the New Zealand Government's proposals for political development in Western Samoa were outlined in a statement in the New Zealand Parliament by the Deputy Prime Minister. The Mission published its report in October 1947, and it was considered by the Trusteeship Council in the following month. The recommendations of the Mission were found to be closely in line with the policy of the Administering Authority. The constitutional framework for implementing these new proposals was established by the passing by the New Zealand Parliament on 25 November 1947 of the Samoa Amendment Act 1947, which came into force on 10 March 1948. By an Act passed in 1949 a Public Service Commissioner for Western Samoa was provided to satisfy one of the keen desires of the Samoans.

In 1950 a second United Nations Visiting Mission inspected the Territory in accordance with the Trusteeship Council's policy whereby each Trust Territory is visited by a Mission once every three years. This Mission shared the opinion of its predecessor that the Samoans were not ready for self-government. It further considered that emphasis must for the moment be placed on making existing institutions work, but that this should not preclude further development.

MAIN EVENTS OF 1952

1. The Hon. T. Clifton Webb, Minister of Island Territories, and Mr. R. T. G. Patrick, Secretary of Island Territories, visited Western Samoa in February.
2. An amendment to the Samoa Act provided for the setting up of an Executive Council to advise the High Commissioner.
3. A Co-operative Societies Bill and an Incorporated Societies Bill were passed by the Legislative Assembly.
4. Mr. L. G. H. Sinclair, S.M., visited Western Samoa as a Commission to study and report on the liquor system and to recommend reforms.

5. The High Commissioner of Western Samoa, Mr. G. R. Powles, presided at the meetings of the tenth session of the South Pacific Commission at Noumea.

6. Mr. J. B. Wright, Secretary to the Government of Western Samoa, was appointed Secretary of Island Territories in Wellington, and was succeeded in the former post by Mr. F. J. H. Grattan, Secretary of Samoan Affairs. Mr. Wright earlier in the year appeared before the Trusteeship Council of the United Nations as Special Representative of the Administering Authority.

7. A Samoan representative, Miss Salamasina Malietoa, attended the Pan-Pacific Women's Conference in New Zealand in January.

8. In November Tasman Empire Airways, Limited, commenced their Coral Route Service, replacing the Regional Air Service previously provided by National Airways Corporation of New Zealand.

9. Mr. L. J. Greenberg, Secretary of the New Zealand Broadcasting Department, visited Samoa and reported on broadcasting in the Territory.

10. The Government introduced into the Legislative Assembly in August a Local Government Bill which reached its second reading and will be further debated in 1953.

11. Mr. J. C. Gerlach, tropical agronomist from the New Zealand Department of Agriculture, visited Samoa for three months to study problems and proffer advice.

12. Dr. R. W. D. Maxwell, acting Inspector-General of the South Pacific Board of Health, accompanied by Dr. H. B. Turbott, Deputy Director-General of the New Zealand Department of Health, and Miss F. J. Cameron, Director of Nursing in New Zealand, visited Samoa to examine and advise upon health problems.

13. The Legislative Assembly approved the construction of a 1,000 k.W. hydro-electric installation at Avele, near Apia.

14. A Joint Mission representing the New Zealand Armed Forces visited Samoa in the course of a tour of inspection of New Zealand's island territories.

15. The following specialists visited the Territory—

Mr. H. G. A. Hughes, of the London School of African and Oriental Studies, to undertake a preliminary survey for the project of preparing a new dictionary and grammar of the Samoan language;

Dr. E. M. Ojala, deputy-chairman of the Research Council of the South Pacific Commission, to make an estimate of the best way of initiating and conducting the proposed Economic Survey;

Mr. Bruce Roberts to study Samoan literature;

Mr. W. V. D. Pieris, of Ceylon, to study coconut production;

Mr. D. H. Urquhart to study cocoa production; and

Dr. F. J. Harlow to investigate facilities and needs as regards vocational training institutions.

The above all visited Samoa under the auspices of the South Pacific Commission.

16. The Chief Fire Officer of New Zealand, Mr. T. A. Varley, O.B.E., visited the Territory and reported on fire risks and the steps necessary to meet them.

Part II: Status of the Territory and its Inhabitants

STATUS OF THE TERRITORY

Western Samoa is administered by New Zealand in accordance with the terms of a Trusteeship Agreement approved by the General Assembly of the United Nations on 13 December 1946.

New Zealand jurisdiction over Western Samoa has its origin in the 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 on his behalf by the Government of New Zealand. The terms of this Mandate were later confirmed by the Council of the League of Nations on 17 December 1920. As a consequence of these events the New Zealand Parliament made provision for the establishment of a form of government and a system of law in the Territory by the Samoa Act 1921. This Act and its amendments, of which the most recent and most important are the Samoa Amendment Acts of 1947, 1949, and 1951, remain the foundation upon which the legal and political structures are built.

A further amendment was passed in 1952 providing for the establishment of an Executive Council, which will be set up early in 1953.

The trusteeship status of Western Samoa is mentioned specifically in the preamble to the Samoa Amendment Act 1947, which reads as follows—

Whereas, in consequence of the dissolution of the League of Nations the mandate over the Territory of Western Samoa conferred by the League upon His Majesty for and on behalf of the Government of New Zealand as recited in the principal Act, has ceased to be operative:

And whereas pursuant to the Charter of the United Nations signed at San Francisco on the twenty-sixth day of June, nineteen hundred and forty-five a trusteeship agreement for Western Samoa in the terms in the First Schedule to this Act was approved by the General Assembly of the United Nations on the thirteenth day of December, nineteen hundred and forty-six:

And whereas by the said trusteeship agreement it is provided that the Government of New Zealand as the administering authority, shall have full powers of administration, legislation, and jurisdiction over Western Samoa, subject to the provisions of the trusteeship agreement and of the Charter of the United Nations:

And whereas it is expedient that provision should be made for the administration of Western Samoa in such a manner as to achieve the basic objectives of the international trusteeship system, and, in particular, to promote the political, economic, social, and educational advancement of the inhabitants of Western Samoa and their progressive development towards full self-government: &c.

The trusteeship agreement with appendices was itself included as a First Schedule to this Amendment Act.

In the 1949 Amendment Act appointing a Samoan Public Service Commissioner are references to the trusteeship status of Western Samoa in clause 3, subsection (3), and clause 10, subsection (4), which read—

(3) In matters which, in the opinion of the Minister, affect the policy of the Government of New Zealand as the administering authority under the trusteeship agreement, the Public Service Commissioner shall be subject to any directions which he may from time to time receive from the Minister.

(4) In the exercise of his functions the Public Service Commissioner shall, consonant with the efficient conduct of the Government service of Western Samoa, have regard to the obligation of the administering authority under the trusteeship agreement to assure to the inhabitants of Western Samoa a progressively increasing share in the administrative and other services of the territory.

No changes have been made during the current year in any legislation defining or affecting the legal status of the Territory.

It is proposed to undertake an up-to-date compilation of the laws of Western Samoa as soon as trained personnel for this task become available. The legal status of the Territory is made clear by the 1921 Samoa Act and the 1947 Amendment Act. Legislation in New Zealand which applies both to the Territory and other territories of different status is always limited, in so far as it affects the Trust Territory, by the provisions of those basic Acts mentioned above which define the status and constitution of that Territory. Nothing repugnant to these Acts can become legally effective in the Territory unless either in those Acts or in the new legislation provision to that effect is specifically made.

The New Zealand Parliament still retains its inherent legislative power in respect of Western Samoa, and the Samoa Act 1921 conferred on the Governor-General in Council the power to make regulations "for the peace, order, and good government" of the Territory. These powers are intended, however, as a safeguard for New Zealand's position as trustee, and not as the normal means of legislation.

STATUS OF INHABITANTS

The legislation defining the status of the inhabitants of Western Samoa is complex and, in some respects, unsatisfactory. The Administering Authority is still considering the question of international status. It would appear that under present law and custom no international recognition could be given or would be given to such a common and national status as "citizen of Western Samoa," because Western Samoa is a Trust Territory and not a Sovereign State. Such a status would have only domestic significance.

At the moment, therefore, every inhabitant has a double status. His national status, affecting his rights outside the Territory, is that of either a "New Zealand protected person" or a national of some Sovereign State. In domestic status inhabitants are divided into "Samoan" and "European". The two classifications—that of domestic status and that of nationality—are related, in that the majority of Europeans are nationals of some Sovereign State and the majority of Samoans are New Zealand protected persons, but they are by no means coincident. It is possible for a European to have no national status other than that of a New Zealand protected person and, conversely, it is possible for a Samoan to be a national of a Sovereign State.

Thus, although the laws governing the status of the inhabitants are fairly complex, there is nevertheless provision in the present law whereby every inhabitant of the Territory has a definite and recognized status both for the purpose of his day-to-day life in the Territory and for international travel.

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

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

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

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

During the year the Court declared eight former Samoans to be Europeans and twelve Europeans to be Samoans, making a total of 573 Samoans declared Europeans and 56 Europeans declared Samoans.

The principal legal consequences of the difference in status are as follows:—

A Samoan may not:

- (1) In general be sued for trade debts (in other types of debt the matter is at the discretion of the High Court);
- (2) Be a member of any incorporated company or partnership without the sanction of the High Commissioner;
- (3) Be enrolled as a European elector.

A European may not:

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

The national status of the great majority of Samoans is that of New Zealand protected persons, in accordance with the express wish of the Samoans themselves. There are two small classes of Samoans whose national status differs from that of the majority. The first consists of those Samoans who have acquired British nationality by naturalization. The number of certificates of naturalization issued to Samoans up to 31 December 1952 was 54. The second class consists of former Europeans who have acquired Samoan status by declaration of the High Court, but who retain the national status which they possessed as Europeans.

The relevant sections of the Western Samoa New Zealand Protected Persons Order 1950 list the classes of persons possessing the national status of New Zealand protected persons as follows—

- (a) Every person born in Western Samoa before the date of the commencement of this Order who did not before that date (whether at the time of his birth or later) acquire under the law of any foreign country the nationality of that country.
- (b) Every person born in Western Samoa after the commencement of this Order who does not at the time of his birth acquire under the law of any foreign country the nationality of that country.
- (c) Every person born outside Western Samoa before the date of commencement of this Order whose father was born in Western Samoa, and who did not before that date (whether at the time of his birth or later) acquire under the law of any foreign country the nationality of that country.
- (d) Every person born outside Western Samoa after the commencement of this Order whose father was a New Zealand protected person at the time of that person's birth, and who does not at the time of his birth acquire under the law of any foreign country the nationality of that country.
- (e) Every person who is registered under this Order as a New Zealand protected person.

Other clauses give the High Commissioner discretionary power in regard to registering and deregistering people as New Zealand protected persons under certain circumstances. Any person claiming to be aggrieved by any order or determination of the High Commissioner may appeal to the High Court of Western Samoa. Some twenty or so persons of "European" status were registered as New Zealand protected persons in 1952. These were persons whose other national status had lapsed or was doubtful (see below).

The national status of Europeans is dependent upon the nationality of a direct male ancestor, from whom, in the great majority of cases, they derive their European status. Thus there are groups of Europeans of British, American, and German nationality, and smaller numbers who are nationals of many other States. Many Europeans, however, do not retain their full rights of nationality, and may, indeed, have become stateless persons. Nationality laws in most cases lay down that those who acquire nationality by descent must take some positive step to assert their rights. In some cases even those whose nationality derives from birth may lose it if they fail for a long period to register with a Consulate or take some similar action. These persons may, however, attain status as New Zealand protected persons by registration. Europeans, like Samoans, can apply for naturalization as British subjects. Up to 31 December 1952, 99 certificates had been granted to persons of European status.

It is worth noting that the authorized flags of Western Samoa—the New Zealand Ensign and the Western Samoa flag flown conjointly—provide a common focus for domestic loyalties. They are flown on all public buildings on official occasions. A common loyalty is a prerequisite to the solution of the very difficult question of domestic status. Any permanent reform must, of course, be based firmly on the wishes of the people. The Administering Authority has noted the opinion of the Trusteeship Council on this matter and considers that the abolition of the present differentiated domestic status is drawing closer as the cultural distinctness of the two sections of the community lessen and the political and economic education of the indigenous inhabitants progresses. The indigenous inhabitants, furthermore, now possess so much more political and economic power that the legal discriminations, which established the split status with the intention of protecting them when they were liable to exploitation as members of the weaker and less experienced section of the community (in Western eyes), seem increasingly out of date. It is hoped that the local leaders will give deep thought to this problem during the next few years. The Administering Authority will help them in every way possible to find a satisfactory solution.

National status is not normally a basis for the restriction of personal rights. In a period of emergency, however, those who are declared to be enemy aliens suffer various disabilities.

There is no civil register of the inhabitants of the Territory in the sense that such a term connotes a list of names and addresses and descriptions of all inhabitants, kept by the State with the aid of compulsory registries and compulsory notification of changes, and used in some cases to enable the State to impose certain restrictions on

personal liberty, and requiring the carrying by the inhabitants of identity cards. Such a civil register is foreign to the Administering Authority's conception of personal freedom and could only be justified by a grave national emergency.

A Register of Births, Deaths, and Marriages has existed in the Territory since 1921 for the purpose of enabling individual citizens to record the basic facts of their lives. It is not used by the Government for any purpose other than this, except to maintain a numerical tally on the population between censuses. Registration of all births, both European and Samoan, is compulsory, and consists of a numerical roll or register kept by the Postmaster.

In addition to this Register of Births, Deaths, and Marriages for all Samoans and Europeans, a register of adult Europeans is kept in connection with elections.

The people of the Territory enjoy the same guarantees as regards the protection of their persons and property within New Zealand and its dependencies as New Zealand citizens. No distinction is made between the rights of men and women.

Part III: International and Regional Relations

INTERNATIONAL RELATIONS

The external relations of Western Samoa, as a United Nations Trust Territory, are controlled by New Zealand as Administering Authority. International conventions signed by New Zealand are normally extended to the Territory, after consultation with the Samoan Government, wherever they are appropriate. Some of these conventions are, however, applicable to Western Samoa only to a limited extent.

The most important convention applying to the Territory is, of course, the Trusteeship Agreement, approved at New York on 13 December 1946.

A list of international agreements applied to the Territory during 1952 is given in Appendix XXIII.

The Administering Authority has not to date had to call upon the specialized agencies of the United Nations for assistance or technical aid. The regional associations mentioned in the next section have, however, been most helpful, and promise to be of even greater value in the immediate future. The literature of the United Nations and its specialized agencies is received by both the Administering Authority and the Territorial Government and is distributed to interested parties within the Territory.

No activities are carried out in the Territory by non-governmental bodies of an international character unless the activities of the various Christian missions can be included under this heading.

There is no proposal for the association or federation of the Territory with other Territories for Customs, fiscal, or administrative purposes.

The Government of Western Samoa is, of course, assisted by the largely informal but very valuable co-operation in all matters of common interest which exists between that Government and the Government of American Samoa. The indigenous inhabitants of these territories are of the same ethnic and cultural group, and no barrier exists to social intercourse between them. Many Samoans resident in the Trust Territory have close relatives living in the American islands, and visits between the two Territories, by the frequent boat services, are popular.

REGIONAL AGREEMENTS

South Pacific Health Service

An agreement for the establishment of a 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, and 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 promotion of health in the territories under their control, and to co-operate in the provision of professional staff.

On 11 June 1951 the original agreement was renewed for a period terminating on 31 December 1954. During 1952 Dr. Maxwell, Acting Inspector-General of the South Pacific Board of Health, visited Western Samoa with Dr. Turbott, Deputy Director-General of Health in New Zealand, and Miss F. J. Cameron, Director of Nursing in New Zealand, to examine conditions within the Territory and offer advice and assistance.

South Pacific Commission

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

The work and aims of the Commission are adequately described in its own publications, and it is sufficient to say here that it is a means of promoting the well-being of the inhabitants of those territories with which it is concerned. The Commission's scope of activities can be appreciated when it is realized that Western Samoa co-operated during the year in projects such as the collection of information on vocational training facilities and needs in the South Pacific and the continuation of the coconut selection experiments which were carried out in co-operation with the New Zealand Reparation Estates.

The many specialists who visited the Territory under the auspices of the Commission are listed earlier in this report. It was through the good services of this organization that the Governments of Western and American Samoa were able to secure the services of Mr. Hughes, of the London School of African and Oriental Studies, who visited the Territories to ascertain how best to go about preparing a new dictionary and grammar of the Samoan language. The Commission is to assist, financially and by obtaining the necessary professional and technical staff, in the Economic Survey of Western Samoa which will be undertaken over the next few years. Dr. Ojala, deputy chairman of the Research Council of the South Pacific Commission, visited the Territory during 1952 to make an estimate of how best to approach this task.

In common with other territories throughout the Pacific, Western Samoa benefits from the many other more general Commission projects such as research into elephantiasis, filariasis, and the diet of islanders.

Mr. F. J. H. Grattan, Secretary of Samoan Affairs, and Mr. D. R. Eden, General Manager of the New Zealand Reparation Estates, attended the meeting of the South Pacific Commission Research Council in Noumea in June. Mr. G. R. Powles, High Commissioner of Western Samoa, presided at the tenth session of the Commission. Mr. C. G. R. McKay continued to represent New Zealand at all meetings of the Commission.

During the year the local Committee of the South Pacific Commission continued to disseminate information supplied by the Commission and to study and discuss projects of interest to the Territory. Dr. T. C. Lonie, Director of Health in Western Samoa, was, in November, appointed a member of the South Pacific Commission Research Council, while Mr. Eden's appointment was renewed for a further term.

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.

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 High Commissioner. The Department also performs certain subsidiary functions, including the control of immigration and emigration and the issue of passports and travel permits, the registration of vehicles, the issue of driver's licences, and the registration and control of firearms, ammunition, and explosives. The Superintendent of Police is also in charge of the fire brigade.

The Force in December consisted of

1 Superintendent.	3 Traffic Constables.
1 Inspector.	56 other Constables.
4 Sub-Inspectors.	13 Messengers (7 Upolu, 6 Savai'i).
1 Traffic Sergeant.	—
7 other Sergeants.	86
	—

On Savai'i a force composed of 2 sergeants, 12 constables, and 6 messengers was stationed at Tuasivi, while 1 constable was stationed at Fagamalo, 20 miles to the north. A constable was posted at Poutasi, on the south coast of Upolu, during the year, and Faleolo and Lalomanu out-stations continued to be staffed by 1 constable each.

The remaining 62 officers were stationed at Apia, and included a sergeant assigned to Vaimca Prison (soon to be closed) and a corporal at the prison farm at Tafaigata. Educational classes for constables continued, and during the year an officer of the New Zealand Police Force was appointed to the Western Samoan Force with the rank of Sub-Inspector, to specialize in the training of recruits and junior officers with the aim of increasing the efficiency of the Force.

Most of the recruitment is from local resources. An ordinary recruit must be between twenty-one and thirty years of age, not less than 5 ft. 10 in. in height, and 38 in. in normal chest measurement. He must have attained the first or second form in education and combine physical fitness with a good character.

All members of the Force are Samoans save:

- The Superintendent (seconded from New Zealand Police Force).
- The Inspector (European domiciled in the Territory).
- Two Sub-Inspectors (one seconded from New Zealand Police Force and one part-Samoan of European status).
- Four Sergeants (all part-Samoans of European status).

No instances of collective disorder occurred during the period, but one murder was committed and the offender executed.

Criminal statistics were high during the first three quarters of the year, mainly because the dry weather made food scarce, and this provoked a large number of petty thefts. During the last quarter the weather broke and the number of thefts showed signs of a definite decline.

The number of licensed firearms totalled 1,170, comprising 1,067 shotguns, 93 rifles, and 10 revolvers. The decrease in the number of shotguns licensed was due to many being handed in as unsafe and unserviceable. Fourteen firearms and 209,500 rounds of ammunition were imported into the Territory in 1952. The increased amount of ammunition imported was to build up stocks which had been very low at the end of 1951. The increase in the number of revolvers shown is due to the relicensing in 1952 of some revolvers which had not been licensed for two or three years.

Part V: Political Advancement

CHAPTER 1: GENERAL POLITICAL STRUCTURE

GENERAL GOVERNMENTAL SYSTEM

The Legislature of Western Samoa consists of a single House presided over by the High Commissioner and containing an absolute majority of Samoan members. It meets twice a year to pass the annual Budget, to pass Ordinances upon domestic matters, to ask questions, to pass resolutions which bring its opinion on any problem before the High Commissioner and the Administering Authority, and to discuss and to investigate through Select Committees, if necessary, the condition of the Territory. As from 1953 (besides making laws and provision for the Government) the members of the Legislative Assembly will also nominate from among their members four of the members of the Executive Council. The standard of attendance of members at meetings of the Assembly is high.

The High Commissioner, as the officer charged with the administration of the Executive Government of Western Samoa, is dependent on the Legislative Assembly for funds for all Government services. Besides being the head of the Government of Western Samoa, he is, of course, the appointed representative of the Administering Authority. To him the heads of the various Government Departments look for policy decisions at the highest level; to him personally do many of the Samoan people look for assistance and advice. With increasing experience of more highly developed constitutional organs, however, the incidence and intensity of this latter outlook is diminishing. The Secretary to the Government is the High Commissioner's chief executive officer and his link with the various functional departments and other organizations.

The salaries, conditions of service, &c., of members of the Western Samoan Public Service, including officers seconded from the New Zealand Public Service, are determined by a Public Service Commissioner who is responsible to the Minister of Island Territories in matters which affect the policy of New Zealand as Administering Authority. The professional civil servants are organized in Departments, such as Treasury, Health, Education, Agriculture, Customs, Public Works, and Postal and Radio. Provision is made under the 1949 Act to prevent and discipline any attempt to use political influence to further personal ends within the Public Service. The Samoan Judges and many of the officials of local government, such as the Pulenu'u and Pulefa'ato'aga, are not members of the Western Samoan Public Service. They hold their positions for terms of only a few years, although they may be reappointed.

The Government staff of the New Zealand Reparation Estates are members of the Public Service. The General Manager of these Estates is, however, directly responsible to the Minister of Island Territories, and the Estates organization is not considered part of the governmental administrative structure.

The Judiciary is completely independent of both Legislature and Executive, save, of course, that it bases its decisions on the laws and regulations constitutionally passed and promulgated by those two powers and that some Commissioners of the High Court are also officers in the Government. The Chief Judge and Commissioners of the High Court are appointed by the Minister of Island Territories, and are removable only by him. The work of the Courts is mainly the interpretation and application to specific cases (according to the rules of procedure and evidence) of statutes and Ordinances and of common law, so far as it applies in Western Samoa. The Land and Titles Court decides disputes in respect of Samoan lands and titles.

Indigenous inhabitants, both Samoans and part Samoans, are intimately connected with the work of the Government at every level. Appointed to advise the High Commissioner in the Council of State are the two Fautua, representatives of the kingly lines of Tupua and Malietoa. These Fautua will also be members of the Executive Council when it is set up in 1953. Their close association with the High Commissioner undoubtedly links the present governmental structure with the traditional Samoan political system.

The Fautua also sit in the Legislative Assembly and on the five Standing Committees of that body. These committees—composed of the Fautua, three Samoan members of the Legislative Assembly, and one European and one official member of the Assembly—are closely connected in an advisory capacity with the work undertaken in the fields of Health, Education, Broadcasting, Public Works, and Finance. Members gain valuable experience of the problems of day-to-day administration and of the factors to be considered in making policy decisions.

Details of the extent to which the indigenous inhabitants participate in the administrative and judicial organs are given hereafter. The vast majority of those employed in the Public Service, in the Judiciary, and in the local governmental organization are Samoans or part-Samoans who regard Samoa as their homeland. One Assistant Public Service Commissioner and the Registrar of the Land and Titles Court are Samoans; the Registrar of the High Court, the Postmaster, the Assistant Secretary (District Affairs), and the Collector of Customs are part-Samoan.

It would be unwise, however, to assume that indigenous inhabitants in the Legislature, Administration, and Judiciary are regarded by Samoans in exactly the same way as western Europeans regard their politicians, public servants, and Judges. To many Samoans the Legislative Assembly consists not so much of the representatives of the individual matai of the different political districts, as of chiefs who embody, or are substitutes for, traditional *Tunua* and *Pule*.

This ancient *Tunua* and *Pule* order is still evident to many Samoans, although ostensibly it has been long since overlaid by newer and more western constitutional forms. These terms sum up, in the names of the orator groups in which was formally vested the organization, the political and ceremonial Samoa of pre-European days. This system was almost always far more homogeneous and coherent ceremonially than politically, and the many irregularities and exceptions noticeable in history are difficult to reconcile with the highly formalized and consistent order which, retrospectively at least, existed in theory.

The Fono of Faipule—a body that advises the High Commissioner on matters affecting the Samoan people—is based firmly on the matai system and is almost always conservative in its approach to any suggested change in the present way of doing things political. This is the body that selects the Samoan members of the Legislative Assembly.

To most Faipule and Samoan members of the Legislature the matai are the historical and virtually inevitable repositories of the confidence of the people, although many consider that social and economic changes will eventually alter the position. Even now it would probably be true to state that many Samoan members of the Legislative Assembly are widely regarded as representing the "Pule" of the traditional districts in a ceremonial rather than in a political sense.

It should be remembered that, traditionally, the stable centres of political authority in Samoa were usually the small village communities, not the districts or the nation. Family, parochial, or traditional ties and loyalties therefore naturally appear to not a few Samoans as more valid, familiar, and potent than the newer concepts of a wider and overriding public duty.

Samoan custom is so strong, many-sided, and coherent that it is not surprising that many Samoans still expect their Samoan Judges to be primarily respectable men learned in folk-lore, genealogy, and custom rather than trained and highly-qualified lawyers, duly appointed to be the unbiased dispensers and interpreters of a body of law which is based largely upon the legislation passed by an Assembly or Parliament that represents the people and recognizes certain abstract principles of equity and jurisprudence. As government has increased, the importance of trained lawyers has been realized, and the old outlook has been greatly modified, although it is by no means extinct.

The current trend, illustrated by the formation of the Samoan Democratic Party which continued to hold meetings in 1952, is for the Samoan point of view about these things gradually to change until, in time, it will probably coincide more nearly with the western European world picture. This is, however, a tendency, not an accomplished fact. The present outlook of the people is so fluid as to discourage dogmatism about future developments. During the visit of the Minister of Island Territories in February 1952 the spokesman of the Legislative Assembly stated that universal suffrage was not wanted by Samoans. Some politicians appear to consider it quite incompatible with the traditional Samoan social structure and economy, but the projected move in American Samoa to inaugurate universal suffrage for the elections to the Lower House of the Legislature may have a considerable effect on the views of people in Western Samoa. The policy of the Administering Authority is whole-heartedly to encourage the trend towards a more Western form of democracy in Samoa while not pressing so hard as to provoke a possible violent reaction which could disrupt the good order and productive capacity of the Territory. This could re-create the mood of passive resistance which made impossible any very progressive administration of the Territory in the period 1927-1936.

THE RELATIONSHIP BETWEEN ADMINISTERING AUTHORITY AND
TERRITORIAL GOVERNMENT

The relationship between the Territorial Government and the Metropolitan Government is, of course, hinted at in the Preamble to the 1947 Act quoted above. Under the Trusteeship Agreement "the Government of New Zealand, as the Administering Authority, shall have full powers of administration, legislation, and jurisdiction over Western Samoa, subject to the provision of the Trusteeship Agreement and of the Charter of the United Nations." So runs the Preamble, following very closely the wording of Article 3 of the Trusteeship Agreement.

The main link between the Metropolitan and Territorial Governments is the Minister of Island Territories. The High Commissioner is, by the 1947 Samoa Amendment Act, charged, "subject to the control of the Minister," with the administration of the Executive Government of Western Samoa so far as it is not otherwise provided for. The High Commissioner reports to the Minister at frequent intervals and receives instructions and suggestions from him. The Minister also recommends to the Governor-General the officers to be appointed to the positions of Deputy High Commissioner, Public Service Commissioner, and Assistant Public Service Commissioner. The Minister directly appoints the Judges and Commissioners of the High Court. In all matters he is the means by which the policy of the Administering Authority is made known to the Territorial Government. Very important policy matters he refers to Cabinet.

The Public Service Commissioner reports at least annually to the Minister, who must approve any regulations which he may make for the general control of the Western Samoan Public Service.

The New Zealand Government exercises some control over the Legislature in Samoa in that the High Commissioner may be directed to veto an Ordinance and, if an Ordinance assented to by the High Commissioner is found to be undesirable, it may, within one year of that assent, be disallowed wholly or in part by the Governor-General by notice published in the *New Zealand Gazette*. In fact, neither veto nor disallowance has ever been resorted to, but these powers are obviously necessary if the New Zealand Government is to have control sufficient to ensure that the aims of the Trusteeship Agreement are fulfilled. Some few matters, detailed later in this report, are reserved from the jurisdiction of the Territorial Government.

The General Manager of the New Zealand Reparation Estates is subject to the direction of the Minister in the administration of those Estates.

The good offices of the Department of Island Territories are freely given to the Government of Western Samoa, as are the services of the New Zealand Embassies and Consulates overseas and the advice and the assistance of Government Departments within New Zealand. An example of this in 1952 was the way in which the New Zealand Broadcasting Service continued to pay the salary of one of their most senior officers during his visit to Western Samoa where he studied, for the Territorial Government, the problems associated with broadcasting in the Territory. Many officers of the New Zealand Public Service are, of course, seconded for long terms of duty in the Western Samoan Service. These officers are paid by the Territorial Government.

CHAPTER 2: ADMINISTRATIVE AND LEGISLATIVE SYSTEMS

The following sections outline the administrative system in the Territory.

THE HIGH COMMISSIONER

The administration of the Executive Government is entrusted to the High Commissioner, who is appointed by the Governor-General of New Zealand and responsible to the Minister of Island Territories. He is President of the Council of State, and of the Legislative Assembly. He also presides at those meetings of the Fono of Faipule which he attends. The High Commissioner has no "reserve" or emergency powers of his own, but no Ordinance passed by the Legislative Assembly can become law without his assent, and no Finance Bill disposing of public revenue may be passed by the Assembly except upon his recommendation. All Ordinances passed by the Legislative Assembly during the period under review received the assent of the High Commissioner. Various Ordinances of the Legislative Assembly of Western Samoa and New Zealand Orders in Council give the High Commissioner power to make regulations upon matters of detail.

The position of High Commissioner was created in 1947 to replace that of Administrator when the new system of Territorial Government came into force. The relevant part of section 3 of the Amendment Act of that year reads:

(1) There shall be a High Commissioner of Western Samoa, who shall be appointed by the Governor-General, and shall be stationed at Apia, and shall, subject to the control of the Minister, be charged with the administration of the executive government of Western Samoa, save so far as other provision is made in that behalf by the principal Act and its amendments (including this Act).

This Act further provides that the High Commissioner shall preside over, and have a casting, but no deliberative, vote in the Legislative Assembly. He is also to preside over the Council of State which is to meet when and where he from time to time appoints. In practice the Council of State meets frequently and discusses a wide range of subjects, including any that the Hon. Fautua wish to bring before the High Commissioner.

The High Commissioner presides at almost every meeting of the Legislative Assembly, but has used neither his casting vote nor his power to veto legislation. The Government's view on matters under discussion is usually made clear by one of the official members, although the High Commissioner himself does at times explain an important point of policy or procedure.

Under the Samoa Amendment Act 1923 and the 1947 Act, the High Commissioner is to preside at any meeting of the Fono of Faipule at which he is present. In practice, after being formally opened, the Fono deliberates alone and asks the High Commissioner to attend when it is ready to present a remit or its considered opinion on some matter which has been laid before it by the High Commissioner or one of its own members.

As from 1953 the High Commissioner will be advised on policy matters by an Executive Council (see below). The relationship between the High Commissioner and the Administering Authority has been described in the preceding section.

THE ADMINISTRATIVE STRUCTURE

The work of the Executive Government is carried on, under the High Commissioner, by a Secretariat headed by the Secretary to the Government, who is usually also Deputy High Commissioner. The position of the Secretary to the Government is based on the Samoa Amendment Act 1923, as amended by the Samoa Amendment Act 1949, section 35 of which reads, in part:

(1) There shall be an officer of the Western Samoan Public Service to be called the Secretary to the Government who shall, under the control of the High Commissioner, be the principal administrative officer of the Government of Western Samoa.

The Secretary to the Government is responsible for co-ordinating Government activities, and through his Department the Government officially communicates with the Administering Authority and institutions outside the Territory. The High Commissioner is in almost daily contact with the Secretary.

The Secretariat is also responsible for the administrative work connected with the Legislative Assembly. It provides a Clerk of the Legislative Assembly, reporters for its debates, and arranges for the publication of its proceedings. With the Crown Solicitor it is responsible for the preparation of legislation submitted to the Assembly.

The Secretariat also publishes the *Western Samoa Gazette* and produces and distributes a daily sheet of press news. It maintains the principal record system of the Government and a Central Library of books and official publications relating to Western Samoa and the Pacific generally.

THE SECRETARY TO THE GOVERNMENT

The Secretary to the Government is a member of the Legislative Assembly and will be a member of the Executive Council when it is set up. He is Permanent Head of the Western Samoan Public Service—save of those officers employed by the New Zealand Reparation Estates—under regulations soon to be published. As Chairman of the Advisory Board of Agriculture, he maintains contact with the basic economy of the country.

In his many duties the Secretary is helped by two Assistant Secretaries, one for District Affairs and one for Administrative matters. It is intended that the District Affairs Branch of the Secretariat should gradually take over most of the duties of the Department of Samoan Affairs. This process has already begun, assisted by the appointment of the Secretary of Samoan Affairs to the position of Secretary to the Government in the middle of the year. This administrative change means that the dualism which has existed in the Central Government should slowly be welded into unity as those activities previously undertaken by the Department of Samoan Affairs are taken over by a branch of the Secretariat.

Eventually the position of Secretary of Samoan Affairs will be abolished and his statutory duties will be allocated to the Secretary to the Government and his assistants and to the Registrar of the Land and Titles Court. This Court will remain at Mulinu'u, the traditional capital, away from the Secretariat, and will continue to exercise jurisdiction in relation to all juridical matters concerning Samoan land and titles. The publication of the Savali, or Samoan language paper,

and the organizing of the elections and meetings of the Fono of Faipule will be undertaken by the Secretariat, which will absorb most of the staff of the Department of Samoan Affairs. It is hoped that this projected change will, by unifying the structure of administration, encourage a less paternalistic outlook on government among Samoans, as well as increasing overall efficiency. A more modern type of administration where a single executive organ carries out the policy of the Government through a variety of functional Departments should result. The principal functional Departments will be, as now, Agriculture, Broadcasting, Education, Health, Justice, Lands and Survey, Police and Prisons, Postal, Public Works, Radio, Treasury, and Customs. The detailed administration of each of these Departments is the responsibility of a departmental Head or Controlling Officer who is, however, subject to the direction of the Secretary to the Government in matters of general policy.

Through the District Affairs Branch of the Secretariat it is intended to assist the development of a more highly organized system of local government (see below).

There are no district or regional administrative officers in Western Samoa except the Resident Commissioner of Savai'i. He is a member of the Secretariat and receives his directions from the High Commissioner through the Secretary to the Government. He is a Commissioner of the High Court, but holds no position on any legislative or advisory organ. His appointment is purely by an administrative act. As the present Resident Commissioner is one of the senior administrative officers, and a man of long experience of Samoa, his advice is sought on a wide variety of matters.

The Secretary to the Government works in especially close collaboration with the Treasurer and Crown Solicitor, who, like him, are members of the Legislative Assembly and will be members of the Executive Council when it is formed.

THE LEGISLATIVE ASSEMBLY

The Legislative Assembly, established under the Samoa Amendment Act 1947, is composed, under that Act and more recent amendments and regulations, of the members of the Council of State, twelve Samoan members and five European members elected for a period of three years and not more than six official members who hold office during the High Commissioner's pleasure. The High Commissioner, as President, has a casting but not a deliberative vote. The other members of the Council of State have the voting powers of ordinary members. The right of electing the Samoan members was conferred by the Samoa Amendment Act 1947 on the Fono of Faipule. This is a system of indirect election, but is in accordance with existing Samoan opinion. No conditions are imposed by law as to the manner in which the Fono of Faipule should exercise the right of election, but the number of Samoan elected members was originally fixed at eleven, partly to enable them to provide for the separate representation of each of the traditional districts if that should be their wish. In the first election under the new Constitution members were actually chosen on the basis of these traditional districts. Selection was determined at this election by the traditional Samoan custom and not by secret ballot, as is now employed.

All members except the Fautua are formally appointed by the High Commissioner in accordance with the law.

When the Samoa Amendment Act 1947 was passed there were three Fautua, who, together with the eleven Samoan members, made fourteen Samoans in the Legislative Assembly. One of the Fautua, Mata'afa, died in 1947, and the Fono of Faipule passed a resolution requesting the amendment of the Act to provide for the election of an additional Samoan member of the Legislative Assembly to bring the total Samoan members up to fourteen in number. This proposal was accepted by the Administering Authority, and the relevant amendment is contained in the Samoa Amendment Act 1949. The Fono of Faipule met in March 1950 to elect the twelfth member, and on this occasion adopted a strict procedure of secret ballot.

A new Legislative Assembly was elected in April 1951. The Fono of Faipule, in carrying out their right of electing the Samoan members, again decided to elect the twelve members on the basis of separate representation for each of the traditional districts. Nominations were thereupon submitted by the Faipule from each district. The method of obtaining and forwarding nominations was not uniform and therefore not wholly satisfactory. In some cases "nominating" meetings had been held, but not in others. Also the Fono itself put forward nominations in some cases. Where only one nomination for a district was received, the Fono as a whole accepted the nomination and declared the nominee elected. Where more than one nomination was received for a district, the Fono voted by the secret ballot, each Faipule having one vote. Members do not necessarily reside in the district they theoretically represent.

The European members of the Legislative Assembly are chosen by secret ballot under a system of adult suffrage. All adults possessing European status who have resided in the Territory for a period of one year preceding the elections are eligible to vote, regardless of nationality.

By the 1952 Amendment Act three of the official members are the persons holding office as official members of the Executive Council. In addition not more than three members of the Western Samoan Public Service may be appointed members of the Legislative Assembly by the High Commissioner, holding office during his pleasure. This was the only change in the legal composition of the Legislature made in 1952, and it was only a minor one, as six officials already sat in the Assembly. There was no change in its powers.

Prior to the 1952 amendment only three of the official members of the Assembly were appointed by the High Commissioner, the other three holding their appointments from the Governor-General. The change systematizes the procedure and ensures the presence in the Assembly of the official members of the Executive Council. During the year, when the Secretary of Samoan Affairs took up the position of Secretary to the Government without relinquishing his former office, the number of officials actually sitting in the Assembly was reduced to five.

The jurisdiction granted by the Samoa Amendment Act 1947 to the Legislative Assembly gives that body extensive legislative powers in so far as concerns domestic matters within the Territory. It has full financial authority (subject to the powers of the High Commissioner already referred to), and its power to make laws is limited only by the provisions, first, that it may not legislate with reference to defence, external affairs, or Crown land, and, second, it may not pass any legislation repugnant to certain named reserved

enactments which probably make up what might be regarded as the Constitution of Western Samoa. These enactments comprise mainly parts of the Samoa Act 1921 and its amendments, certain legislation relating to the New Zealand Reparation Estates, and the regulations relating to the appointment of the Fautua and the election of the Assembly itself.

Any member of the Legislative Assembly may initiate legislation, but any financial measure must have the approval of the High Commissioner before it is introduced. Regulations and legislation may arise from resolutions and motions moved in the Assembly, discussion in the Council of State and Standing Committees, reports of Select Committees and Commissions, or Executive decisions and suggestions. Normally no Bill is placed before the Assembly until it has been discussed in the relevant Standing Committee as well as in the Council of State. This procedure facilitates the passage of legislation at every stage.

The present members of the Assembly are all male, their names being as follows:—

High Commissioner—

Mr. G. R. Powles.

Fautua—

Hon. Tupua Tamasese, M.C.S.

Hon. Malietoa Tanumafili, M.C.S.

Appointed Official Members—

Secretary to the Government and Secretary of Samoan Affairs:

Mr. F. J. H. Grattan.

Treasurer: Mr. L. M. Cook.

Crown Solicitor: Mr. W. E. Wilson.

Director of Education: Mr. K. R. Lambie.

Director of Health: Dr. T. C. Lonie.

<i>Samoa Members—</i>	Traditional Political District	Samoa Population 1951
*Hon. Tualalelei	Palauli	4,651
Hon. To'omata T.	Satupa'itea	2,585
*Hon. Vui Manu'a	Fa'asalele'aga	6,508
*Hon. Masoe T.	Vaisigano	3,435
*Hon. Tuala Tulo	Gaga'emauga	4,185
Hon. Timu	Gagaifomauga	3,299
Hon. Matai'a E.	{Tuamasaga (North)}	21,750 approx.
Hon. Anapu S.	{Tuamasaga (South)}	4,000 approx.
Hon. Leutele T.	Atua	11,802
Hon. Tofa Tomasi	A'ana	11,750
Hon. Taupa'u S.	Aiga-i-le-tai	1,937
Hon. Ola'aiga P.	Va'a-o-Fonoti	1,221

European Members—

Hon. E. F. Paul

Hon. G. F. D. Betham

Hon. A. M. Gurau

Hon. H. W. Moors

Hon. J. Helg

} All European members live in or near Apia, and all save one are of part-Samoan descent.

* Usually resident outside constituency. Hons. Tualalelei, Masoe, Leutele, and Tofa were unanimously nominated by their districts and their election merely confirmed by the Fono of Faipule.

Two sessions of the Legislative Assembly are held each year. The first session of the Assembly is held in March and the second in August. The budget is passed at the first session, most legislation at the second. The duration of these sessions depends upon the amount of business set out in the business papers of each session and such other matters as may be raised while the Assembly is in session. This year the first session lasted fifteen days and the second thirteen days.

There is, of course, a tendency for some of the members to prolong the debate on certain matters under discussion in the Assembly, but most members are becoming more experienced in the art of debate and their arguments are now much more constructive and to the point than they were when the Assembly was in its infancy. Now that they have a fuller appreciation of standing orders the President has no difficulty in bringing speakers to order.

The session is conducted in two languages (English and Samoan), there being interpreters in the Assembly for the interpretation of all proceedings before the House.

The records kept by the Assembly are—

- (1) Debates of each session giving a full verbatim report of the proceedings. These are prepared in the English language only.
- (2) Minutes of the Legislative Assembly. These are prepared in English and Samoan and are merely a condensed record of the proceedings of the Assembly.
- (3) Bound records 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 the members.

There are five Standing Committees of the Legislative Assembly—namely, the Broadcasting Committee, the Education Committee, the Finance Committee, the Health Committee, and the Public Works Committee. These Committees are designed to enable elected members of the Legislative Assembly to make themselves familiar with the problems of administration and to provide a means of contact between the legislative and executive branches of Government. On each Committee are the Fautua, three Samoan members, one elected European member and a departmental Head.

The means of contact between the Legislative Assembly and the Executive provided by these Committees is intended to work both ways—that is to say, it is intended to enable the executive branch of the Government to receive advice and information (upon the formation of proposals of policy and, if necessary, upon the manner in which the Legislature intended its laws or resolutions to be carried out in cases where that is not already clear), and also to enable the members of the Legislature to receive advice and information (upon the problems being faced by the Executive so that they may be in a better position to determine matters of policy when the occasion arises in the Legislative Assembly).

Details of the qualifications required of members and the machinery of election are contained in Appendix XXIV.

THE COUNCIL OF STATE

The principal statutory basis of the Council of State is the 1947 Samoa Amendment Act, section 4 of which reads:—

(1) There is hereby established in and for Western Samoa a Council of State, to be called the Council of State of Western Samoa.

(2) The Council of State shall consist of the High Commissioner and of the Samoans for the time being holding office as Fautua.

(3) The Council of State shall meet at such times and at such places as the High Commissioner from time to time appoints in that behalf.

(4) The High Commissioner shall preside at any meeting of the Council of State at which he is present.

(5) The High Commissioner shall consult the Council of State on the following matters—

(a) All proposals for legislation to be recommended by the High Commissioner to the Legislative Assembly;

(b) Any matters closely relating to Samoan custom;

(c) Any other matters affecting the welfare of Western Samoa which he considers it proper to refer to the Council of State.

The present Fautua were appointed by the Governor-General on the recommendation of the Fono of Faipule, and hold office during the Governor-General's pleasure. Under the Western Samoa Fautua Appointment Regulations 1948 the number of Fautua may not exceed three. At the moment there are only two. They are paid salaries and allowances from the Western Samoan Treasury as prescribed by Ordinance (Samoa Amendment Act 1947, section 5 (4)).

The regulations of 1948 lay down that when a vacancy occurs in the number of Fautua the Governor-General may, in his discretion, direct that a Committee consisting of the Fono of Faipule and Samoan members of the Legislative Assembly be called to recommend, through the High Commissioner, a properly qualified person for appointment to the vacancy.

The historic institution of Fautua dates back to 1905, during the German era in Samoa, when it was wished to recognize both kingly families. The present Fautua are Tupua Tamasese and Malieoa Tanumafili, holders of the two kingly titles of Tupua and Malieoa. There is at present little evidence of any general agitation among Samoans to have a third Fautua appointed. It would seem that the present incumbents are regarded as sufficiently representative of the Samoan people and as sufficiently satisfying to those relationship groups in whose power the ceremonially paramount titles lie.

The Council of State met twenty-two times in 1952. The Clerk of the Council, under the direction of the President, keeps fairly full minutes of the discussions, all of which take place in English. These minutes are not translated into Samoan as the executive action on them is taken by the Secretary to the Government.

THE EXECUTIVE COUNCIL

The Samoa Amendment Act 1952 provided for the establishment of an Executive Council consisting of the High Commissioner, the Hon. Fautua, three official members appointed by the High Commissioner, three Samoan Members of the Legislative Assembly appointed by the High Commissioner on the nomination of the Samoan elected members of that Assembly, and one member from among the European elected members of the Assembly appointed by the High Commissioner on the nomination of those members.

The appointed members are to hold office during the pleasure of the High Commissioner, who shall preside over all meetings of the Council. The function of the Executive Council is defined as "to confer with and advise the High Commissioner on the forming, determining, and implementing of the policy of the Government of Western Samoa." Any member of the Council of State may require any matter within the competence of that Council to be referred to it, in which case, unless the High Commissioner otherwise directs, it shall not be competent for the Executive Council to consider the matter until the Council of State has advised upon it. The Amendment Act further provides that the three official members of the Executive Council shall be, *ex officio*, three of the official members of the Legislative Assembly.

It is intended to appoint members and to hold the first meeting of the Executive Council early in 1953.

THE FONÓ OF FAIPULE

The Fono of Faipule was formed in 1905 by the German Administration to provide a link between the Government and the people of the outer districts. Its members were regarded as Government officials, and were required to attend two sessions of the Fono each year at Mulinu'u to give advice to the Government, and between sessions to act as Government representatives in their districts. Under the New Zealand Administration the Fono of Faipule was continued, and for the first time it was given statutory recognition. The Samoa Amendment Act 1923, as amended, gave the Fono of Faipule a statutory right "to consider such matters relative to the welfare of the Samoan people as of their own initiative they think proper or as may be submitted to them by the High Commissioner and to express their opinions and make their recommendations to the High Commissioner." In addition, by a custom which has developed over a period of years, the Fono submits nominations for the appointment of Samoan District Judges, Samoan Plantation Inspectors, and Samoan Associate Judges of the Land and Titles Court. Superimposed upon all these functions is the duty, cast upon the Fono by the new Constitution, of electing the Samoan members of the Legislative Assembly. The Fono with the Samoan members of the Legislative Assembly also recommends persons to be appointed Fautua.

The Fono, originally consisting of 27 members, now has 41, representing territorial constituencies based on the traditional districts and sub-districts of Western Samoa (Faipule Election Ordinance 1939). Each constituency returns one member, who must be supported by a majority of the matai, who constitute about one in four of adult males. The Faipule are not selected by ballot save on rare occasions. Nomination does not depend on any fixed qualifications, educational or otherwise, but primarily on some agreed upon arrangement between the matai, or recognized groups of matai, within the constituency, according to the traditional political practice of the Samoan people. This method of discussion and agreement is, in Samoan eyes, their own form of democracy at work. If a constituency contains conflicting groups, the Faipuleship may be held by each in rotation.

The Fono, which met at Mulinu'u twice during 1952, has a Leader selected by the Faipule themselves. He has two assistants. Minutes in Samoan and English are kept by a Secretary, who is a member of

the District Affairs Division of the Secretariat. Verbatim reports in English of those proceedings which take place in the High Commissioner's presence are also prepared. Other proceedings are usually merely preliminary discussions to ascertain the Fono's opinion on matters which are to be placed before the High Commissioner or about subjects which have been laid before the Faipule.

The Fono is purely an advisory body, but it elects (generally from its own numbers, although this is not laid down by law) the Samoan members of the Legislative Assembly. This it does, after discussion, by secret ballot and majority vote, a method which the Fono itself chose.

A list of the names of the present Faipule and their constituencies is given in Appendix XXVII.

BOARD OF AGRICULTURE

The Board of Agriculture was established on 8 May 1952 to advise the High Commissioner as to the formulation and implementation of a sound and progressive agricultural policy. At present this advisory body exists on a trial basis only, but it is hoped that after one year's experience it will be deemed to merit a more permanent and statutory constitution.

The Board met seven times in 1952 for periods of half a day to one day. All members receive copies of the verbatim records, which are kept in English and Samoan, the Samoan members receiving both English and Samoan versions.

The present members were nominated by the High Commissioner with the advice of representatives of the relevant interests. At the end of 1952 the Board consisted of:—

- (1) *Chairman*: Secretary to the Government (Mr. F. J. H. Grattan).
- (2) *Secretary*: Agricultural Officer (Mr. W. I. Laing).
- (3) Director of Agriculture (Mr. H. S. Newton).
- (4) General Manager, New Zealand Reparation Estates (Mr. D. R. A. Eden).
- (5) Senior Samoan Agricultural Officer (Mr. L. Le'avasa).
- (6) } Three Samoans representing the indigenous planters (Messrs.
- (7) } S. Leta'a, K. Va'ai, I'iga Pisa)
- (8) }
- (9) Representatives of the Planters' Association (Mr. A. R. Cobcroft).
- (10) Representative of the Chamber of Commerce (Mr. R. G. Bruce).

CHAPTER 3: LOCAL GOVERNMENT

A traditional form of local government exists in the outer districts, which, while fairly satisfactory from the Samoan point of view, needs reorganizing and linking to the Central Government. It is largely through this traditional form of local government that the chiefs and orators exercise their customary power.

The matai or heads of the village families meet frequently in council to discuss matters of local interest. If the district as a whole is concerned, the matai representing the villages meet in the district council.

After discussion, projects are accepted or rejected, and the part each village is to play is allocated. The High Commissioner and departmental Heads on their malagas (journeys) confer with these councils, receiving remits, offering advice, and explaining Government policy.

Signs are not lacking that some districts are moving towards forms of local government that are based on European models. In the Sale'aula - Matautu area of Savai'i, for instance, the council of matai has formed committees for water supply, agriculture, the hospital, roads, and the school, and a District General Secretary has been appointed. Local professional men such as the resident Samoan medical practitioner are on the relevant committees. All positions are, as is customary, unpaid, and, if the usual Samoan method is followed, various chiefs will hold the higher offices in rotation.

The basis of the traditional form of local government is the matai system and, by Samoan custom, the councils of matai have certain judicial as well as executive and law-making powers. The Government is anxious to divorce this judicial function from the other powers and to encourage all efforts to broaden the basis of the local organizations; to systematize the methods and terms of appointment of the members of the local councils; to define the powers, functions, and duties of those councils; to give legal sanction and strength to their by-laws as far as these are consonant with good government and natural justice; and to forge a stronger link between the local councils and the central administration.

For these reasons the Secretariat has been reorganized to include a District Affairs Section under an Assistant Secretary, and a Local Government Bill has been introduced into the Legislative Assembly and reached its second reading. If passed, this Bill will provide for the establishment of a local Government Board presided over by the High Commissioner and consisting of the Fautua and nominated members. It will have a Secretary as executive officer and will prepare regulations governing its own procedure and activities, and will then proceed to examine by-laws which may be submitted to it by the various village councils. If these by-laws are approved by the Board they will acquire a legal sanction. It is hoped that the possibility of obtaining this increased authority will attract the members of the existing local bodies and encourage them to submit their by-laws to the Board.

The setting up of a Local Government Board was suggested by a Commission on Local Government in 1950. Some other parts of the report of this Commission would tend to confirm the judicial powers of local councils and to crystallize the organization of district and village authority on its present social basis. The policy of the Government will be rather to keep the legal basis of local government as fluid as is consistent with strong and effective local administration so as to ensure that the proposed new system acts as an incentive, not an impediment, to more democratic forms of organization.

For many years there has been, superimposed on the traditional form of district and village government, a system of official local agents whose work has been supervised by the Department of Samoa Affairs, and who are all elected or nominated by Samoan representatives, although they receive their salaries from the Government of Western Samoa. They normally comprise District Judges (Fa'amasino), Plantation Inspectors (Pulefa'ato'aga), Policemen-Messengers (Leoleo), and the Mayors of Villages (Pulenu'u). The first three

classes of officials are nominated by their districts, which formally communicate their names through the Fono of Faipule to the High Commissioner, who then appoints them. The Pulenu'u is nominated by the Chiefs and orators of his village and is similarly appointed by the High Commissioner. All appointments are for a period of three years. The Pulenu'u, however, may have his appointment terminated if the village requests it and gives adequate reasons.

The number of Pulenu'u is 215. In a few very large villages subdivisions have been recognized by the appointment of two Pulenu'u. The Pulenu'u acts in his village as the representative of the Government. Certain of his duties are based on specific legislative provisions, but most are matters merely of administrative practice. He promulgates and administers the law of the Territory in regard to such matters as the registration of births and deaths, the cleanliness and order of the village, the control of livestock, and the burial of the dead. He may report breaches of the peace to the District Judge. Further, he co-operates with the chiefs and orators of his village in all village matters, such as the reception of official visitors, co-operation with officers of Government services such as Health, Education, and Public Works, and with the village women's committee.

It is hoped to make more use of the District Judges when the judicial system is reformed. At present their duties are negligible in practice.

A recent effort to persuade Samoan representatives that the Pulefa'ato'aga should be members of the Public Service under the close control of the Director of Agriculture was a failure. The Fono of Faipule jealously guards the current system of nomination and rotation, which has not, it is considered, given the community efficient servants. Probably a separate system of supervisory officers under the Department of Agriculture will have to be developed in the immediate future.

The only local body in Western Samoa which is recognized in law is the Aleisa Council, which consists of a Mayor and three councillors and was established under the Samoa Aleisa Council Regulations 1946. These officials are elected by the settlers in the Aleisa district every two years. The last Mayoral election was held in 1952. Settlers in Aleisa are of part-Samoan ancestry and European status.

The Aleisa Council is empowered to make by-laws for the good rule and government of the area, subject to the usual provisions regarding repugnancy and the approval of the High Commissioner.

No further steps have been taken to establish a system of local government for Apia. The Samoan members of the Legislative Assembly deleted this matter from the terms of reference of the Commission on Local Government, and the Administering Authority feels that until the civic spirit of the citizens of Apia is such that a municipality is demanded, and is assured of adequate support, little is to be gained by trying to force the development of a local administration which would be suspected, for historical reasons, by most Samoans and would possibly be treated with indifference by people resident in the township. But every encouragement and assistance will be given to the establishing of a suitable system of town administration.

It is hoped that the Legislative Assembly will soon agree to a detailed study of the problems involved in local government for Apia, as the Administering Authority is well aware of the need for effective and definite action in the matter.

The various local councils are not regularly subsidized by the Territorial Government save in the building of such things as hospitals and a few other works such as water tanks for schools. At Falealili, for instance, the district and Government bore the cost of the hospital in equal shares. In reticulated water-supply systems the mains are laid by the Government and the district bears any further cost. The district and village councils raise funds in their customary ways—by a levy on the families in the area, by concerted productive effort, or by securing approved credit from business firms. There is no true system of local rates and taxes.

CHAPTER 4: THE WESTERN SAMOAN PUBLIC SERVICE

On 1 April 1950 the Samoa Amendment Act 1949, establishing a separate Western Samoan Public Service, came into force. The establishment of a separate Service was in accordance with the Administering Authority's policy as announced on 27 August 1947, and was recommended by the 1947 Visiting Mission from the Trusteeship Council. The Act established a Western Samoan Public Service under the control of a Public Service Commissioner of Western Samoa, who is appointed by the Governor-General of New Zealand. He is assisted in the discharge of his duties by two Assistant Public Service Commissioners, one of whom is the Secretary of Island Territories or his deputy, the other (a Samoan) being appointed by the Governor-General on the nomination of the Council of State.

The Act contains the usual provisions necessary for the control of a Public Service, and gives to the Public Service Commissioner authority to make regulations, to be approved by the Minister of Island Territories, for the conduct of the Service. In all matters which, in the opinion of the Minister, affect the policy of the Administering Authority, the Public Service Commissioner is subject to any direction which he may from time to time receive from the Minister. In other respects he occupies much the same position as does the Public Service Commission in New Zealand.

The Act also provides that the Public Service Commissioner shall, "consonant with the efficient conduct of the Government Service of Western Samoa, have regard to the obligation of the Administering Authority under the Trusteeship Agreement to assure to the inhabitants of Western Samoa a progressively increasing share in the administrative and other services of the Territory."

There are provisions in the Act relating to reciprocity with the New Zealand Public Service, permanent and temporary appointments, appeals against gradings, and for enforcement of discipline.

The Act further provides that "any employee or any person desirous of becoming an employee who, directly or indirectly, solicits any member of the Council of State, the Legislative Assembly, or the Fono of Faipule with a view to obtaining promotion in or appointment to the Western Samoan Public Service shall be deemed unfit for the promotion or appointment."

All employees of the New Zealand Reparation Estates except the General Manager are now included in the Western Samoan Public Service under the control of the Public Service Commissioner.

The Police Force is placed under the direct control of the High Commissioner.

Once every year the Public Service Commissioner reports upon the efficiency and condition of the Western Samoan Public Service. A copy of the report is laid before the New Zealand Parliament and before the Council of State and the Legislative Assembly of Western Samoa.

Minor amendments to the principal Act were made by the Samoa Amendment Act 1951 and the Samoa Amendment Act 1952. It should be noted that the 1949 Act is a reserved enactment for the purposes of section 9 of the Samoa Amendment Act 1947, and is therefore outside the legislative competence of the Territorial Government.

In September 1952 the Legislative Assembly passed a motion confirming the recommendations of the Select Committee on the control of the Western Samoan Public Service (1951) and respectfully bringing them to the notice of the Administering Authority. The main recommendations of that Committee were to the effect that, while the Minister should continue to appoint the Public Service Commissioner, the Commissioner should be subject to direction from the Executive Council of Western Samoa (when established) "in matters which affect the policy of the Government of Western Samoa" and that the Minister be asked to keep the Executive Council informed of the policy of the Administering Authority in so far as, under the Trusteeship Agreement, the control of the Public Service was subject to that policy.

Provision has been made by the Administering Authority (Samoa Amendment Act 1951) for the establishment of an Appeal Board for public servants.

PERSONNEL OF PUBLIC SERVICE

The numbers of each section of the community employed in the Public Service cannot be given for previous years, but the following table gives the position in December 1952.

As racial status is not a factor taken into account in making appointments to the Service and no record of status is kept, the inclusion of staff members in the racial divisions, although as accurate as possible, is on an arbitrary basis.

	Europeans Not Domiciled in Territory.		Domiciled in Territory.								
			European.		Local European.		Samoan.		Sub-totals.	Total.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	
Agriculture	1	..	1	..	..	..	11	1	13	1	14
Broadcasting	1	..	..	..	7	3	2	..	10	3	13
Customs and Harbour .. .. .	..	..	1	..	8	2	2	..	11	2	13
Education*	14	7	..	1	4	19	169	163	187	190	377
Health	6	8	..	2	9	3	85	190	100	209	309
Justice and Public Trust	1	..	..	..	4	1	4	..	9	1	10
Lands and Survey	2	..	..	..	2	1	2	..	6	1	7
Police (Clerical) .. .. .	..	..	..	..	1	2	..	..	3	..	3
Post Office .. .. .	..	..	..	..	11	1	17	..	28	1	29
Public Service Commissioner	1	..	..	..	1	1	2	..	4	1	5
Public Works	4	..	2	..	23	2	29	1	58	3	61
Radio	4	..	..	..	9	..	17	..	30	..	30
Samoan Affairs .. .. .	..	..	..	..	..	..	11	1	11	1	12
Secretariat	3†	..	2	..	5	3	9	2	19	5	24
Treasury .. .. .	..	..	1	..	8	3	2	1	11	4	15
New Zealand Reparation Estates	1	..	10	..	40	3	9	1	60	4	64
Totals	38	15	17	3	132	42	373	368	560	426	986

* Training-college students, of whom there are 160, are not included.
 † Includes Private Secretary to the High Commissioner.

The figures do not include any employees paid on a daily basis.
Senior positions :

Department.	Departmental Heads.				Professional or Technical Officers.				Senior Assistant Administrative Officers.				
	(a)	(b)	(c)	(d)	(a)	(b)	(c)	(d)	(a)	(b)	(c)	(d)	
Agriculture	1	..	..	1	..	..	..	..	..	..	1	
Broadcasting	Vacant	..	..	1	..	..	..	..	..	..	1	
Customs and Harbour	1	..	..	1	..	..	..	..	..	1	
Education	1	..	..	19	..	2	1	1	..	..	..
Health	1	..	..	12	2	2	1	1	..	..	..
Justice and Public Trust	1	..	..	..	..	..	..	..	..	..	1	
Lands and Survey	1	..	..	1	..	1	..	..	..	..	..
Police (Clerical)	1	
Post Office	1	..	..	..	1	..	..	..	..	1	
Public Service Commissioner	1	..	..	..	..	..	..	..	..	..	1	
Public Works	1	..	..	1	..	..	..	..	1	..	..
Radio	1	..	..	1	..	..	..	..	..	..	1	
Samoan Affairs	1	
Secretariat	1	..	..	..	..	..	1	1	1	1	
Treasury	1	..	..	..	..	..	1	4	..	3	
New Zealand Reparation Estates	†	
Totals	7	3	2	..	36	3	4	3	4	6	11	3

† Combined with position of Secretary to Government.
included in the Samoan Public Service.

† The General Manager is not

In the above table the letters (a), (b), (c), and (d) represent:

- (a) Europeans not domiciled in the Territory.
- (b) Europeans domiciled in the Territory.
- (c) Local Europeans.
- (d) Samoans.

All sections of the population are eligible for appointment to the Public Service provided they possess the requisite educational qualifications.

RECRUITING AND TRAINING

Recruiting for minor clerical and non-specialized positions is by selection from such local applicants as are available. No special entrance examination is held, but preference is given to those with the best scholastic records. Candidates for training as teachers and medical assistants sit a qualifying examination. Teacher trainees then enter on a three-year course of training at a local Teachers' Training College, while the medical students proceed to Fiji for a four-year course at the Central Medical School; sanitary inspectors go there for two years. Nurses have a three-year training course at the Apia General Hospital. Each year since 1945 between six and ten scholarships have been granted, following a qualifying examination, to students who have been sent to New Zealand for primary, secondary, and higher education, to be followed in most cases by a period of up to two years in a New Zealand Government Department for basic training. Nine of the scholarship holders have so far returned to take up positions in the Public Service. Recruitment for senior positions is by advertisement locally and in New Zealand.

Training of local personnel is mainly "on the job" training, but a few employees have been seconded to the New Zealand Public Service for training and experience. In the past the generally low standard of Western type education of most local employees increased the

difficulty of furthering their advancement. Local employees who normally speak both Samoan and English are required to have a sufficient knowledge of English to carry out normal departmental routine duties. Employees from overseas are not at present required to have any knowledge of the Samoan language.

The library of the Secretariat is open for use by all public servants, as well as by other members of the community, and literature from the United Nations is forwarded to the Education Department for use in its Teachers' Training College as well as in its other institutions. A booklet containing the Universal Declaration of Human Rights and other United Nations material directly affecting Samoa, printed in English and Samoan, is to be distributed throughout Government Departments early in 1953. Up to the present such staff lectures as there are in the Departments have concentrated on internal organization and the work of the various component parts of the Public Service. It is hoped to broaden this basis and include discussions on this booklet which has been so long awaited.

The functioning of Samoa College in 1953 and thereafter should result in a steady improvement in the educational standard of local cadets entering the Public Service in Samoa.

CHAPTER 5: SUFFRAGE

Suffrage is universal among those of European status in the Territory, provided that they are of sound mind, have reached the age of twenty-one years, and have been continuously resident in Western Samoa for at least one year immediately preceding the date when the claim for enrolment is made. Persons undergoing prison sentences of one year or more or convicted of a corrupt practice are disqualified from enrolling (see Appendix XXIV).

In the elections of April 1951, 1,276 persons (352 female, 924 male) enrolled and 958 (286 female) voted. A number of those who did not vote would be absent from the Territory. Those eligible to register are encouraged to do so by official notices, and the various candidates urge their supporters to the polls by broadcasts and written advertisements. No organized parties fought the last election, but ten candidates stood as individuals. Each voter cast five votes, with the result that the following representatives were elected by simple plurality:—

Mr. E. F. Paul	.....	705
Mr. G. F. D. Betham	.....	640
Mr. A. M. Gurau	.....	628
Mr. H. W. Moors	.....	509
Mr. J. Helg	.....	476

Three thousand eight hundred and eighty valid votes were cast and only three voting papers rejected as informal.

Any qualified person may register by applying to the Registrar of Electors, who puts that person's name on the Electoral Roll.

Candidates must normally be nominated by any two electors 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 of the polling booths, of which there were eight at the last election. Full details of the machinery governing

franchise, elections, nominations, &c., are laid down in the Western Samoa Legislative Assembly Regulations 1948, which were promulgated as an Order in Council by the Administering Authority.

Competition between candidates took the traditional form of speeches, posters, broadcasts, and newspaper advertisements. Some were more zealous in canvassing than others, but each tried to bring before the public his civic virtues and past experience of business and administrative affairs.

The Samoan members of the Legislative Assembly are elected by the Fono of Faipule by secret ballot and simple plurality. Last election the matai of some districts nominated only one candidate and the Fono confirmed the nomination. This happened in four cases in 1951. If the district could not come to a unanimous decision the nominations were made by the Fono (or, rarely, the district) and a ballot held. There was no canvassing or competition in the European sense of the term, but prolonged discussion and debate in village and district and, at last, in the Fono of Faipule. In some districts the membership may pass in rotation from one powerful group to another; in others one outstanding or experienced man may be elected year after year. Only Faipule were nominated as members of the Legislative Assembly.

The Administering Authority hopes, however, to persuade Samoans to base the election of representatives on a more directly popular franchise at an early date. Under the present system it is possible for a powerful group with a majority of matai within a district virtually to monopolize the nominations, although theoretically single nominations from districts are unanimous. If a district is very divided the Fono of Faipule may elect as its representative one who in fact pleases few within his supposed "constituency." A system based more directly and broadly on smaller geographic districts would be, it seems, more truly representative, but Samoan custom may not be easily persuaded that this is so.

CHAPTER 6: POLITICAL ORGANIZATIONS

The only true political organization which is non-governmental is the small Samoan Democratic Party which was founded in April/May 1951 and has continued to hold meetings throughout the year under review. Briefly, this party wishes to extend the electoral franchise to all Samoans of twenty-one years of age and over, and to have all districts represented according to population in a Legislative Assembly of forty-one members. After lengthy discussion the party agreed at its general meeting in June 1951 that only matai should be eligible as candidates for election to the Legislature.

The majority of the Samoan Democratic Party are matai, and its first chairman, Mr. J. B. Fonoti, the holder of a high title, is now a Faipule. He is still one of the party's most active adherents. All members of the party, who number only about 100, are indigenous inhabitants.

After eighteen months of effort the party's success is not impressive. It seeks to foster interest in its ideas by holding public meetings, but to date the ostensible results have not been very encouraging, although the party intends to persevere. So far it has published no literature but its meetings are reported in the press.

The Legislative Assembly is not divided into parties. Samoan members meet occasionally, especially before sessions, for unofficial "caucus" meetings, and European elected members meet for discussion at times. There are also, of course, informal discussions between groups of members, but so far no signs of organized political parties are apparent.

CHAPTER 7: THE JUDICIARY

The High Court of Western Samoa is constituted under the Samoa Act 1921 and consists of the Chief Judge, four Commissioners, four Samoan Associate Judges (Fa'amasino Samoa), and fourteen Samoan District Judges (Fa'amasino-Samoa Itumalo).

The Chief Judge and Commissioners of the Court are appointed by the Minister of Island Territories and hold office during his pleasure. The District Judges and Associate Judges are appointed for a term of three years on the basis of nominations by the Fono of Faipule. The number of Fa'amasino Samoa was increased from three to four as from 1 October 1952. As from November 1952 it is proposed that two Samoan Associate Judges will sit in the High Court at Apia and possibly at Tuasivi, Savai'i, to hear and determine cases both civil and criminal within their jurisdiction. Consideration has been given to the establishment of a system of District Courts, and it is anticipated that in the near future it will be possible to constitute such Courts.

The Chief Judge presides in the High Court and is attended by a Fa'amasino Samoa. A Commissioner, sitting in the High Court at Apia or Tuasivi in Savai'i, usually sits alone and has limited jurisdiction. There is a right of appeal from a Commissioner's decision to the Chief Judge. The four Commissioners at present are the Registrar of the High Court and the Resident Commissioner, Savai'i, who sit regularly; the Crown Solicitor, who sits occasionally, and the Secretary to the Government, who seldom sits.

Any Samoan of good standing is eligible for appointment as a Samoan Judge. All members of the community, whether men or women, are eligible for appointment as assessors in criminal trials in the High Court. In practice a list of assessors (equivalent to a jury list in New Zealand) is gazetted setting out the names of suitable persons, both Europeans and Samoans, and the four assessors for each trial are chosen by the Chief Judge from this gazetted list.

All judicial officers are independent of the Government, but only the Chief Judge is employed wholly in judicial work and has security of tenure. Samoan Judges are appointed for three years only, and it is hoped that the Fono of Faipule will regularly agree to reappointing for a further term Samoan Judges who are doing good work. The three Fa'amasino Samoa whose appointment terminated in September 1952 have been elected for another term.

Judicial functions are discharged, as stated above, by all the four Commissioners who hold official administrative positions.

Both the English and Samoan languages are employed in the proceedings of the High Court and in the records of the Court.

The requirement for official Court translators and interpreters is a good working knowledge of both languages, and interpreters are trained in other Departments of the Government as well as the Justice Department.

The High Court has full jurisdiction, both civil and criminal, for the administration of the law of Western Samoa. The Chief Judge has authority to exercise all the powers of the Court. The Commissioners, Fa'amasino Samoa and Fa'amasino Itumalo have only such jurisdiction as has been prescribed for them. In practice the Commissioners hear a large proportion of the petty cases which come before the Court in Apia, or, in the case of one Commissioner (the Resident Commissioner of Savai'i) at Tuasivi. Provision is made in the Samoa High Court Amendment Rules 1950 for enlarged jurisdiction for specified Commissioners during the absence for any cause of the Chief Judge. The fourteen Fa'amasino Samoa Itumalo preside over district Courts, with jurisdiction over Samoans only. This jurisdiction extends to civil actions up to the value of £5 when both parties are Samoans and to criminal offences by Samoans, including thefts of under £2 value, adultery, breach of the peace, and some twenty-five other prescribed offences.

In the more important defended criminal cases the High Court is constituted with four assessors and the Chief Judge. In Samoan cases there are two Samoan assessors and two European assessors.

Other than the High Court of Western Samoa, the only other legally constituted judicial body 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 conferred by the Land and Titles Protection Ordinance 1934 and an amending Ordinance passed in 1937. The Chief Judge of the High Court is President of the Court, and he is assisted by two or three European assessors and three Samoan Judges. During the 1952 session of the Legislative Assembly the Land and Titles Protection Ordinance was further amended to provide that the President would in future arrange sittings of the Court, as this power had previously been in the hands of the High Commissioner. The other amendment was to delete the restriction on the number of Samoan Judges of the Land and Titles Court, which was previously set at three; an additional Samoan Judge of the Land and Titles Court has been appointed since the amending Ordinance was passed. The assessors are men of standing in the community who possess a good knowledge of the Samoan language and Samoan custom. The Secretary of Samoan Affairs is an assessor *ex officio*, as is the Resident Commissioner in Savai'i. The Samoan Judges of this Court also act as Associate Judges in the High Court. They are appointed by the High Commissioner under powers conferred on him by the Ordinance. With the proposed amalgamation of the Department of Samoan Affairs into the Secretariat of the Government, further amendments to the Land and Titles Protection Ordinance will be necessary, and consideration is being given to re-enacting the Ordinance and consolidating its provisions and those of the amending Ordinances.

There is a right of appeal for a rehearing from a decision of a Commissioner to the Chief Judge and a further right of appeal from a judgment of the Chief Judge to the Supreme Court of New Zealand. Appeals to the Supreme Court of New Zealand are very rare, and there have been none in the last seventeen years. Of more practical importance is the right of rehearing in the High Court of cases

tried by Fa'amasino Samoa or Commissioners. A case tried by a Fa'amasino can be reheard by a Commissioner and again by the Chief Judge.

The method of trial and the Court procedure in the High Court is that followed in most British Courts of justice both in respect of 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. In the Land and Titles Court evidence is given on oath, and 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 payable in the High Court are fixed by the High Court Fees and Costs Ordinance 1940, and, very briefly, are as follows:

Filing fees: (Statements of Claim) from 3s. to £2 (maximum).

Hearing fees: From 3s. to £1 10s. (maximum).

Filing fees: All summonses, 2s.

Appeals—

Filing fees: Notice of Motion, 2s.

Filing fees: Affidavit, 2s.

Hearing fee on application, £1.

Fee for order and copy, 15s.

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

Filing fee on petition ... £2 10s.

Hearing fee £2 10s.

Legal aid is available in serious cases. In practically every murder case the accused is represented by counsel, the whole of whose fees are, in case of need, paid by the Government. In civil cases a litigant is permitted to have counsel or a person who acts as an *Amicus curiae*.

The penalties which may be imposed by the High Court are set out in detail in the Samoa Act 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 of murder. For many years while there was no capital punishment in New Zealand the sentence was always commuted by the Governor-General to imprisonment for life. In future the death penalty will be carried out in appropriate cases, and, in fact, a convicted murderer was hanged in April 1952.

There is no provision in the Code for corporal punishment. Deportation is possible only in the case of prohibited immigrants, and there is no provision for deportation of Samoans. There is no provision in the criminal code for forced residence. At times, though very rarely, the Land and Titles Court makes an order removing a man from his family 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.

There is no system of conditional release on probation. Young offenders are, however, frequently placed under the care of the Child Welfare Officer appointed by the High Commissioner, and the effect of

probation for adults is, to some extent, achieved by conviction and ordering the offender to come up for sentence if called upon within a specified period.

In 1952 the High Court sat for 97 days on civil actions and for 218 days on criminal actions. There were 192 judgments given and 2,070 convictions recorded. Forty-six Court orders were registered.

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 large 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, divorce, certification and treatment of those of unsound mind, 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 principally applied to Samoa by the Samoa Act 1921 or by subsequent Acts or Orders in Council. The present policy of the Government is to attain a more nearly autonomous legal system, and it is anticipated that New Zealand legislation applying to the Territory will gradually be replaced by local Ordinances as circumstances permit. The Samoa Act 1921 provides that equal treatment in the administration of justice be accorded to all residents of the Territory irrespective of nationality.

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

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

Part VI: Economic Advancement

SECTION 1: FINANCE OF THE TERRITORY

CHAPTER 1: PUBLIC FINANCE

The Samoa Act 1921 established the Samoan Treasury and charges the Treasurer with the receipt, custody, accounting for, and expenditure of public moneys. Regulations by New Zealand Order in Council were issued from time to time governing collection, expenditure, and control, but the Samoa Amendment Act 1947, by which the new Constitution under the Trusteeship Agreement was established, provided specifically for the responsibility for all financial legislation to be vested in the new Legislative Assembly.

The second enactment passed by the Assembly was the Public Revenues Ordinance 1948, which now governs the administration, collection, and expenditure of public moneys. Subject to the provisions of the Samoa Act with relation to the reserved items of defence and external affairs, the Legislative Assembly is empowered to authorize such payments for public purposes out of the public moneys of Western Samoa as it thinks fit.

In 1949 legislation provided for the changing of the Government's financial year from one ending on 31 March to one ending on 31 December. The alteration ensured that the annual Budget was dealt with by the Legislative Assembly in March of each year, thus permitting full use to be made of the "dry" season (April-September) for the prosecution of the approved developmental works programme. Advantage from the change also accrues from the fact that the financial year now coincides with the Trade and Commerce statistical year.

The preparation of the annual Budget begins with the completion of draft Estimates by the separate Departments of the Government. In the cases of Health, Education, Public Works, and Broadcasting these draft Estimates are considered by the respective Committees of the Legislative Assembly prior to submission to the Treasurer. Adjustments by Departments to conform with the general financial situation may be requested by the Treasurer after consultation with the High Commissioner. The Estimates of all Departments are then submitted to the Finance Committee for detailed examination. They are then introduced into the Assembly by the Treasurer, by direction of the High Commissioner, for debate, amendment where necessary, and final approval. The Budget statement also contains detailed information of actual receipts and payments in the previous financial year. If necessary, Supplementary Estimates are submitted in August of each year. The enactment by the Assembly of the annual Appropriation Ordinance is the authority for payments proposed in the Budget.

Expenditure is requisitioned by departmental Heads, who act where appropriate in consultation with the respective Committees. Treasury Instructions relating to control of expenditure delegate to departmental

Heads authority for expenditure within certain limits. Beyond these limits application must be made to the Treasurer, who, in certain cases, is required to refer the application to the High Commissioner, who may in turn seek the advice of the Finance Committee. Reference is made to the Finance Committee on all major financial problems which may affect the over-all policy of Government.

There is at present no budgetary system in connection with local government, as all revenues and expenditure are controlled through the Territorial budget. With the establishment of the proposed new local government system as mentioned elsewhere a financial policy and plan must be integrated in the scheme.

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

ANALYSIS OF REVENUE AND EXPENDITURE

The receipts of public revenues reached a record total of £781,980, whilst payments totalled £811,580, showing a deficit for the year of £29,600. To permit swift implementation of the developmental policy the 1952 Budget provided for the complete use of the Developmental Fund of £281,300 built up from the surpluses of previous years, but the high revenue received enabled the development programme to be carried out with little reduction of the fund. Comparative figures for 1951 are: receipts, £678,897; payments, £631,175; surplus, £47,722. Estimates of receipts and payments for the year 1953 have not yet been prepared.

An analysis of receipts and payments under major headings is as follows:

<i>Receipts</i>					
(a) TAXATION					
<i>Direct</i>			<i>Indirect</i>		
	1951.	1952.		1951.	1952.
	£	£		£	£
Amusement tax ..	280	320	Export duties ..	162,290	169,230
Arms licences ..	580	550	Import duties ..	302,000	373,760
Building tax ..	5,080	5,340	Shipping and port dues ..	3,950	3,040
Licences and fees ..	8,100	8,540	Store tax ..	60,570	85,320
Salary tax ..	6,010	7,980			
Stamp duties ..	2,470	840			
Vehicle licences ..	5,860	6,740			
Water rates ..	2,400	2,670			
	<u>£30,780</u>	<u>£32,980</u>		<u>£534,810</u>	<u>£631,350</u>
(b) FROM PUBLIC PROPERTY			(c) FROM PUBLIC UNDERTAKINGS		
	1951.	1952.		1951.	1952.
	£	£		£	£
Wharfage dues ..	3,810	5,010	Health services ..	20,180	23,890
Leases and rents ..	2,410	2,780	Survey services ..	1,500	1,500
	<u>£6,220</u>	<u>£7,790</u>	Prison produce ..	2,630	2,490
			Postal and radio ..	24,700	37,390
			Electric-power scheme ..	23,840	23,830
				<u>£72,850</u>	<u>£89,100</u>

(d) OTHER		
	1951.	1952.
Interest and invest- ments	£ 19,480	£ 9,860
Court fines, fees, &c.	3,500	4,040
General	11,260	6,880
	<u>£34,240</u>	<u>£20,780</u>

It is not possible to state the proportion of revenue derived from the indigenous inhabitants as no distinction is made except in that Samoans are not liable for death duties, which form the bulk of stamp duties. Interest on investments is derived in total from investments made in New Zealand Government inscribed stock issues.

Payments

(a) CIVIL ADMINISTRATION			1951	1952
High Commissioner and Government House			£ 6,740	£ 8,190
Customs and taxes			11,690	10,440
Postal and radio			24,750	31,440
Public Service Commissioner			3,310	3,560
Public Works maintenance*			82,450	141,160
Secretariat and Legislative Assembly			72,390	66,170
Treasury			12,750	20,180
			<u>£ 214,080</u>	<u>£ 281,140</u>
(b) INTERNAL SECURITY				
Justice			5,060	9,630
Police and Prisons			33,950	47,130
			<u>39,010</u>	<u>56,760</u>
(c) ECONOMIC DEVELOPMENT				
Agriculture			5,140	7,380
Communications			2,160	9,570
Electric-power scheme			10,930	17,400
Lands and survey			6,600	6,420
Port improvements			5,440	9,450
Roads and bridges, &c.			54,010	84,750
Water supplies			13,700	38,950
Land purchases			11,750	..
			<u>115,730</u>	<u>173,920</u>
(d) SOCIAL SERVICES				
Broadcasting			8,010	18,650
Health			151,810	173,940
			<u>159,820</u>	<u>192,590</u>
(e) EDUCATIONAL SERVICES			153,710	158,060
			<u>682,350</u>	<u>862,470</u>
Less grants from New Zealand Government—				
Rhinoceros beetle campaign			310	430
Education			40,360	47,500
Health			11,530	2,950
			<u>52,200</u>	<u>50,880</u>
			<u>£630,150</u>	<u>£811,590</u>

* This includes approximately £40,000 worth of pipes for water-supply extensions not completed.

Although the proportion cannot be accurately estimated, almost all payments must be for the direct benefit of indigenous inhabitants. Immigrant inhabitants approximate only four hundred in number,

and emphasis has been placed on the development and maintenance of roads, water supplies, and of educational and health services in the outer districts where the population is 100 per cent indigenous. All supply is granted by the Assembly where the indigenous members, who are in a majority, look after the interests of their people. All expenditure is, of course, for their benefit, directly or indirectly.

The policy of the Administering Authority has been to devote the trading profits derived from the New Zealand Reparation Estates towards expenditure on social and economic developmental schemes for the benefit of the Territory. Details of such grants since the policy came into full operation are as follows:

	Rhinoceros Beetle.	Education and Overseas Scholarships.	Health.	Broadcasting.	Roads.
Year ended 31 March—	£	£	£	£	£
1947 .. ..	..	2,351	..	..	8,100
1948 .. ..	..	7,562	..	22,475	12,985
1949 .. ..	..	10,880	..	1,289	28,915
1950	603	24,072	50,000	..	25,000
Period ended 31 December—					
1950	166	5,748	..	..	..
Calendar year—					
1951	312	40,358	..	..	..
1952	425	47,501	..	..	..

The £50,000 shown in the "Health" column for 1950 was a grant made by New Zealand to cover future developments, and was not all spent in 1950. The last of this grant will be spent in 1953, so that, in fact, the grant will have covered a four-year period.

No public debt exists in the Territory.

The total accumulated cash surplus at the end of the year was £751,746, of which £562,800 was invested in New Zealand Government inscribed stock.

Details of the accumulated surplus at the end of each year for the past five years are as follows:

	Total.	How Held.		
		Cash.	Investments in Western Samoa.	Investments in New Zealand.
Year ended 31 March—	£	£	£	£
1949	642,973	59,527	29,396	554,050
1950	706,737	23,735	16,752	666,250
Period ended 31 December 1950 ..	733,624	69,734		664,250
Calendar year—				
1951	781,347	125,097		656,250
1952	751,746	188,946		562,800

It is the policy to hold £500,000 in general reserve and to treat the balance over that figure as expendable on developmental projects.

In addition to the general reserve, specific reserves are held as follows:

Insurance	£50,710
Currency note security	£94,430

CHAPTER 2: TAXATION

The direct taxes, raised under the Revenue Ordinance 1929 and its amendments, consist of amusement tax, building tax, salary tax, store tax, trade and business licences, and water rates. Stamp duties are levied under the Stamp Duties Ordinance 1932 and death duties under the Death Duties Order 1922.

Amusement tax is levied on admission receipts at the rate of $2\frac{1}{2}$ per cent.

Building tax is levied at 1 per cent of the capital value of all buildings other than those of the Samoan " fale " type or those used for religious, charitable, or educational purposes of a public nature.

Salary tax is payable by all persons other than incorporated companies in respect of salaries, wages, allowances, fees, interests or rents, &c. A minimum tax of £1 and a maximum of 10 per cent is payable on taxable income. A personal exemption of £200, as well as deductions for dependants, is allowed. Where the amount of taxable salary does not exceed £1,200 the rate for every £1 is 6d., increased by 0.005d. for every £1, reaching a rate of 5 per cent at £1,200. Taxable salary in excess of £1,200 is rated at 12d. for every £1, increased by 0.01d. for every £1 in excess of £1,200.

Store tax is levied annually on all merchants and is based on the gross selling price of goods. The tax is graduated from $1\frac{1}{2}$ per cent to a maximum rate of 5 per cent at £100,000.

Water rates are levied at $\frac{3}{4}$ per cent of the capital value of buildings, with a minimum of £1 5s. per tap connection.

Stamp duties vary according to the type of document, while estate and succession duty rates are based on the amount involved and the degree of consanguinity. Samoans are exempt from estate and succession duty, but it is proposed to remove this discrimination in the near future.

Assessments and collection are made by the Territorial Government. Objections to assessments may be lodged with the Collector of Taxes or with the High Court. A penalty of 5 per cent is imposed on late payments. Recovery of tax can be enforced only by legal action, and land may not be foreclosed nor may compulsory labour be exacted in default of payment.

It has not been possible as yet to extract information as to the distribution of taxable income according to the income levels of each section of the population. Nor is it possible to give taxation information relating to individual companies as, with the system of taxation in force, such information is necessarily of a confidential nature.

The indirect taxes are import and export duties, shipping and port dues, and store tax. The ease of collection by the Collector of Customs and Taxes make these taxes especially suitable at the present stage of the Territory's development. Particulars of direct and indirect taxation receipts for 1952 have already been given.

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

SECTION 2: MONEY AND BANKING

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

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

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

The value of Samoan currency is, by legislation, set at par with that of New Zealand, but the Administering Authority has approved in principle of the establishment of a separate Samoan currency, and the best method of doing this is now being studied. No fluctuations in exchange occurred during the year.

The Bank of New Zealand, in accordance with standard New Zealand practice, pays no interest on balances in current accounts, but short or long-term investments may be made at varying interest-earning rates. The Bank is willing to advance money against securities or in the form of an overdraft, but finds little demand for this service.

The Post Office operates a savings bank in which all investments are at call. Interest payable is $2\frac{1}{2}$ per cent on amounts up to £500, 2 per cent on amounts from £500 up to £2,000, and $1\frac{1}{2}$ per cent on amounts from £2,000 up to £5,000. The number of accounts and amounts held to credit continues to increase steadily.

Most of the credit required by Samoans is needed to permit them to buy goods and materials from the trading firms. These firms allow credit on a small scale to reliable customers although persons of Samoan status cannot be sued for trade debts. Large credits are often authorized by the Secretary of Samoan Affairs for suitable purposes having regard to the general financial position of the community and of the village authorities particularly concerned.

PENALTIES FOR TAX EVASION, ETC.

Under the Revenue Ordinance 1929 and its amendments persons refusing to furnish returns for taxation purposes, or wilfully or negligently making false returns or misleading the Collector of Taxes, or refusing or failing without lawful justification to give evidence required, or obstructing any official in the discharge of his duties under the Ordinance, or aiding, abetting, or inciting any person to commit any of these offences, are liable to a fine not exceeding £100. Any other offence against the Ordinance is punishable by a fine not exceeding £25. There is also provision for a penal rate and surcharge to be levied if taxes are not paid promptly. The Ordinance further provides that any indigenous inhabitants who wilfully fail to comply with any approved taxation regulation published in the Samoan language shall be guilty of an offence and liable to a penalty not exceeding £25.

SECTION 3: ECONOMY OF THE TERRITORY

CHAPTER 1: GENERAL

The economy of Western Samoa is almost completely based on agriculture. The main crops produced for export are copra, cocoa, and bananas, while the domestic economy of the Samoans in the villages continues, more or less undisturbed, to supply the inhabitants with most of the necessities of life. This is true, although with the rise in the standard of living Samoans are more and more dependent upon trading firms for those accustomed articles which, while not, strictly speaking, necessities, are almost so.

The unit of production is still the family, and it is a matter of some pride to Samoans that, using this traditional method of organization, they have managed to produce large marketable surpluses. For instance, about 95 per cent of the bananas exported are grown by Samoans, who produce about 80 per cent of the total output of copra and perhaps 60 per cent of the cocoa exported.

Several trading firms and other businesses are established in the Territory. Of the trading firms only two (besides the New Zealand Reparation Estates, which trades only on its own properties) are of overseas origin, and all the others are financed by local capital and managed by local personnel. Most of these firms are controlled by persons of European status, but this is not true in all cases. Indigenous inhabitants manage most of the trading stations. A list of companies registered in the Territory is appended.

Name.	Share Capital.
	£
C. Bartley and Sons, Ltd.	12,000
I. H. Carruthers, Ltd.	48,000
E. A. Coxon and Co., Ltd.	38,000
F. M. Fatialofa, Ltd.	4,000
Gold Star Transport Co., Ltd.	30,000
Green Line Service, Ltd.	12,000
Lepa Traders, Ltd.	1,000
Leauva'i Trading Co., Ltd.	300
S. V. Mackenzie and Co., Ltd.	3,500
O. F. Nelson and Co., Ltd.	150,000
Nauer-Tofa, Ltd.	8,000
Samoa Theatres, Ltd.	5,000
A. G. Smyth and Co., Ltd.	18,000
Sal'imoa Plantations, Ltd.	17,000
Samoa Printing and Publishing Co., Ltd.	6,000
Samoa Bulletin, Ltd.	1,000
Samoa Industries, Ltd.	8,000
Ululoloa Dairy Co., Ltd.	1,000
Vainu'u Ferries, Ltd.	4,500

Most agriculture is comparatively simple. A large part of the Samoan working day is taken up in cultivating taro, ta'amu, bananas, and other food crops. Pigs and poultry are raised for local consumption, and the ubiquitous coconut satisfies in a multitude of ways the domestic needs of the people. Production is by family

groups under the leadership of their matai, cultivating small and often scattered plots of land by traditional methods. An increasing number of Samoans, however, are building up larger, better-organized, and better-managed plantations comparable with those of Europeans.

The basic economic problem in Western Samoa may well turn out to be the difficulty of adapting the traditional socio-economic organizations to the needs created by a rapidly growing population with a rising standard of living. Noteworthy as has proved the adaptability of the old forms of agricultural production, signs of increasing strain in the present economic structure are becoming evident, and many Samoans openly suggest that, economically at least, the matai system needs considerable modification if it is successfully to answer the challenge of one of the highest birth rates in the world. All would like to raise the standard of living, but this will entail increasing social and educational services which already absorb about 44 per cent of the total revenue. Only greater production could support the greatly increased revenue which will be needed.

The Administering Authority, realizing the need to supply alternative means of economic organization, has agreed to the setting up of co-operatives for the production and marketing of those crops upon which the economy of the Territory depends. In 1952 a Co-operative Societies Ordinance was passed by the Legislative Assembly, and it is hoped that the services of an experienced Co-operatives Officer will be obtained in the near future.

Another long-term problem is the difficulty of further diversifying the economy of a Territory which is lacking in minerals and poor in forest reserves and fisheries. The New Zealand Reparation Estates and private plantation owners have undertaken the development of a cattle industry which should be of some assistance in solving this problem as well as helping to make good the protein deficiencies in the Samoan diet. The Territorial Government gives every assistance to experiments in diversifying crops, but it is felt that, at the moment, with a large New Zealand market capable of consuming more bananas than Samoa can produce, with a long-term contract with the British Ministry of Food for Samoan copra, and with cocoa prices at a high and fairly steady level, the economy of Western Samoa is comparatively stable and will remain so for some years to come. It is intended, however, to undertake over the next few years an economic survey of the Territory with the view of ascertaining the national income of Western Samoa, its agricultural and industrial needs and potentialities, and the best means of solving those problems, the nature of which will become more apparent in the course of the survey.

Until this survey is completed no figures of national income will be available.

The main short-term economic problem of the Territory is the perennial one of increasing production. This was particularly so as regards banana production, which fell off seriously during and after the drought in 1951, but now, due to an increased price and the efforts of the Department of Agriculture, there are signs of speedy recovery despite another dry year. The rhinoceros beetle, which adversely affects the production of copra, is still a pest, but biological and physical controls are reducing the amount of damage that it causes.

NON-GOVERNMENTAL ECONOMIC ORGANIZATIONS

Two non-governmental economic organizations exist in the Territory—the Chamber of Commerce, and the Planters' Association.

The Chamber of Commerce is an association of persons engaged in trade and commerce which exists for the mutual benefit of its members. It is representative of all types of mercantile interests. Regular meetings are held at which common problems are discussed, information disseminated, and, if feasible, common action agreed upon. The Chamber has no coercive powers against its members. In 1952 its membership was eighteen, representing over two dozen business interests.

The following is an extract from the constitution of the Chamber:

Objects and Duties: The objects and duties of the Chamber shall be to receive and collect information about all public Acts or other matters affecting the mercantile, agricultural, pastoral, mining, and maritime interests of Western Samoa and the promotion of the public good; to communicate with authorities and with individuals on such matters and, concerning them, to take such steps as may appear necessary which may be more effectively taken by such an association; to render to the Samoan Administration such assistance as may be in its power; to receive reference on matters of custom or usage in doubt or dispute, to decide in such matters and record the decisions for future guidance so as to form by that and other means a code of practice to simplify and facilitate the transaction of business; and finally, when required to do so, to arbitrate between disputants who wish to avoid litigation but who are willing to refer to and abide by the judgment of the Chamber.

Eligibility for Membership: The following persons are eligible for membership in the Chamber:

All merchants or their accredited representatives, directors and officers of all commercial corporations and companies, planters, shipowners, manufacturers and others carrying on or interested in business or professions in the Territory.

No person directly or indirectly in Government employment may be a member of the Chamber.

No full Samoans are members of the Chamber, as it is only of recent years that Samoans have engaged in commerce, and of those who do now none have evinced much interest in the activities of the organization.

The Planters' Association is an organization of much the same kind as the Chamber of Commerce, and exists mainly for the mutual benefit of the planters who are its members. It holds regular meetings and discusses problems and possible solutions besides disseminating information of common interest. In 1952 its membership was thirty, of whom one was a Samoan. The Association is representative of all planting interests, however, in that many other Samoan planters approach it when they are in need of its advice or the support of action taken in common. It is hoped that more Samoan planters will become members.

Representatives of both of these organizations are on the Advisory Board of Agriculture, and the Territorial Government benefits greatly from the advice and experience of these associations in connection with matters of interest to them.

CHAPTER 2: POLICY AND PLANNING

The Administering Authority assists the economic development of the Territory in many ways, both direct and indirect. It has granted sums to combat the rhinoceros beetle, and much larger amounts for

educational purposes, which include the building of Samoa College and other institutions where agricultural and trade training will be prominent in the curriculum. Through the New Zealand Reparation Estates it pursues a policy experimental as well as commercial (as in the current projects on coconut growing and cattle raising), and presents for the instruction of the indigenous inhabitants an example of large-scale and well-organized commercial agriculture. The Reparation Estates have also undertaken the experimental development of secondary industries such as the manufacture of dessicated coconut (although a fall in world prices has temporarily made this enterprise unprofitable and caused its suspension), sawmilling and (in a small way) furniture-making. During 1952 work was started on propagating a superior type of cocoa developed on one of the plantations of the Reparation Estates.

By its grants to the South Pacific Commission the Administering Authority ensures to the Territory expert advice and assistance on many economic matters, and access to the fund of specialized and general information which is being built up by that institution. The South Pacific Commission is undertaking for the Administering Authority and the Territorial Government the projected Economic Survey of Western Samoa.

Besides the expert assistance of the Commission, the economy of the Territory has benefited from the advice and services of New Zealand Government Departments such as Agriculture, Works, and Industries and Commerce. During 1952, for example, Mr. Gerlach, tropical agronomist from the New Zealand Department of Agriculture, spent three months in Western Samoa. This followed the establishment of a tropical section in that Department to assist New Zealand's island dependencies.

The Territorial Government has as its chief instrument of agricultural planning the local Department of Agriculture. The Department advises plantation owners and others on production, marketing, the diversification of crops and the destruction of pests, organizes the cultivation and export of bananas, inspects properties, and manages a small experimental plantation. During 1952 it conducted experiments on the effect of fertilizers on taro production and on various ways of cocoa planting. An advisory Board of Agriculture was established this year with the Director of Agriculture and other officers from his Department among the members. This Board promises to be a considerable success as it brings together planters of all kinds, government officials, and experienced representatives of the business community. It is hoped that the Board will play an important part in advising the Government in economic policy and planning.

Most of the officials of the Department of Agriculture and four of the ten members of the Board of Agriculture are indigenous inhabitants. The overall provision of finance for economic development is, of course, in the hands of the Legislative Assembly, the majority of whose members are indigenous inhabitants.

The Territorial Government is also strongly represented on the Copra Board, which markets the copra produced in the Territory and supervises the distribution of the proceeds.

As Western Samoa has an agricultural economy, most plans for economic development are inevitably based on the direct development of primary production, but the Territorial Government's projects such as making roads, building hydro-electric works, improving Apia harbour, and establishing a new shipping point in Savai'i all have great economic significance. In this respect it should be noted that it is the policy of the Territorial Government to encourage the economic development of the resources of Savai'i as that island at present supports less than a third of the population of Western Samoa despite its greater size than Upolu, while many people still leave Savai'i to live on the more populous Upolu. For this reason work on Savai'i roads received a high priority in 1952, and work was begun on establishing a new shipping point at Salelologa, one of the few places in Samoa where a deep-water harbour could possibly be developed at a later date if the need arose.

With regard to secondary industries, further steps were taken in 1952 by private interests towards the establishment of a company which will, among other activities, make soap from coconut oil.

The economic policy of the Administering Authority is aimed at reducing discrimination between indigenous inhabitants and part-Samoans of European status. In the past it was necessary to protect Samoans from undue exploitation, but with the wider diffusion of wealth, political power, education, and opportunity, and the development of common loyalties, the position has been considerably modified and the differences between the two sections of the population greatly reduced. It is intended to develop the economic resources of the Territory for the benefit of all its inhabitants. Samoan customary land is protected from alienation to non-Samoans, and land purchased from the New Zealand Reparation Estates is made available to, or kept in trust for, those people who may suffer from a land shortage. Land which comes on the market is made equally available to Samoans and Europeans.

Any economic policy in an agricultural community is largely a land policy, and here the problem is complicated by the division of land tenure into European and Samoan types. Many Samoans own freehold or leasehold land, but lands held by Samoan customary tenure may be alienated only to the Government or other groups of Samoans. Abolition of the differences in status and development of a common citizenship could possibly help to solve this difficulty on the basis of all having access to Samoan land as members of an aiga.

In other ways the policy of the Government does not differentiate between the two sections of the community, save that it seeks to ensure that no Samoan suffers economically because of possible ignorance of European business methods, and it exhorts and assists indigenous inhabitants to produce greater marketable surpluses. No differentiation in policy is made between nationals and corporations of the country of the Administering Authority and those of other countries. The sources of imports and the market for exports are dictated by economic and geographic, not political, factors. The Council of State has of recent years advised against permitting the entry into the Territory of outside business firms which would merely duplicate services already well catered for. At present no person from New Zealand or any other country could set up a business

or trade without permission of the Territorial Government, and each case would be decided on its merits, taking into account the overall needs and interests of the community.

No discrimination in economic matters is made between individuals and corporations belonging to the various foreign nations save in so far as this is caused by the British Preferential Tariff (at present under review) and by exchange regulations which, of necessity, discriminate against hard currency areas. In general, goods from Commonwealth countries pay duty at 17½ per cent *ad valorem* plus 15 per cent of duty as a surcharge, and those from other countries pay 25 per cent *ad valorem* plus 25 per cent of duty.

The only international organization that has participated or been asked to participate in the economic development of the Territory during 1952 is the South Pacific Commission. Details of the extent of its assistance have been given above.

Credit facilities for development are available through the Bank of New Zealand and, on a small scale, from the trading firms. Details of loans made during the year cannot be given as the number was so small that the Bank feels that to furnish particulars would be to commit a breach of confidence. It is sufficient to note that, save in trading, credit facilities are rarely needed by private persons or institutions. The Bank holds about £500,000 in current accounts, an indication of the prosperity of the community.

Private debt to any great amount seems almost unknown in Samoa, although details are, for obvious reasons, unavailable. Usury is not practised in the Territory. The largest private debts are, probably, those run up by persons of European status with trading firms, and these bear no interest.

CAPITAL GOODS

During 1952 the Administering Authority bought no capital goods for use in Samoa. This was mainly because the New Zealand Reparation Estates (the property of the Administering Authority) had bought a large amount of equipment in the previous two or three years.

The Territorial Government bought for its Public Works Department the following:—

One motor crane fitted with dragline and shovel	U.S.A.
One concrete vibrator	U.K.
One set concrete formwork	U.K.
Three Austin 5-ton tip trucks	U.K.
One Fordson van for use in water supply installation	U.K.

ECONOMIC DEVELOPMENT

During 1952 the main programme directly concerned with economic development that was planned and approved was the Avele Hydro-electric Scheme. This was planned locally by the Director of Works; the plan was approved by the Ministry of Works in New Zealand, and then went before the Legislative Assembly after discussion in the Public Works Committee and Finance Committee. The scheme will be implemented by the Public Works Department, and the capital of £41,000 will be found by the Territorial Government from revenue.

The Economic Survey was planned by Dr. Ojala, of the South Pacific Commission, after discussion with the High Commissioner, with Samoan political leaders and Government officials. One-third of the cost is to be paid by the South Pacific Commission, the remainder by the Territorial Government. This arrangement was approved by the Commission in October and will be laid before the Legislative Assembly in March 1953. The Commission will obtain the services of the necessary specialists. The survey will probably take some three or four years to complete.

The following is a brief outline of the projected survey, which is a necessary preliminary to any planned large-scale developmental projects:

- (1) Economic Stocktaking—
 - (a) Population: size; rate of increase; age distribution and fertility.
 - (b) Production: resources; fishing; commercial agriculture production for home consumption; soil survey.
 - (c) Exports: statistics and trends.
 - (d) Imports: statistics and trends.
 - (e) Price and price movements: terms of trade, &c.
 - (f) Wages and employment.
 - (g) Consumption and investment: standard of living.
 - (h) Primary industries and land utilization.
 - (i) Other industries.
- (2) The Problem of the Future—
 - (a) Nature of the problem.
 - (b) Agricultural extension: principles.
 - (c) Primary industries.
 - (d) Secondary industries.
 - (e) Credit facilities.
 - (f) Role of co-operatives.
 - (g) Government policy and action.
 - (h) Summary of recommendations for further studies.
- (3) Survey of National Income.

The implementation of the roading scheme, which has an indirect but considerable influence on economic development, was prosecuted vigorously during 1952, especially in Savai'i where the road to the projected Salelologa shipping point was completed. The capital for this scheme is voted by the Legislative Assembly from year to year as funds are needed. On Upolu, the Mafa Pass road was continued, opening up large areas of new land.

CHAPTER 3—INVESTMENTS

The outside investments in the Territory are as follows:

- (1) The capital investment in New Zealand Reparation Estates, the property of the New Zealand Government, taken as German war reparations from German firms in 1919. The total fixed assets of these estates in December 1952 were estimated at £848,000.
- (2) The capital investment of the few overseas firms that conduct businesses in the Territory.

- (3) The capital invested by individual overseas shareholders in companies registered in Western Samoa. No details of this are available, but it is estimated that over 50 per cent of the capital in local companies is held locally.

Many overseas firms are unable to give exact figures of their capital investment in the Territory as no separate balance sheet for the Samoan branch is prepared, and most firms have asked that any figures rendered be kept confidential. Capital investment is usually in building premises, trading stations (in some cases in the land on which they stand), stock and equipment needed in carrying on the business, and staff houses. Only the New Zealand Reparation Estates hold plantation areas (33,128 acres freehold and 2,500 acres leased in December 1952).

The following are overseas private firms carrying on their business in the Territory—

Burns Philp (South Seas) Co.	.....	.....	Fiji.
Morris Hedstrom, Ltd.	.....	.....	Fiji.
Union Steam Ship Co., Ltd.	.....	.....	New Zealand.
Vacuum Oil Co. Pty., Ltd.	.....	.....	Australia.
Shell Oil Co.	.....	.....	Great Britain.
Tasman Empire Airways, Ltd.	.....	.....	New Zealand.
(Replaced National Airways, Ltd., in November.)			
Bank of New Zealand	.....	.....	New Zealand.
(Most shares held by New Zealand Government.)			

Assessing all the assets of the firms at their current value, the maximum estimate obtainable would be about £750,000. The actual capital investment would be much less, of course. Profits made are in general not large, and in some cases are claimed to have been negligible in recent years.

Other overseas firms such as insurance companies, motor-car and other manufacturers, &c., have agents in the Territory, but have invested no capital and have no tangible assets.

The Government's policy is to permit outside investment in the Territory to the extent that it may prove beneficial to the community, but to do everything possible to encourage the investment of local capital, much of which at present lies idle. Samoan leaders are not eager to see more outside business firms established unless they bring some substantial benefit to Samoa. The scope for investment in primary production is negligible as most unused land is not very fertile and most of what is valuable is held by Samoan customary tenure. Faced with a growing population, Samoans do not wish outside interests to take up large areas of land.

When the economic survey gives a clearer picture of the prospects for the Territory it may be considered wise deliberately to encourage overseas investment in secondary industries and in intensive commercial agriculture. At present each case is considered individually and the Council of State consulted to ascertain the wishes of the indigenous inhabitants. As from 1953 the Executive Council will be asked for its advice on these matters.

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 1921 was directed particularly against the rhinoceros beetle which was effecting great damage to the coconut trees. The Copra Ordinance 1948 prescribed a new high standard of quality for the copra exported from the Territory, and authorized inspectors to carry out any necessary inspections. The Cacao Disease Ordinance 1925 and the Cocoa Beans Ordinance 1945 ensured that the quality of cacao trees and cocoa beans was not allowed to deteriorate. Further provisions to conserve and protect economic resources were contained in the Noxious Weeds Ordinance 1926, the General Laws Ordinance 1931 (relating to the care and treatment of animals), the Fruit Ordinance 1931, the Port Control Ordinance 1932, and in the Plants and Soil Importation (Disease Control) Ordinance 1950.

These Ordinances and the regulations issued under them enable inspectors of the Department of Agriculture and other authorized 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 can, in appropriate cases, be punished for neglect.

So far no provision has been made for the protection of any mineral resources because none have been found, nor have provisions been made for the conservation of forestry, save in specific areas such as the catchment areas around hydro-electric installations.

Indigenous laws and customs are not necessarily in conflict with provisions made to conserve resources, and many village councils are most co-operative 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 above, both the Department of Agriculture and the New Zealand Reparation Estates maintain experimental areas where various types of agricultural products are tried, tested, and propagated. This has a developmental aspect, but the experiments offer rich lessons in how to conserve resources.

PRODUCTION

It has been estimated that about 80 per cent of the copra exported is produced by Samoans and 20 per cent by others. The Samoan producers normally cut and sun-dry their copra, selling it to licensed traders in their district. During 1952 prices paid by traders ranged from £41 a ton to £42 a ton for sun-dried copra. Kiln-dried copra, mainly produced by non-Samoans, was sold at £43 a ton. The traders transport their copra to the bulk stores in Apia, from which point it is

shipped. All copra was shipped to the United Kingdom at the contract price (in 1952) of £65 a ton f.o.b. Apia, except for some released to New Zealand purchasers at a similar price. Markets are sought and contracts arranged by the Copra Board, which is composed of representatives of the Territorial Government, Samoan copra producers, European copra producers, copra traders, and copra exporters.

Prices paid to the producer are directly controlled by the Copra Board with the approval of the High Commissioner, a margin being fixed to cover shrinkage, handling losses, freight, insurance, storage, export duty, and profit. The existing contract with the United Kingdom Ministry of Food ensures a guaranteed price for all the copra produced in Western Samoa up to 31 December 1957. During this period the price paid in any one year cannot deviate by more than ten per cent from the price paid in the previous year. The Copra Board may, however, with the consent of the Ministry of Food, sell copra to third parties at whatever prices can be obtained.

It has been estimated that more than half the total cocoa crop is produced by Samoans. The Samoans normally 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 1952 paid from 130s. to 168s. for 100 lb. Kiln-dried beans, prepared chiefly by larger European growers (although sometimes purchased beans are reconditioned and then kiln-dried) are almost always sold by consignment through the trading firms, which charge 2½ per cent brokerage. Licensed merchants exported the beans to markets in a variety of countries, principally the United States of America, the United Kingdom, and Australia. Export prices for all types ranged from £205 to £320 a ton f.o.b. Apia. As in the case of copra, the merchants meet any shrinkage or other losses as well as paying for transport, insurance, storage, reconditioning costs, and export duty. They make their profit from the margin between the local purchase price and the f.o.b. Apia selling prices.

About 95 per cent of the bananas exported are produced by Samoan growers. A Government banana scheme arranges for the supply of cases, the collection of fruit at the plantation depots, its transport to Apia, inspection, and shipment to New Zealand. Marketing within New Zealand is controlled by a commercial organization which in consultation with the representatives of the Territorial Government fixes selling prices f.o.b. Apia. The price paid to the grower is this price, less the cost of cases and various handling and administrative costs. These costs are reviewed periodically and new agreements reached. The average price paid to growers from 1 April 1951 to 31 March 1952 was 7s. 6d. a case. This has recently been increased to 9s. a case. F.o.b. Apia price was £1 0s. 9d. a case. The various charges on a per-case basis were as follows—

	s.	d.
Administrative expenses	0	5
Empty cases	7	7
Export duty	0	6
Inspection fee	0	5
Lighterage to ship	0	6
Wharf labour		
Transport to Apia (including empty cases from Apia to depots)	2	1

A Banana Board is to be formed in the near future to take over the management of the Banana Scheme.

Local sales by Samoans are frequently made in Apia, prices realized ranging from 4s. to 6s. for a 60 lb. basket. Prices were beginning to drop towards the end of the year.

Rubber is produced almost entirely on land owned and controlled by the New Zealand Reparation Estates, which pays contractors for tapping the trees. The current price for smoked rubber is £205 6s. 8d. a ton f.o.b. Last year 138,508 lb. of rubber were produced, it all being exported to New Zealand by the Reparation Estates, except for one very small shipment sent by a private grower.

Roughly 8,800 out of a total of about ten thousand head of cattle are owned by the New Zealand Reparation Estates. Of these, about two thousand are slaughtered annually for local beef consumption. The gross annual revenue derived from this source is approximately £30,000. Slaughtering of Samoan-owned cattle are negligible.

Timber produced by the Reparation Estates and by one European miller totals approximately 500,000 super feet per annum. Price ranges from £4 to £6 per 100 super feet. No royalties are paid on locally consumed timber, but all exports pay a duty of 5 per cent. The small amount of timber exported goes to New Zealand.

COPRA BOARD

The copra of the Territory is sold to the British Ministry of Food under a nine year bulk-purchase agreement which expires at the end of 1957. This is the only bulk purchase contractual agreement to dispose of produce.

The Copra Board of Western Samoa was established, as a body corporate, by the Copra Board Ordinance 1948, for the purpose of controlling the export and sale of copra from the Territory. The Board is empowered to fix the price paid to the producer and to fix handling and transport rates within the Territory. The Ordinance also provides for the establishment of a Copra Reserve Fund to be used when necessary for price stabilisation.

In addition to the two members of the Council of State who are *ex officio* members, the Board consists of the Secretary to the Government and the Treasurer, who are Chairman and Secretary respectively, three Samoan copra producers, one European copra producer, one representative of copra buyers, and one representative of the copra exporters. The six latter members are appointed by the High Commissioner and hold office during his pleasure.

During the year under review seven meetings of the Board were held, each of a morning's duration. Meetings are conducted and minutes recorded in English.

In 1952 all copra exported from the Territory went to the British Ministry of Food, except for 1,250 tons which went to firms in New Zealand.

The following is an analysis of copra prices and costs as from 14 February 1952. Zones are based on distance from Apia and accessibility:

	"A" and "A" Zone, 2,480 lb. at 33s. 9d. Per 100 lb.	"B" and "C" Zones, 2,560 lb. at 32s. 6d. Per 100 lb.	"D" Zone, 2,560 lb. at 32s. 3d. Per 100 lb.
Shrinkage	10 Per Cent.	12½ Per Cent.	12½ Per Cent.
Cost per ton	£ 42 0 0	£ 41 12 0	£ 41 5 7
Trade Commission	0 13 9	0 13 9	0 13 9
Fire insurance (£42 + £4 = £46, 40s. per cent, three months)	0 4 7	0 4 7	0 4 7
Shipping charges	0 8 8	0 10 0	0 10 0
Freight to Apia	1 17 6	2 5 0	2 10 0
Commission at stations	1 17 6	1 17 6	1 17 6
Marine insurance (£47 + £7 = £54, 10s. per cent) .. .. .	.. .. .	0 5 0	0 5 0
Wharfage .. .. .	.. .. .	0 0 7	0 0 7
Cost alongside wharf, Apia	47 1 10	47 8 5	47 7 0
Average cost, Apia	£ 47 5 0		
Cartage: wharf/shed and labour, weighing in and dumping .. .. .	.. .. .	8 9	
Shrinkage, 5 per cent .. .. .	.. .. .	2 7 3	
Labour: bagging, weighing out, and stacking .. .. .	.. .. .	18 3	
Fire insurance, Apia (£56, 40s. per cent, three months)	.. .. .	5 0	
Cartage, shed/wharf .. .. .	.. .. .	4 3	
Wear-and-tear sacks .. .. .	.. .. .	1 6 0	
Lighterage .. .. .	.. .. .	6 3	
Lighterage insurance, 1s. 6d. per cent .. .. .	.. .. .	11	
Rent .. .. .	.. .. .	3 0	
Sundries .. .. .	.. .. .	2 0	
Profits to merchants .. .. .	.. .. .	.. .. .	£ 2 11 11
Price to merchants l.o.b., Apia .. .. .	.. .. .	.. .. .	56 0 0
Export tax .. .. .	.. .. .	.. .. .	6 10 6
Copra Fund .. .. .	.. .. .	.. .. .	2 14 4
M.O.F. Contract—£(stg.)65 = Samoan .. .. .	.. .. .	.. .. .	£65 4 10

MONOPOLIES

The only monopolistic right that exists in the Territory is that of the Copra Board, details of which have been given above. Its establishment has proved most beneficial as it centralizes the management of the export of copra, negotiates overseas contracts, and controls a sinking fund for producers. The Board was set up by Ordinance (see above), and most members are appointed during the High Commissioner's pleasure, which in fact means for about three years.

The Board markets all copra exported, which amounts to about 44 per cent in value of the exports of the Territory.

CO-OPERATIVE SOCIETIES

No co-operative societies exist at present, although legal provision for their establishment was made during 1952.

CONCESSIONS

No concessions have been granted by the Metropolitan or Territorial Government in respect of any economic resource of the Trust Territory.

PROTECTIVE MEASURES

As the indigenous inhabitants do not compose 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 are now beginning to open up 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 organize co-operatives. Further protective measures would, of course, be taken if the economic position of the indigenous inhabitants were in any way threatened. It is pointed out that political power within the Territory is, to all intents and purposes, in the hands of the indigenous inhabitants.

It is not the policy of the Administering Authority, or of the Territorial Government, to encourage the indigenous inhabitants in the view that they must take over the "functions" of the local European community, so far as that community has any special functions. The aim is a merging of the two sections, not a replacement of one by the other, and there are signs that this merging is taking place particularly rapidly in the economic field.

The future of the New Zealand Reparation Estates is a different matter and is at present being discussed by the Administering Authority and the Territorial Government. No statement on policy in this respect is possible until discussions are completed and a decision reached.

New Zealand purchasers pay the same price for the Territory's exports as that paid in the world markets.

Arrangements to protect producers against any adverse price fluctuation exist only as far as copra is concerned. The long-term contract in regard to this commodity prevents a fluctuation of more than 10 per cent in any year from the price paid the previous year, and the Copra Board has built up a reserve fund, which amounted at the end of 1952 to £93,543. No funds from this reserve have been used to date.

It is hoped that in 1953 a Banana Board will be established which will as one of its functions build up a reserve fund for the banana industry.

ECONOMIC ORGANIZATION

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

The New Zealand Reparation Estates are to a large extent a self-sufficient economic entity and handle their own produce. They also manage one of the two sawmills in Western Samoa, the other being owned by a private citizen of European status.

The main overseas shipping lines which visit the Territory are the Union Steam Ship Co. (New Zealand), the Pacific Islands Transport Co. (Norway), and the Bank Line (Great Britain). All exports are

shipped through the port of Apia. The "Manu'a Tele" (American Samoa) runs regularly between American and Western Samoa, as do two launches, one of which is registered in 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.
*Lepa Traders, Ltd.	—	Western Samoa.
*Leauva'a Trading Co., Ltd.	—	Western Samoa.
S. V. Mackenzie and Co., Ltd.	—	Western Samoa.
O. F. Nelson and Co., Ltd.	—	Western Samoa.
*Nauer-Tofa, Ltd.	—	Western Samoa.
A. G. Smyth and Co., 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 persons of European status but part-Samoan ancestry, although in some of them full Samoans have interests.

The main transport firms are the Gold Star Transport Co., Ltd., Green Line Services, Ltd., and Vainu'u Ferries, Ltd. These are controlled by persons of European status of part-Samoan blood as are all the private taxis and trucks save some belonging to Samoans. Virtually all coastal shipping is owned by transport or trading firms, apart from one launch owned by the New Zealand Reparation Estates and two owned by the Territorial Government.

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

Electricity (apart from one or two privately-owned generators), mails and telegraph, the telephone system, and broadcasting and similar services are owned and managed by the Territorial Government, as are the main water supplies. The only air line is operated by Tasman Empire Airways, Ltd. (New Zealand).

CHAPTER 2: COMMERCE AND TRADE

Most of the available details concerning the general structure of commercial life in Western Samoa have been given above, but to recapitulate briefly:

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

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

Throughout the Territory are trading stations, linked by launch and road transport, for the collection of produce and the distribution of consumer goods. Four major firms (two local and two overseas enterprises with head offices in Fiji) operate approximately two hundred trading stations in outer districts and secure a large share of the total commercial business. The two local firms, one of which is the largest in the Territory, are controlled by part-Samoans of European status.

There are several smaller trading firms and, in the villages and in Apia, 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. This market is virtually owned by persons of part-Samoan origin and European status who use the front of it as a shop, but there remain a few stands which are let out to indigenous inhabitants for a daily rent and a percentage of money received from sales. Other local products are sold at one or two places in the streets of Apia.

EXTERNAL TRADE

The policy governing the external trade of the Territory is based principally upon the desire to achieve a favourable balance of trade in each financial year. It is recognized, of course, that circumstances could arise which would necessitate a modification in the application of this principle in any one year. Another consideration is the need for Western Samoa, as a member of the sterling bloc, to play her part in assisting the soft currency countries to balance their payments with the hard currency areas.

The general pattern of external trade is governed partly by geographical facts, partly by the transport available, and principally by the economic principles of selling and buying in the best market available, taking into consideration the need for earning at least a certain minimum number of dollars. There has been so far no great effort needed to secure markets for the produce of Western Samoa. New Zealand can take more bananas than Samoa can produce, the long-term contract for copra has still five years to run, and the world market for cocoa shows no signs of serious depression. All things considered, the Administering Authority and the Territorial Government have not found it necessary to undertake any advertising campaign or any other action to create markets for the produce of the Trust Territory.

It is interesting to note that the pattern of the import trade for Western Samoa is much the same now as it was under the German Administration (1900-1914) and that even the overall scheme of export trade has not been affected as much as might be expected.

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

PRICE CONTROL

The Price Tribunal of Western Samoa as set up in September 1939 consists of two members appointed by the High Commissioner under the Control of Prices Emergency Regulations 1939 and its amendments.

The retail selling prices and, in some cases, the wholesale selling prices of all imported goods are subject to the control of the Tribunal, the maximum price being fixed, with certain exceptions, at the landed cost plus 30 per cent. The price of "excepted" goods, which include household groceries, building materials, oils, and motor spirit, is based, with minor adjustments, on the margin of profit as at 1 September 1939. Higher prices, up to a 7½ per cent mark-up, are permitted in outlying districts to cover additional expenses and overhead.

Price lists of those goods subject to specific control and in everyday use are circulated to merchants. The goods listed may not be sold to the public at an increased price until an amended Price Order is published by the Tribunal. As the landed cost of similar goods received in various shipments often differ, amended Price Orders are frequent. They are published in the *Press News* and the *Samoa Bulletin*.

The police investigate any complaint of overcharging and prosecute where necessary. Unfortunately, owing to shortages of trained personnel, the system of inspecting and checking on the prices charged by the stores is inadequate, and most of the few prosecutions originate in a complaint from a customer. It is possible that a more flexible form of price control would be more effective, and the matter is under consideration.

Prices of domestic products are not subject to control.

ALLOCATION OF GOODS

There is no allocation of goods save in respect of imports from Japan and hard-currency areas. In this case importing firms are restricted to importing goods of a certain value in each of several categories (for example, canned fish, timber, spare parts, &c.). The quota is based on the needs of the community and a proportion of the imports in previous years.

Rice imported by the Controller of Rice is allocated to the various firms, but rice otherwise imported is not so controlled.

IMPORT AND EXPORT LICENCES

No licences or quotas are issued for any imports save those from hard-currency areas and Japan, and for wheat and flour which is imported under an international agreement.

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

No substantial difference exists between the trade of the Territory with New Zealand and its trade with other countries in the soft-currency areas.

The countries most affected by the regulations relating to hard-currency imports are Canada and the United States. The commodities principally concerned were canned fish and timber (both from Canada); cotton piece-goods, textiles, machinery, and motor vehicles from the United States of America. In 1951 imports from Canada were valued at £71,264 and exports to Canada £161. The corresponding figures for the United States of America were £141,513 and £331,736; for Japan, £16,339 (mainly textiles) and nil. This represented approximately 19 per cent of Western Samoa's import trade and 27 per cent of its export trade for that year. In 1950 the value of imports from Canada and the United States amounted to £209,380, or 19 per cent of the total imports for the year. In 1950 there was a deficit of £39,491 in Western Samoa's trade with these two countries; in 1951 a surplus of £119,120. The export trade is almost completely in cocoa sold to buyers in the United States.

The figures for trade with hard-currency countries in 1953 are as follows:

	Imports.	Exports.	Total.
	£	£	
United States of America	224,315	268,301	492,616
Canada	52,002	429	52,431
Total	<u>276,317</u>	<u>268,730</u>	<u>545,047</u>

CHAPTER 3: LAND AND AGRICULTURE

HISTORICAL AND GENERAL

At the present time all land in Western Samoa is classified in law as Crown land, Samoan land, and European land. The first is land vested in the Crown, free from any Samoan title or any estate in fee-simple. Samoan land is land vested in the Crown, but held by Samoans by Samoan title—*i.e.*, in accordance with Samoan custom and usage, not by grant from the Crown. European land is land held from the Crown for an estate in fee-simple.

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, but no overall policy or recognized legal title. The 1889 Act forbade further alienation of Samoan land to non-Samoans, except:

- (1) The Chief Justice could authorize the lease or sale of Samoan property within the Apia Municipality;
- (2) Outside the municipality, agricultural lands could with permission be leased for a term not exceeding forty years.

In 1893 the three-member Commission appointed by the three Great Powers started its two-year investigation of land sales, reporting to the Supreme Court as to:

- (a) Whether the sale or disposition (of each lot) was made by the rightful owner or Samoan entitled to make it.
- (b) Whether it was for a sufficient consideration.
- (c) The identification of the property affected by such sale or disposition.

The rights of people who acquired land prior to 1879 were defined, undisputed possession and cultivation of any land for ten years making title valid. Inadequate description of land, insufficient compensation, and the making of payment in the form of liquor or guns rendered the claims invalid. The Court could recognize or reject the findings of the Commission or adjudicate on disputed claims.

The Commissioners studied claims totalling 1,691,893 acres, or more than double the area of all of the Samoan Islands. Finally, 8 per cent of the claims were allowed and their titles officially registered as "Court Grants." From 1895 to 1901 the value of land around Apia rose fully 500 per cent, as a result of speculating sales between whites, but outside Apia no Samoan land was permanently alienated.

From 1900 to 1920 comparatively little Samoan land became European, though many leases were negotiated for periods up to forty years. The 1900 Constitution Order promulgated by Germany forbade all further alienation of Samoan land except under official auspices, although a policy which left large areas of soil idle in possession of Samoan owners naturally aroused great criticism.

An area of 7 square miles around Apia was declared by Ordinance in 1905 a "Plantation Area," and a 1907 land law decreed that, while outside this area land could be sold only to the Government, within the 7 square miles land could be sold or leased to non-Samoans provided that the Governor gave his consent. No sale outside the area was unreasonably to diminish "the rural properties and food plantations of the natives."

In 1912 non-Samoans were permitted, with the Governor's approval, to acquire such Samoan lands as were necessary to regulate the boundaries of their properties.

The German land policy had been based on sound principles and had been, all in all, well administered. The New Zealand Administration carried on along much the same lines. By the peace settlement all "ex-enemy" property, public and private, in Western Samoa became Crown property, in the right of the Government of New Zealand, as war reparations. By the 1921 Samoa Act the three kinds of land title at present recognized were first distinguished—*i.e.*, Crown, European, and Samoan land. No Samoan could, under the 1921 Act, alienate or dispose of land save in favour of the Crown, and all Samoan land was vested in the Crown. Traditional ways of alienation within the framework of Samoan custom were brought under control. Since 1921 practically no land has passed from Samoan hands unless required for public or mission purposes, excepting property within the Apia town area, for which an ordinance of 1923 made special provision. In 1921 a Land Registration Order made it necessary for all owners of European land to register their titles, and in the early "twenties" the system of land registration was reorganized, improving on the German Grund-buch system, which had, in any case, been enforced only in Tuamasaga, the middle third of Upolu.

Meanwhile the Samoans had acquired a greater "land consciousness" and some had acquired land by an individual title. The Samoan Individual Property Ordinance 1925 permitted the bequeathing of this land by will, as if it were freehold.

The Administering Authority experimented with forms of land tenure and alienation, but always found Samoan custom sufficiently strong to prevent any violent break with tradition. The Fono of Faipule passed in 1924 regulations whereby each Samoan could acquire 10 acres on a lifetime lease of 1s. an acre, and each young man at marriage could obtain an eighth of an acre house lot. This was still far from a full individual title as the landowner could not sell or sublease his land, he still had to supply his quota of communal food, and the disposal of the land upon the death of the holder was in the hands of the village council. If the heirs had an equivalent right in other lands, they did not succeed. Though this system was not compulsory, by September 1927 one-third of the villages had allotted land in this way. The law that no Samoan could sell, buy, or lease land without Government approval still held.

When in May 1926 the authorities tried to develop this system by introducing a system of direct inheritance of land whereby Samoans would be "empowered to bequeath their cultivated areas of land to their next-of-kin, or near relatives, in lieu of the present system, which provides for the clan or the whole of the family selecting a successor to the deceased head of the family, who thereby acquired the control of all family land," the Faipules refused to co-operate. Such a change would have caused a revolution in the entire family and social system. Land tenure and ways of alienation, it was realized, are basic to a culture.

The Mau conflict and the resultant political impasses destroyed the official land scheme. The Samoan Land and Titles Protection Ordinance 1934 confirmed the old system, but brought it under a Land and Titles Court, consisting of the Chief Judge, Samoan Judges, and European Assessors. This Court has exclusive jurisdiction in all claims and disputes between Samoans relating to Samoan land and the right of succession to property held in accordance with the usages and customs of the Samoan race. Even Samoans alienating land held by individual title must receive authority from the High Commissioner. (For further details see United Nations Trusteeship Council document T/AC.36/L.7 of 8 May 1951.)

During the last thirty years more and more land has been transferred from the New Zealand Reparation Estates to the Samoan Government and much has been granted to villages and districts. In 1931, 18,000 acres of the Reparation Estates became Crown land in the right of the Samoan Government and is now used by the inhabitants of Falealili. In 1952 about 42,000 acres, mainly in Savai'i, were bought by the Samoan Government from those portions of the New Zealand Reparation Estates holdings not required for operation. The present policy is not to alienate Crown land to individual Samoans, or Europeans, save under exceptional circumstances.

Until the projected general survey has been completed, any estimate of the comparative areas of Samoan, Crown, and European land is likely to contain a large margin of error. The New Zealand Reparation Estates, excluding the 42,000 acres now sold to the Samoan Government, own some 33,000 acres. Crown land in right of the Samoan Government equals about 88,000 acres, large areas of which are used by indigenous inhabitants for their own ends. Although there has been no formal transfer of title in the case of the 18,000 acres at Falealili, for instance, the land is held in trust by the Samoan Government for the people of

that district. Other portions were bought from the New Zealand Reparation Estates for public works. There appears to be about 5,000 acres of mission-owned land and perhaps 16,000 acres of European freehold. Samoan lands total 580,000 to 585,000 acres.

It should be noted that "Crown" property falls into two categories: Crown land in the right of the Government of Western Samoa, and Crown land in the right of the Government of New Zealand (New Zealand Reparation Estates).

Samoan land may not, in general, be permanently alienated except to the Crown (Samoan Government), although with the sanction of that Government areas may be leased (Samoa Act 1921). Alienation has taken place only for public purposes, and compensation in land has been made when the area taken was in a densely settled area. Less than 3,500 acres have been acquired from the Samoans for public works to date.

Samoan land may, however, be alienated by way of sale to another Samoan with the authority of the High Commissioner. The land remains Samoan land (Samoan Land and Titles Protection Ordinance 1934). Under the same ordinance land held by a Samoan as individual property cannot be alienated without the consent in writing of the High Commissioner.

Leases of Samoan land are of two kinds. The first comprise leases made in German times or earlier to Europeans for terms of years which have not yet expired. The only leases of this kind are now held by the New Zealand Reparation Estates; the second are recent leases of very small areas for village trading stations or for sites for churches. The number of such leases is approximately 250, and the area involved does not exceed 100 acres.

LAND UTILIZATION.

Details of various forms of land utilization are given above (under Development of Economic Resources) and below (under Agriculture).

In general it is true to say that land used for commercial plantations by the New Zealand Reparation Estates or by private planters is more intensively cultivated than that belonging to the various Samoan communities, but there are exceptions to this rule.

About half of the non-Samoan land is used for commercial agriculture, building sites, or for roads and public works. Most cultivated Samoan land is used for agriculture, but much of the produce is for purely domestic consumption. Probably half of the non-Samoan land and six-sevenths of Samoan land is covered by rain-forest.

Small areas are used (by the New Zealand Reparation Estates and the Department of Agriculture) for experimental agriculture.

The final results of the agricultural census, which should furnish fuller particulars of land utilization, are not yet ready.

The Department of Agriculture advises land holders of the best way of using their land, and the New Zealand Reparation Estates sets an example of a commercial agricultural enterprise. This example may be more generally followed by Samoans when pressure of population emphasizes the need for more scientific overall planning and utilization.

The setting up of a Land Utilization Board which was recommended by the Forestry Commission will have to wait until the Economic Survey is completed if the Board is to be able to pursue any worthwhile activity.

LAND AND DISTRIBUTION OF CATEGORIES

The following amended figures are for December 1952, and are approximate only:

<i>Land in Cultivation or in Use as Building Sites, Installations, &c.</i>		
New Zealand Reparation Estates (freehold)	11,250 acres	(including 9,000 acres part pastoral).
New Zealand Reparation Estates (leased Samoan land)	2,500 acres.	
Samoans	75,000 acres	(including Government land used by Samoans).
European (leasehold from New Zealand Reparation Estates)	4,250 acres	(some used for pastoral purposes as well as plantation).
Samoan Government European and Missions	27,000 acres	
		120,000 acres
Arid	24,000 acres*	24,000 acres
<i>Rain Forest, Reserves and Uncultivated</i>		
New Zealand Reparation Estates	17,000 acres	
Samoan Government	76,000 acres	
Europeans and Missions	6,000 acres	
Samoans	482,000 acres	
		581,000 acres
		725,000 acres.

* Lava fields in Savai'i held mainly by Samoans.

Pastoral land is included in land under cultivation as land used for plantations is almost the only land at present used for cattle raising. Pigs and poultry also run on plantations. The land listed as arid is lava and could not be cultivated. Until a complete survey is made the amount of rain forest which could be developed is uncertain. As much of the rain forest is on steep slopes, or growing on very rocky soil, it is doubtful whether large areas of it will be of any great value.

LAND TENURE

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 estates for the benefit of the group. This control (or "pule") is distinct from the usufructuary rights which are vested to a greater or less extent in the sub-groups occupying the land as long as they fulfil certain local customary conditions.

The tendency in recent times has been for the overriding rights of "pule" to be modified and for the actual control of land to be localized 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 has been far more pronounced than has any inclination to individualize land titles. In many newly opened-up areas untitled males sometimes assume those rights of occupation and use formerly permitted only to 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 of any Crown land, and he or the High Commissioner, under delegated powers, may grant any lease, estate, or interest in Crown land (Samoa Act 1921). Individual freehold titles

to land are eagerly sought by Samoan and European alike, but it is not the present policy of the Government permanently to alienate its real estate assets. (See also United Nations Trusteeship Council Documents T/AC.36/L.7 of 8 May 1951, and T/AC.36/L.32 of 17 December 1951, the contents of which are largely reproduced here.)

PROBLEMS ASSOCIATED WITH LAND TENURE

There are comparatively few serious problems associated with land tenure, other than 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.

Samoans have no objection to the alienation of land by leasehold as no land is lost. Alienation of land by freehold, other than lands already held in fee-simple, is virtually a thing of the past. A Court of competent jurisdiction establishes the true beneficiaries in any land deal if any question should arise.

Pressure of population is not yet general, and there is no pronounced movement of indigenous inhabitants from one part of the Territory to another, although more persons from Savai'i and Manono move to Upolu than *vice versa*. Local pressure of population has so far been apparent only on the north coast of Upolu and on Manono, and in all serious cases other land has been available to the parties concerned. The Territorial Government purchased 42,000 acres from the Reparation Estates in 1952 to help cope with this problem as its extent and seriousness increase.

Erosion is not 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. Inland erosion is unknown. In most parts in the Territory some land at least is fertile, and to date no serious handicap has resulted from poor soil. The projected soil survey will furnish clearer information, but it seems possible that much of the land covered by rain forest has only a low potential productivity.

No great problem is posed by inadequate water supplies (although at the western end of Savai'i the 1951 drought was keenly felt), inadequate communications, plant and animal diseases, or any other causes. The Territorial Government's roading and water-supply schemes are being implemented actively, and the damage caused by the rhinoceros beetle to coconut palms has lessened over the last few years.

LAND DISPUTES

Land disputes arise mainly out of badly defined or unspecified boundaries between one village and another, or between land held by different groups of Samoans, as most Samoan properties have never been properly surveyed or registered. Other disputes concern rights of ownership within a family group. These cases come before the Land and Titles Court which is well respected by the indigenous inhabitants. During 1952 this Court sat for 91 days and heard 84 cases, including the following: 47 land cases, 20 title cases, 11 cases of removal of people from family land, and 1 case dealing with the chiefly attachment of a paramount title.

Land problems have not recently provoked much discussion in the Fono of Faipule or Legislative Assembly, although general reference has been made frequently to the overall difficulties which lie ahead. Local councils in districts short of land have never hesitated to bring their plight to the notice of the Territorial Government. All urge that any spare land should be kept for the use of Samoans.

ACQUISITION AND TRANSFER OF LAND

Samoan land titles are not registered, save in so far as specific titles come within the ken of the Land 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 (see Land Registration Order 1921). 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. Reference has been made above to the history of land alienation in Western Samoa and to the various legal provisions which have been designed to protect the tenure and future needs of the indigenous inhabitants, but the following brief recapitulation may be of assistance:

Samoa Act 1921.—Under this Act all land in Samoa was classified as Crown land, Samoan land, and European land, and it was provided that it was not lawful or competent for any Samoan to make any alienation or disposition of Samoan land or of any interest in Samoan land by any means whatsoever except to the Crown. Furthermore, no Samoan land or any interest therein could be taken for the payments of a Samoan's debt on his death or insolvency, and all Samoan land was vested in the Crown. The High Commissioner could authorize the leasing of Samoan land for periods up to forty years.

The Samoan Land and Titles Protection Ordinance 1934.—This brought the old system under a Land and Titles Court. This Court has exclusive jurisdiction in all matters relating to Samoan land and titles. The Ordinance further provided that every Samoan alienating land held by individual title must first receive authority from the High Commissioner and that the land cannot be taken for payment of debts on death or insolvency. Any Samoan who is a beneficial owner of Samoan land can alienate to another Samoan with the authority of the High Commissioner, but the land remains Samoan land.

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

From this brief summary it is clear that the Administering Authority and the Territorial Government have made ample legislative provision to protect the tenure and future needs of the indigenous inhabitants. These provisions are re-inforced by the deep-rooted love of Samoans for their traditional lands and their reluctance to see land permanently alienated. Much of Samoan custom stresses this feeling, and implies that present members of an aiga hold land more or less 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 includes public health, education, public reserves, burial of the dead, water supply, provision of public buildings, provision of harbours and wharves, &c. This Act further provides that the High Commissioner may by warrant under the Seal of Samoa proclaim any Crown or other land a road and that all persons having any interest in such land and suffering loss or damage should be entitled to compensation as in the case of land taken for public purposes.

All lands taken for public purposes, apart from those used for roads, have therefore been taken by way of Ordinance. Under the present constitution these Ordinances must be approved by the Legislative Assembly, in which there is a majority of indigenous inhabitants. In the debate in the Legislative Assembly in connection with the taking of some land at Fuluasou in 1949 the only relevant comment stressed the need for good will and further co-operation between the Government and the owners of the land concerned. In recent times this attitude of mind has predominated when Land for Government Purposes Ordinances are being discussed. The only Land for Government Purposes Ordinance in the year under review passed without debate.

In 1952 an area of 27.69 perches situated at Apia was taken by Ordinance to permit the extension of the Secretariat building. In this case the owner of the land took his claim for compensation to Court and was awarded £1,705.

A small section of 1 rood 4 perches situated at Falevao, about 18 miles from Apia, was taken by Proclamation as a road reserve, £30 compensation being paid.

WATER RESOURCES

The water resources in the Territory have not been properly surveyed so details cannot be given. Most districts have ample supplies of water for agricultural purposes as long as the rainfall is not abnormally low for long periods. In very dry seasons, however, production may slump badly, especially in those areas which depend entirely on rain water for their supplies (as at the western end of Savai'i). The soil throughout the Territory is porous and there probably exist large underground water supplies, as there are, considering the average rainfall, remarkably few streams and rivers.

Savai'i is, in general, poorer in water supplies and depends more on rain-water tanks than Upolu, but on both islands the Territorial Government is making every effort to extend its piped water systems and to build, where piped water is impossible, more tanks and catchment areas. However, rain will continue to be the direct source of water for the extensive plantation areas in most parts of Samoa for many years. The position should be clearer after the projected detailed survey.

AGRICULTURE

Land is used for the growing of cash crops, food crops, and also for raising beef and dairy cattle, and to a small extent for the provision of timber. The main cash products have been described above. In addition to plantations for these, considerable areas are used for the production of food crops, principally taro and ta'amu. Nearly all the land utilized for agricultural production is on or near the coast, almost the whole of the high inland areas of both islands remaining undeveloped. No survey of the productivity of existing cultivations, or of the potentialities of the remaining areas, has been made, and so it is not possible to estimate the extent to which these lands are capable of development. Before this can be done with any degree of certainty a soil survey and a large number of experimental croppings will have to be completed. One of the major problems to be overcome is the difficulty of efficiently cultivating soils carrying such a density of scoriaceous rock as to preclude the extensive use of the normal cultivating implements.

METHODS OF PRODUCTION

The first method of agricultural production in Samoa is that generally referred to as "village agriculture," and is confined exclusively to Samoan villagers. Village agriculture involves the largest areas of land, the greatest labour force, and produces the major portion of the agricultural products of the country. Basically it is a subsistence system of economy designed to meet the normal village food and other requirements. On this foundation, however, has been built a partial cash economy which has enabled the villagers to take part in the general commercial activity of the Territory. Cocoa, copra, and bananas for export are mainly produced by this form of agriculture, and the local sale for cash of bananas, taro, and ta'amu has now become a permanent feature of the Samoan economy. The village plantings are almost invariably mixed, containing some or all of the following crops: coconuts, cocoa, taro, ta'amu, breadfruit, sugar cane, yams, manioc, and various fruits. Accessibility and climate partly determine the relative amounts of each crop grown in various localities. At times the cultural practices observed on commercial plantations are followed, but in general the standard of crop husbandry is not high. The productive unit is the family unit or aiga, which is controlled by a chief or matai. The precise pattern of agriculture followed is decided by the matai, but, of course, the efficiency depends on the diligence of the average worker. Any improvements made in the future must be slow as they depend on raising the total output of the complete family group.

The second type of agricultural production may be termed "plantation agriculture." Unlike the village agriculture, it is controlled mainly by the section of the population which is of European status. A few organizations exist (*e.g.*, the New Zealand Reparation Estates) which run their plantations on large-scale business lines, but in general the control is in the hands of single planters. The main products are cocoa, copra, and rubber, but small quantities of bananas, taro, and ta'amu are grown for export or local sale. Apart from the efforts of the planter and his family labour is supplied, either on a contract or wage basis, mainly by indigenous inhabitants. The

efficiency varies greatly, but in general is much higher than that of village agriculture. One estate has produced up to 1,200 lb. of cocoa beans per acre in a year for a block of 15 acres. Plantings are very rarely mixed. The best of the village plantings are those which emulate the plantations, and in many such instances the villagers have at some time worked for one or other of the planters.

The third type of agriculture is of minor importance and is confined to a number of institutions such as schools, missions, and prisons. The authorities may aim at food production alone, or may sell some of their produce elsewhere. The labour supply is generally made up of the staff and/or residents, and at times the work is partly planned so as to be of educational value. There is no common pattern of agriculture, but, in general, features of both village and plantation agriculture are present. The range of crops grown is similar, except that at the prison small quantities of bamboo are grown to provide material for various handicrafts.

No precise information is available on the acreages under the various crops, but there has been a general tendency for the areas under cocoa, coconuts, and bananas to increase. Food plantings probably decreased slightly early in the year until the shortage of local foodstuffs, partly brought on by abnormally dry weather, was so acute that large-scale plantings occurred. No major changes took place apart from this general increase. No land is irrigated and only small areas were reclaimed in 1952, mainly in Apia Harbour.

No famines occurred or are likely to occur, but a partial food shortage was experienced in certain areas. The main district affected in particular was the urban and suburban area in and around Apia. Dry weather in the outer districts coupled with the general tendency to concentrate on the planting of export cash crops led to a reduction in the local supply of foodstuffs to Apia. As this coincided with the difficulty of importing certain basic foodstuffs for a period, the residents of Apia were unable to obtain their normal supplies at reasonable prices. A vigorous planting campaign has rectified this abnormal situation. As explained above, the policy with regard to village planting is in the hands of the matai. The Department of Agriculture, through its district field officers, advises on the desirability and techniques for planting food and economic crops. Neither the Government nor any other authority has any power of compulsion or restriction in these matters.

CHAPTER 4: LIVESTOCK

In the general economy of the Territory cattle are the main livestock kept. Nearly all these are the property of the plantation owners or mission authorities. Of a total slightly in excess of 10,000 head of cattle, all except about 500 are kept for ultimate disposal as beef. Present killings are roughly 2,000 per annum, all of which are consumed locally. The majority of breeds of European cattle have been improved by the importation of blood stock, and the bulk of the present herds are derived from a number of different breeds. The present policy is to grade towards Hereford and Aberdeen Angus beef types, and towards Holstein and Jersey-Shorthorn dairy types. To this end a few bulls are imported from time to time, principally from New Zealand and Fiji. Some Krishna Valley Zebu bulls have recently been imported from Fiji for experimental purposes.

Possibly one to two hundred head of stock are owned by Samoans, and in general these are tethered. The Samoan land tenure system, together with mixed plantings and the absence of fences or walls, virtually precludes the development of cattle raising. There is practically no demand for milk at present by the Samoans so the main incentive to dairying is absent.

The efficiency of the cattle industry cannot be measured without the collection of a large number of data. The New Zealand Reparation Estates carry roughly one beast to the acre at all seasons of the year. Much of this land yields copra in addition to beef. This would certainly be regarded as very efficient in the Temperate Zone. A few experiments are being conducted to ascertain whether or not certain improvements to existing pastures can be effected.

Pigs and poultry (chiefly fowls) are kept in most Samoan villages. No definite system of management is followed. The fowls are used fairly frequently in the ordinary diet, but pigs are reserved for festive occasions. Apart from occasional coconuts, the only foodstuffs given are surplus food and kitchen scraps. There are roughly 100,000 fowls and 40,000 pigs in Samoan villages.

Horses and donkeys are used for transport as well as sport. No census has been taken of their numbers, but the New Zealand Reparation Estates alone own approximately 300 horses and 200 donkeys.

No major changes have taken place in the year under review in the acreage devoted to, or the number of head of, the principal types of livestock save a probable increase in the number of cattle.

No serious pests exist, and tuberculosis, the most serious cattle disease, is combated by frequent tests and inspections, and the killing of affected beasts. The Departments of Health and Agriculture co-operated in this work. Zebu bulls have been introduced to assist in the breeding of stock more immune to tuberculosis.

CHAPTER 5: FISHERIES

Only "subsistence" fishing exists in the Territory. Supplies for domestic needs are available on the reefs and coasts of all parts of the islands. Deep-sea fishing, save for bonito and shark, is not general. Fish are caught by line, net, fixed traps, and underwater spearing. Some locally caught fish are sold in and around Apia.

Sea growths, shell fish, &c., are sought mostly by women during low tides.

The taking of fish by explosives or poison is strictly prohibited.

The economic potentialities do not invite efforts by the inhabitants to undertake large-scale fishing. The male members of the community have their time fairly fully occupied with the growing of food and cash crops and with social and communal matters.

There are no fish processing facilities in the Territory.

CHAPTER 6: FORESTS

No legislation has been enacted with regard to the utilization of forests, the protection of reserves, afforestation, and re-afforestation, nor does Samoan custom prescribe any special restrictions on the use of forest land. A policy was drawn up in 1950 by an overseas forestry

expert and presented to the Government in the form of a report, which has now been printed. A small forest reserve has been created on which tree growth and other observations are made. It appears that the forests are unlikely to support a major industry.

No permanent forests under properly planned management exist, and, apart from very small areas of up to 10 acres, no plantations of timber trees have been planted.

The main timbers which are milled and utilized in Samoa or overseas are "tamanu" (*Callophyllum samoense*), "talie" (*Terminalis catappa*), "asi" (*Endiandra elaeocarpu*), and "ifilele" (*Intsia bijuga*). Small quantities of teak (*Tectoria grandis*) are also milled. The Samoans also use "poumuli" (*Securinega sp.*) and "aloalo vao" (*Premna taitensis*) for building their own type of dwelling.

Small quantities of Samoan hardwoods are exported to New Zealand.

CHAPTER 7: MINERAL RESOURCES

As far as is known the Territory has no mineral resources, but under the Samoa Act 1921 the mineral rights in Samoan land may not be alienated save to the Crown, unless other provision is made by regulation or ordinance. This provision does not apply to European land.

CHAPTER 8: INDUSTRIES

Industries in the Territory are very few in number and small in scope, being confined mainly to timber milling (by the Reparation Estates and by one private person) and dressing, small individual enterprises for processing coffee and the manufacture of curios, aerated drinks, and similar products. The products are almost without exception for consumption within the Territory. The manufacture of dessicated coconut by the New Zealand Reparation Estates is still suspended and will be so until market prices again make it profitable. Samoan hardwood exported to New Zealand in 1951 amounted to 50,300 super. feet, valued at £2,217. Only 5,036 super. feet (of tamanu) were exported to New Zealand in 1952.

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

The tourist trade has not been an important industry to date. A reasonable number of people visited the Territory by air and sea in 1952, but accommodation facilities and recreational amenities are still not as attractive as in some other Pacific Islands, despite the opening during the year of a new hotel.

During 1952 a company was floated which intends, among other projected enterprises, to establish a factory manufacturing soap from coconut oil. This soap will be for local consumption.

Capital for industrial development is readily available from the Bank of New Zealand and from private sources, but comparatively little call is made upon these facilities. Working capital is also supplied by the Bank.

The Revenue Ordinance 1929 and its amendments in 1936, 1937, and 1941 listed those businesses and trades which require yearly licences to be issued by the Collector of Taxes. Conditions upon

which licences are granted may be laid down by regulations issued by the High Commissioner from time to time. Penalties for those offences committed by businesses which endanger the health of the public are provided for by the Samoan Health Ordinance 1921 and its amendments. The Inspectors of the Health Department are empowered to inspect business premises, any stock of foodstuffs, buildings, &c. Applications for trade or business licences which affect the land or interests of indigenous inhabitants are referred to the Secretary of Samoan Affairs for report before being granted by the Collector of Taxes.

A summary of licences issued is given in Appendix XXV. No applications for licences were refused by the Collector of Customs during 1952.

FUEL AND POWER

Fuel for cooking consists largely of wood and coconut husks except in certain areas, almost all near Apia, where cooking by electricity is becoming increasingly popular.

Sources of existing electrical power are:

Magiagi hydro-electric plant	72 kW. capacity.
Fulusou hydro-electric plant	280 kW. capacity.
Diesel auxiliary plant	80 kW. capacity.

Sources of electrical power in the course of erection or for which equipment is on order are:

Avele hydro-electric scheme	1,000 kW.
Diesel generating plant	300 kW.

The diesel plant should be in service in 1953 and the Avele Scheme completed in late 1954 or early 1955.

For future development the following hydro-electric potential is available. These will exhaust the supply of water power:

No. 2 stage Vaisigano (Upolu)	750 kW.
Salani River (Upolu)	2,000 kW.
Falefa Falls (Upolu)	150 kW.
Palauli (Savai'i)	80 kW.

Existing power schemes serve an area of 20 square miles in and near Apia. In addition a number of small diesel lighting plants are in operation in outer districts:

Malu (Upolu)	20 kW.
Palauli (Savai'i)	18 kW.
Salailua (Savai'i)	20 kW.
Vaipouli (Savai'i)	5 kW.

About 16,000 persons are served by electric power and, despite a breakdown in the diesel auxiliary plant in August and a serious shortage of water in the Fulusou River, 1,435,800 units were generated in 1952, compared with 1,142,000 in the previous year. The demand is still growing. Rates paid by consumers vary with districts, but the major schemes retail power at 7d. net per kW.h. for lighting (estimated as 40 units per month) and 1½d. net per kW.h. for power and domestic purposes.

CHAPTER 9: TRANSPORT AND COMMUNICATIONS

There are no railway services and no internal air services in the Territory. No subsidies are paid by the Administering Authority or the Territorial Government to any private companies for the services mentioned in the following paragraphs:

POSTAL SERVICES

Postal services in Western Samoa are operated by the Postal Department of the Government of Western Samoa. Control is exercised from the Chief Post Office, Apia, by a Postmaster, responsible to the Secretary to the Government. In addition to the Post Office at Apia there are eleven sub post offices in the Territory as follows—

Malua	} North coast of Upolu.
Leulumoega	.....	.....	.....
Mulifanua	.....	.....	.....
Falefa	.....	.....	.....
Lotofaga	} South coast of Upolu.
Falealili	.....	.....	.....
Aleipata	.....	.....	.....
Tuasivi	East coast of Savai'i.
Fagamalo	} North coast of Savai'i.
Sataua	.....	.....	.....
Salailua	South coast of Savai'i.

The main office at Apia is the distributing centre for the Territory and handles all inward and outward overseas mails in the same way as is done by the chief post offices in New Zealand. This office also operates a savings bank and transacts money-order business.

Postal services on Savai'i are co-ordinated by the sub-office at Tuasivi. This office, being situated at a terminal of the Savai'i ferry service, is in regular sea communication with the principal island of Upolu.

Postal services are maintained in conformity with the standards of the Post and Telegraph Department of New Zealand. There are at present thirty full-time employees at the Apia Post Office and eleven part-time employees at the sub-offices. The sub-offices are staffed mainly by traders in the employ of commercial firms. For this work a nominal retainer is paid by the Samoan Government.

In a normal year the Department makes a small profit.

INTERNAL MAIL SERVICES

The distribution of mails in Apia is by means of private boxes let to box-holders at a yearly rental of £1 5s. for larger-sized boxes and £1 for the smaller ones. There is no postman delivery and non-box-holders in the Apia area and environs apply to the general delivery counter of the Apia Post Office for their mail.

Mails to the villages of Malua, Leulumoega, Mulifanua, and Falefa, on the north and west coasts of Upolu, are delivered daily by motor vehicle. The three sub-offices on Upolu's south coast—Aleipata, Lotofaga, and Falealili—are served weekly by out-district messengers attached to the Apia Post Office.

The sub-offices of Tuasivi and Fagamalo on Savai'i are in communication with Upolu by launch; daily (except Saturdays and Sundays) in the case of Tuasivi, and once weekly in the case of Fagamalo. Savai'i's other two sub-offices at Salailua and Satana receive mails at irregular intervals either direct by sea from Apia or indirectly by police messenger through Tuasivi.

The Manono and Apolima mails are despatched to Mulifanua sub-office and are called for by the inhabitants at times convenient to them.

OVERSEAS MAIL SERVICE

Western Samoa lies well away from the main trans-Pacific sea and air routes, and is thus dependent upon regional services for the despatch and receipt of its overseas mail.

There is a monthly sea mail from New Zealand via Fiji and Tonga, and from Canada and the U.S.A. at intervals of approximately ten weeks. There is also a weekly sea mail between Apia and Pago Pago in American Samoa.

Air mails are carried by aircraft of the Tasman Empire Airways, Ltd., which maintain a fortnightly service from New Zealand to Tahiti via Fiji, Western Samoa, and Aitutaki (Cook Islands). A four-weekly shuttle service is also in operation between Apia, Suva, and Auckland. Air mails for Hawai'i and the U.S.A. are despatched via Fiji.

TELEPHONE SERVICE

The telephone service is operated by the Postal Department of the Government of Western Samoa. The service is continuous (including Sundays and holidays) and extends over an area around Apia and up to ten miles down the north coast towards the airport.

The telephone exchange is equipped with three 100-number magneto switchboards and can accommodate up to about 500 individual and party-line telephones. The types of equipment used are as follows:

Switchboards: Three manual Ericsson switchboards of the shutter type each of 100 lines and each equipped with 30-cord circuits.

Main Distributing Frame: Cooks type. Three verticals each of 100 lines.

Telephones: Mainly Ericsson and a few Western Electric.

The principal rates are:

Class of Connection.	Annual Rental.		
	£	s.	d.
Individual line	10	0	0
Two-party line	7	10	0
Three-party line	6	13	0
Four-party line	6	5	0

Improvements carried out during 1952 include the installation of the third 100-number switchboard and the laying of additional underground cables approximately eight miles long.

No distinctions are made between indigenous inhabitants and other sections of the population in the use of telephone facilities.

With the exception of the local European line foreman who had six months' training in New Zealand, the line staff is recruited and trained locally. This also applies to exchange operators.

POLICE MESSENGER SERVICE

Police messengers carry on daily service within a radius of two miles of Apia and deliver official mail and summonses to the outer districts once a week.

RADIO BROADCASTING

Station 2AP of Apia, Western Samoa, broadcasts on 1,420 kilocycles. Programmes are sent from the studio by means of a frequency modulated transmitter operating on 102 megacycles to the main transmitter (a standard A.M. 2 kW. broadcast transmitter) which is situated on a mountain above Apia.

In the Territory there are 893 privately-owned receiving sets and 260 Government issued sets. A registration fee of 5s. per annum is payable on private receiving sets.

Seventy Government sets are in village schools; the rest are community receiving units. About three hundred of the private wireless sets are in Apia and its environs; the remainder are distributed widely throughout the Territory.

When the present installation scheme is completed 103 Government schools, as well as those mission schools that desire them, will have receiving sets.

RADIO-TELEPHONE AND WIRELESS TELEGRAPH SERVICES

There are radio-telegraph stations in Savai'i and two (including the main station) in Upolu. Outstations communicate with the main station in Apia which handles all foreign traffic. Two of them are linked with Apia by radio-telephone.

Outstation equipment consists of self-oscillatory transmitters of 5 watts and three three-valve regenerative receivers. Outstation radio-telephones are ZC1 type transmitters. The frequencies for outstations are: reception, 375 kilocycles; transmission, 7,000 kilocycles; communication is on a schedule basis at 7 a.m., 1.30 p.m., and 5 p.m., daily.

Telegraph rates for internal communication are fixed by the Territorial Government and are based on a 3d. per word ordinary rate. Foreign rates are fixed by the Territorial Government in collaboration with the New Zealand Telecommunication authorities. All equipment is owned by the Territorial Government.

A continuous watch on the International Distress frequency of 500 kilocycles is kept by the Apia station. All foreign stations are worked on a schedule basis, New Zealand acting as an outlet for foreign traffic except that to the Pacific Islands, which is transmitted direct.

The only improvement during 1952 was the installation of radio-telephone equipment at two outstations, but the construction of two new stations which are to be equipped with radio-telephone is being undertaken, and the necessary equipment has been ordered.

AIR SERVICES

A sea-landing area, suitably marked, was constructed during 1952. Both it and the adjacent airfield are under the management of the Civil Aviation Branch of the Air Department. This area is 13,900 ft. long, 670 ft. wide, with a turning circle of 750 ft. radius at each end and a

mooring basin approximately 2,000 ft. by 650 ft. equipped with two moorings. The depth is 8 ft. 6 in. at M.L.W.S.T. Electric flares are fitted and marine craft for passengers, cargo and maintenance work are in use.

Tasman Empire Airways, Ltd. (New Zealand), have used this sea-alighting area since early November when their Auckland-Suva-Papeete service replaced the New Zealand National Airways Corporation's Regional Service. Solent flying boats Mk. III (thirty-six passengers) and Mk. VI (forty-three passengers) are used. The planes (Solent, Mk. IV) flying to and from Tahiti call each fortnight, and a terminal flight (Solent, Mk. III) is made to Samoa approximately once a month if circumstances warrant it. The alighting area is also occasionally used by Catalinas of the Royal New Zealand Air Force.

The airfield, which is situated at Faleolo, 22 miles west of Apia near the sea-alighting area, has not been in use since early November. It is, however, maintained by Civil Aviation officers with locally recruited staff. The runway is 5,905 ft. by 328 ft., and is of compounded scoria with a grass surface.

During 1952 air passengers to Samoa numbered approximately 500 inwards and 500 outwards. From Fiji air connections throughout the world may be made. The air fare from Apia to Fiji is £17 10s. single and £31 10s. return. The air cargo rate to Fiji is 2s. 6d. per kilogramme.

METEOROLOGICAL SERVICES

The Apia Observatory, which was established during the German administration, is now operated as a branch of the Christchurch Geophysical Observatory of New Zealand Department of Scientific and Industrial Research. Work is carried on in the following fields:

Terrestrial Magnetism.—Continuous photographic records are made of horizontal intensity, declination, and vertical intensity of the earth's magnetic field by two Eschenhagen variometers and a Godhavn Balance. From the records hourly values of the three components are deduced and forwarded to interested institutions throughout the world.

Data pertaining to magnetic storms and their effects on radio propagation conditions is also distributed.

Absolute observations are regularly made with a C.I.W. Magnetometer No. 9 and a Schulze Earth Inductor. A set of Quartz Horizontal Magnetometers installed in 1952 will, after a suitable intercomparison period, supersede the C.I.W. Magnetometer.

Seismology.—Recordings of seismic disturbances have been kept since the Observatory was established. It is particularly well-placed to record shocks from Tonga, Fiji, the Kermadecs, and the Solomon Islands, all centres of great activity. Horizontal and vertical component Wiechert Seismographs and a short period Wood-Anderson instrument provide continuous recordings. A new long period Wood-Anderson seismograph is to be installed in the near future.

All records are analysed and the results are sent to other stations throughout the world.

Meteorology.—All synoptic and climatological work is produced by a complete meteorological station which is maintained and staffed by the New Zealand Air Department. Observations of the meteorological elements are made at 1.00 a.m., 7.00 a.m., 9.00 a.m., 10.00 a.m.,

1.00 p.m., 3.00 p.m., 4.00 p.m., 7.00 p.m., and 10.00 p.m., and continuous autographic records are made of air temperature, pressure, humidity, rainfall, direction and velocity of wind, and duration of bright sunshine. Three outlying stations in the Tokelau Group are under the supervision of the Observatory, and regular rainfall reports are received from some twenty stations throughout the two main islands of the Samoa Group.

Meteorological information is supplied to all incoming and outgoing aircraft, and any information on weather conditions is available to the Territory through the Observatory.

This station is included in the New Zealand Pacific network which supplies information to Nadi (Fiji) for the purpose of forecasting.

Oceanography.—The Observatory records the heights and times of tides, and daily observations are made of sea temperature and density. The results are forwarded to the United States Coast and Geodetic Survey.

General.—Tide predictions, sun rise and set times, and other information is available on request to the Observatory. A time service is soon to be made available in conjunction with the local broadcasting station.

In 1952 observations on a solar-still were made for the New Zealand Reparation Estates, and it is intended to investigate this in more detail.

Most of the Observatory staff are New Zealand officers.

ROADS

Of the main roads in the Territory 47 miles in the area of highest traffic density are bitumen-sealed. All other roads are rock pitched with loose gravel or crushed metal surfaces. Main roads are designed for 18 tons gross loads. Altogether there are 158 miles of main road, 82 miles of secondary and village access roads, and 27 miles of plantation roads which are fit for light traffic (about 267 miles of road in all).

The Public Works Department maintains all these roads, save those to plantations. There are over sixty bridges of different types, varying in length from 18 ft. to 240 ft. and made of concrete (11), steel (4), or wood (46). In 1951, £27,964 was spent on maintaining and improving roads, while in 1952 over £84,000 was spent on roads and bridges.

An average formed and surfaced 20-foot road costs about £2,000 a mile to construct. Tar-sealing costs another £3,000 per mile.

No regular vehicle ferry services operate in the Territory.

ROAD TRANSPORT SERVICES

Virtually no pack transport is used in Western Samoa. Portage is now comparatively rare save in outlying areas where there are no vehicular roads and motor transport such as at the eastern end of Upolu and in parts of Savai'i. Figures given below were taken in October 1952.

Private Cars.—In the Territory there were 196 cars, 65 per cent being of American manufacture and 35 per cent of English. More English cars have since been imported.

Taxis.—Fifty-three taxis operate in both Islands, fifty-two of them in Upolu. About half are owned individually or in groups, most of the remainder being the property of a single transport company, which is a family concern. The Government approves the scale of fares, which is at present 2s. for the first mile and 1s. for each additional mile.

Buses.—Fifty buses operate in Western Samoa, forty-four being on Upolu. About half of them are owned by a single company. The carrying capacities vary from eleven passengers to thirty-seven passengers. Ninety-five per cent of buses are of American manufacture, 5 per cent being of English manufacture. Much of the body work is done locally.

At present there is no official time-table for buses, the matter being left to the discretion of the owners. The scale of approved fares, which came into force in June 1951, ranges from 1s. to 8s., depending on the distance travelled. Concession fares are available.

Commercial Vehicles.—Altogether 168 lorries ranging in size from 10 cwt. to 5 tons operate on both Islands, carrying all forms of produce and goods.

Length of Bus Routes.—The longest route is from Apia to Poutasi, a distance of about 46 miles.

Number of Passengers.—The estimated number of passengers carried by buses each year is over four hundred thousand.

SHIPPING SERVICES

Apia, the only overseas shipping port in Western Samoa, is a reef harbour on the north coast of Upolu. It has fair repair facilities for small craft such as launches, but few for large vessels. The usual maximum for ships is: length, 450 ft.; draught, 30 ft. Larger ships can anchor in 18 fathoms on the line of leads outside the reef.

There are no deep-water wharves or bulk storage facilities for oil, but lighterage facilities are good, and fresh water can be supplied. A 10-ton hand-operated crane is in service. In the inner harbour are two large buoys and a small one, while further out is room for two anchorage berths.

No inland waterways exist, but launches belonging to trading firms or transport companies ply frequently between Upolu and Savai'i and around the coast of the islands.

Twenty-four launches (19 diesel-powered, 5 petrol-powered) are registered in Apia, and of these fourteen or fifteen are usually engaged in commercial or ferry trips around the coasts of the Territory. They vary in size from one licensed to carry 100 passengers and 45 tons of cargo on an ordinary trip, to several carrying about 14 passengers and 15 tons. Most launches run from Apia, but some are stationed at Mulifanua (near the western end of Upolu) and at Falefa (at the eastern end of the north coast road from Apia). Half the launches belong to trading firms, two are pilot launches owned by the Government, one is owned by the New Zealand Reparation Estates, and the remainder are used in Apia Harbour, on ferry runs, or at the flying-boat base.

The longest trip within the waters of the Territory is 60 miles (Apia to Falealupo, at the western end of Savai'i).

The following are sample passenger fares on the launches—

Apia-Fagamalo	—	—	11s. 6d.
Apia-Pago Pago	—	—	£2 10s.
Falefa-Aleipata	—	—	6s.

The m.v. "Manu'a Tele," an ex-minesweeper owned by the Government of American Samoa, also runs between Pago Pago and Apia fairly regularly.

Cargo rates on launches are levied by the piece, but as most trading firms transport their goods in their own vessels the sundry cargo carried is not large. Barges are used to transport heavy equipment.

Most overseas shipping that calls at Apia belongs to the Union Steam Ship Co. (New Zealand). A monthly cargo and passenger service is maintained between Apia and Auckland by the m.v. "Tofua," a new vessel of 5,300 tons with passenger accommodation for 75 people, refrigerated cargo space for approximately 24,000 cases of fruit, and space for 1,100 tons of general cargo.

When sufficient bananas are available this service will be augmented by the m.v. "Matua" and a fifteen to sixteen day time-table will be maintained. The "Matua" is of 4,250 tons and carries 69 passengers, about 24,000 cases of fruit, and 500 tons of general cargo.

A frequent cargo service is maintained between Australian ports, Apia, and North America by the trans-Pacific vessels "Waihemo," "Waikawa," "Waitomo," and "Wairuna" (Union Steam Ship Co.). This company is also the current lighterage contractor at Apia, with a plant of four launches and twelve large lighters.

Vessels of the British "Bank" line call at Apia at regular intervals to load copra for the United Kingdom, and the "Thorsisle" (Pacific Islands Transport Service, Norway) calls about once every six weeks on its round trip from the United States through the South Pacific Islands. The "Tofua" carries deck passengers between the various Pacific Islands at cheap rates—for example, Pago Pago to Apia, 15s.; Apia to Suva, £2 5s. The fare from Apia to Auckland, ordinary cabin accommodation, is £27; from Apia to Suva, £9.

INTERNATIONAL SERVICES

Permission to operate international air services to and from the Territory must be obtained from the Administering Authority regardless of the nationality of the operator (International Air Services Licensing Act 1947). International road services are geographically impossible.

International shipping services are subject to no licensing contract provided that they comply with the various Acts and Orders such as the Sea Carriage of Goods Act 1940, which relate to seaworthiness and international standards.

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

Formalities relating to the movement of goods have been mentioned above. A strict control of plants, animals, and insects brought into the Territory is kept by the Customs and Agriculture Departments.

OPERATION OF SERVICES, ETC.

No distinction is made between indigenous inhabitants and other sections of the population in the use, ownership, operation, or servicing of transport or communication facilities, save that indigenous inhabitants must have the express permission of the High Commissioner before forming any sort of business company. This is partly a protective measure and is partly due to the fact that, in law, indigenous inhabitants are not liable to be sued for trade debts in normal circumstances. This provision, which will probably soon be repealed, inevitably restricts the credit granted to indigenous inhabitants by commercial concerns.

The recruiting and training of indigenous inhabitants in the classified employments is similar to the recruiting and training of other employees. Positions are advertised and the most suitable applicant chosen. Training in almost all positions is "on the job," and promotion is determined by skill, experience, and character. Samoan crafts are learned from early childhood at home, as are the techniques of fishing, planting, and hunting. Samoan builders learn their trade under a master builder.

There are few facilities within the Territory for specialized training in the professions and technical fields, and many who excel in practical mechanical ability go to New Zealand when they feel that the Territory offers them inadequate opportunities. It is probably impossible for a small and limited economy like Samoa's successfully to compete with larger and more developed countries in this respect.

Typists and stenographers are trained in Apia, mainly at the Convent School. When Samoa College is opened in 1953 it is hoped to expand training facilities. At the moment night classes are given in basic subjects such as English and elementary bookkeeping, but comparatively few inhabitants of the Territory, indigenous or otherwise, have the interest or the general educational background to pursue their studies to a very high level. Many of those that have are sent to New Zealand under the scholarship scheme or go on their own resources. One part-Samoan in the latter category will probably complete his professional law examinations in early 1954, and other persons from Samoa are training as doctors and lawyers in New Zealand Universities.

It is hoped to arrange for the training of public servants in New Zealand Departments to a greater extent than this has been done in the past. Those who have received this opportunity have benefited immensely from it, and senior public servants of local birth are encouraged to study in New Zealand Departments when on furlough in that country. The development of a more comprehensive scheme of this nature is under consideration, but the number that would permanently benefit from the proposed training is not unlimited, as possible language, educational, and personal impediments have always to be considered.

Dr. Harlow's report to the South Pacific Commission on vocational training needs and facilities in the area should be of great assistance in furnishing the Governments of the area with the information and advice necessary if the educational policies pursued in the various territories are to be co-ordinated and economically sound. An interim report is at present under consideration.

Part VII: Social Advancement

CHAPTER I: GENERAL SOCIAL CONDITIONS

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

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

SAMOAN SOCIETY

The traditional forms of Samoan society have shown remarkable adaptability when brought into contact with exotic elements. Today the Samoan has wider interests and needs than his ancestors, but the structure of his society and its standard of moral and social values have changed comparatively little in their essentials since the adoption of Christianity over a century ago. Samoans are conservative and homogeneous. They are extremely gifted in re-interpreting new forms of political and economic organization and social relationship in terms of old concepts, based on their own custom and their own traditional way of living and thinking. Changes in ethos and outlook are occurring, but their incidence and rate are, inevitably, hard to measure.

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 co-operation 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. 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 responsible for the maintenance of its dignity and the adequate performance of its social obligations.

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

The matai bears a family name or title by which he is always addressed and which succeeds from one holder to another. There is nothing in Samoan custom to prevent his holding two or more titles, as inter-marriage through many generations has united many of the leading families. A title or family name may be split or shared, and there may be two or more holders concurrently in one or more branches of the family tree, especially if the family has become big and unwieldy. Succession is not necessarily from father to eldest son, but all within the wide family group are eligible. The will (*mavaega*) of the former holder may play an important part in the election of a new titleholder, but it is correct to state that 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.

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

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

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

Many Samoans have, it is true, accepted European economic ideals and the greatest part of the main exported crops are grown on their family plantations. The new money economy has made its effects felt even in the outlying districts; nearer Apia it reigns supreme, although not alone. There is, however, a growing consciousness that the Samoan *aiga* system and communal economy offer comparatively few incentives for increasing production or accumulating capital for further exploitation of old or fresh means of production. A matai has, for instance, no sure knowledge that he will be succeeded in his title and lands by his son or even by a fairly near relative. Some untitled men have broken with the matai system to a large extent and now cultivate their own plantations, or work in Apia for their own profit, but, by and large, the traditional system seems flexible enough to tolerate these. At the moment it seems that in the increasing pressure of population on

food resources and the rising standard of living lie the most fertile seeds of social change, but this pressure is at present strongly felt only in a few areas, such as part of the north coast of Upolu. Education in European ideas has, of course, affected the thinking of many 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 high social position and worldly success.

The Samoan hierarchy of titles is most complex. Some titles are conferred by "clans" collectively. It should be noted that many of the highest titles carry with them immense ceremonial prestige but little practical or political power.

THE EUROPEAN COMMUNITY

As has been already indicated, those of European status are usually persons of part-Samoan blood. 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 holdings, 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. Some persons legally of European status appear to have returned themselves as Samoan in the last census. The prodigious rate of increase in the Samoan population removes any fear that the European element will in any way be a threat to the economic or political independence of the Samoan people. In fact, it seems possible that a large proportion of the European section of the community, now almost starved of fresh full-European settlers, will be absorbed, politically and culturally, within a few generations. Samoans overseas who marry Europeans may return with their families to reinforce the European section, but as a cultural entity it is even now very vaguely defined; some of its members live *fa'a-Samoa* (in the Samoan fashion), some have no European blood (see *Status of Inhabitants*), most are educated in Samoa, virtually all can speak Samoan, and some have no other language. All look on Samoa as their home, and many Samoans have a higher standard of living than the poorer Europeans.

Cases of friction between the two sections of the community are not serious. 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, &c. Many Europeans are, however, rather less conscious of all the ramifications

of the Samoan hierarchy of chiefly honours than are their Samoan brethren. They are also usually less knowledgeable on the subject of Samoan genealogies and customary ceremony.

SOCIAL ORGANIZATIONS

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

Other non-governmental social organizations 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 organizations include two general-purpose social clubs, a Play Reading Club, a Catholic Club, a Debating Society, a Returned Services' Association, an Ex-Scholarship Pupils' Social Club, a Girl Guides' Association, a Girls' Life Brigade, a Marist Brothers' Old Boys' Association, a Mothers' Club, and a Red Cross Society of Western Samoa, all of which have Samoans or part-Samoans among their members. In addition, there are, besides the purely sporting bodies, two other associations—namely, the Seiaute Club, a social club which is composed of Samoan ladies married to Europeans, and the Calliope Lodge of Freemasons, all the present members of which are Europeans.

CHAPTER 2: HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS

With some modifications and a few exceptions the rights listed in the Universal Declaration of Human Rights are secured by law to all the inhabitants of the Territory. There is complete equality before the law and equal protection under it.

Article 23 of the Universal Declaration of Human Rights is not fully recognized in law, as the great majority of workers labour on their family lands and are not paid "wages" as in a society based on a money economy. There is, moreover, no legal provision for the forming of trade unions, as with so limited a "working" class in the Western sense of the word, no demand has ever arisen for any organization of that sort. If the demand arose it would be satisfied.

Article 26 of the Declaration states that every one has a right to education which shall be free and compulsory, at least at the elementary level. The finances of Western Samoa, and an insufficiency of teachers, prevent the adoption of free and compulsory education at the present time, although this remains the aim of the Government and the Administering Authority. Through a scholarship scheme, technical, professional, and higher education is made accessible to students on the basis of merit.

Article 21 (3) of the Declaration of Human Rights reads—

The will of the people shall be the basis of the authority of Government, this will shall be expressed in periodic and genuine elections which shall be by universal and equal suffrage and shall be held by secret vote or by equivalent free voting procedures.

In Western Samoa the basis of the authority of government is fundamentally the will of the people, in that government would be impossible in its present form unless it was acceptable to the vast

majority of the Samoans. Their representatives in the Legislature have an absolute majority, but are elected in the traditional Samoan manner; members of each family elect a matai, who elect the Faipule; the Faipule in turn elect the Samoan members of the Legislative Assembly. While this system permits of a large element of democracy, there is no secret ballot (save at the election of members of the Legislative Assembly by the Faipule), no roll of electors, and no legally instituted procedure of voting at the lower levels such as would permit the Administering Authority to claim that the suffrage in Samoa is universal and equal (save, of course, as far as citizens of European status are concerned).

But the present electoral arrangements have, up to the present, secured the support of the people as a whole, although not without exception. The Administering Authority considers that it would violate precious individual liberties, damage the fabric of Samoan society, and lose the confidence of the Samoans if it attempted to force on them all at once a Western form of democratic government at their present stage of development. It is trying, however, gradually to educate the Samoans to the advantages of a more liberal policy and a more progressive socio-economic system.

In a society organized on a communal basis, as is that of Western Samoa, public opinion tends to move against individuals in certain circumstances, and instances have been known where social pressure has been employed in limitation 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 and personal rights, the few against the many.

The operation of the matai system from time to time requires the subordination of personal opinion to the rights or opinions of the family. Yet even here the individual is secure in law and custom from oppression or derogation of his rights. 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 in another part of the country. Thus a large measure of social equilibrium and social justice is maintained.

Samoans would fully subscribe to Article 16 (3) of the Declaration of Human Rights, which states that the family is the natural and fundamental group unit of society and is entitled to protection. But a Samoan family differs from a European family in size, composition, and organization (see earlier in report).

There is no restriction on the expression of public opinion at either Samoan or European political meetings.

Clubs and political "parties" or functions have been constituted in the Territory during election campaigns, and the use of the Government broadcasting system has been permitted.

Since November 1950 a weekly newspaper, the *Samoa Bulletin*, has been published regularly by a local commercial organization. The *Samoa Bulletin* is bi-lingual, having articles in both English and Samoan.

There is at present no restriction on the nature of the contents of any publication if it conforms with recognized standards of decency.

The Government Broadcasting Service and the weekly newspaper both disseminate information concerning current developments of local and international significance.

All Samoans profess Christianity, and religious observances are prominent in Samoan life. Article 9 of the Trusteeship Agreement is fully observed—there is complete freedom of conscience.

Persons may be arrested without warrant only if suspected of serious offences against the person or of crimes involving violence.

Persons so arrested must forthwith be brought before the Court, and if the officer hearing the charges refuses leave to file an information, the prisoner is discharged from custody.

There is a free right of petition. All elements of the population are subject to the same laws as regards the safety of their persons and their property, and, other than in times of war, there have been no instances of the imposition of restrictions on the personal freedom of the inhabitants or restrictions on the writing, transmission, or publication of information.

SLAVERY

There exist in the Territory no forms of slavery, slave trade, or practices analogous to slavery. Persons may not submit through pledge or otherwise to conditions which prevent them from exercising rights normally enjoyed by ordinary individuals within the framework of local social custom. Although members of a family are required by custom to perform their share of work on family lands and they may not freely dispose of the produce of their labour, they are remunerated (mainly in kind) for their services and may freely leave their employment to work for wages or, more usually, to work for another branch of the family. Similarly, individuals or groups performing services, customary or otherwise, for another individual or for a village, district, or group of any description may freely terminate those services. It will be appreciated, of course, that sometimes an abrupt termination of usual services may be highly inconvenient and unprofitable for those concerned.

The marriage custom in the Territory does not permit any system of bride price or the giving in marriage of a woman without the right to refuse. Women in Samoa may leave their husbands at any time and take the children with them if they consider themselves unhappy or wronged. This in the eyes of the indigenous inhabitants annuls customary marriage, and both parties are free to marry again. Of course, the Christian principles of marriage are being more generally put into practice as time goes by, and this ensures even more definitely that the rights of women within marriage are protected. There is no practice in the Territory whereby children are transferred by their parents or guardians to third parties on payment or under conditions permitting the exploitation of the child regardless of its welfare. Children are well-liked in Western Samoa, and parents are solicitous of their welfare.

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

of the subject and the individual liberties are therefore guaranteed under British law. This means that slavery in any form is not permitted.

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 under review.

The Universal Declaration of Human Rights was printed in the weekly newspaper in English and was broadcast in Samoan from 2AP. At the end of the year a booklet entitled "The United Nations and Western Samoa" was printed. This contains in English and Samoan the text of the Universal Declaration and a selection of the more important resolutions of the various United Nations organs that concern Western Samoa, together with a brief historical commentary. The publication of this booklet had been delayed for many months mainly because of the difficulty of translating accurately into Samoan (which has a very limited vocabulary compared with European languages, and which is, at present, grammatically and verbally, in a state of flux) abstract concepts which are not free from ambiguity even when expressed in English. This booklet is to be distributed early in 1953 to schools, Government Departments, missions, political leaders, and others interested.

During 1952 schools continued to give lessons on the United Nations and Human Rights, using English versions of the Universal Declaration of Human Rights. These had been widely distributed, as had posters publicizing the existence of the Universal Declaration.

RIGHT OF PETITION

The right of petition to the Territorial and Metropolitan Governments was not formally exercised by any individual in 1952. The Legislative Assembly did, of course, bring before both Governments its views on several subjects (such as the control of the Public Service and the development of a separate Samoan currency) and asked for favourable decisions, but no formal petition was presented by any other body, unless the routine remits presented to the Territorial Government by the Fono of Faipule, the various district and village councils, and various firms and persons could be so called.

The indigenous inhabitants are well aware of their rights to submit petitions to the United Nations, and have made full use of them in the past. The Samoans are a politically alert people, and the Administering Authority has to date seen no reason constantly to remind them of their power to petition this high external authority when the Legislative Assembly, which holds most power in the Territorial Government, contains a majority of indigenous inhabitants who are approachable by their fellow-Samoans and appear to possess their confidence. It is the policy of the New Zealand Government to make the Samoan people look to their own responsible Legislature for redress of their grievances, as any other course must detract from the prestige, confidence, and capacity of the Territorial Authorities at the very time when their powers and dignity should be increased in anticipation of the eventual handing over of the administration to the islanders themselves.

In law comparatively few matters are subject to petition to the Administering Authority or to the United Nations, as most cases are within the competence of the Territorial Government and the ordinary Courts of justice. United Nations Visiting Missions find, however, that Samoans know of their general rights of petition and that some persons have availed themselves of these rights. Details of all such cases are fully reported within the Territory both by press and radio.

No restrictions of any kind were imposed, or in force, during 1952 on human rights and fundamental freedoms. No assembly was banned; the activities of no association were curbed. Any newspaper, periodical, or book may be imported into the Territory provided that it complies with the ordinary standards of decency and is not seditious. Over the last few years no printed matter has been banned.

THE PRESS

Many publications from countries outside Western Samoa find their way into the Territory. These are mainly periodicals from the United States of America, Australia, New Zealand, and the United Kingdom which are subscribed to by persons of European status and by some of the leading Samoans. There is a library in the Secretariat which may be used by the public, and there are small libraries at one or two of the clubs and at one of the chief trading firms, but there is nothing which could properly be called a public library. No commercial organization is wholly concerned with the importation and distribution of reading matter, but a few of the merchants sell cheap books and, more particularly, comics.

The weekly newspaper *Samoa Bulletin* is owned by a company of four European and part-European residents. It is an eight-page tabloid with two pages devoted to news and articles in Samoan and the rest printed in English. The *Bulletin's* circulation is about 1,400 copies, which reach most parts of the Territory, partly because the Government of Western Samoa buys several hundred of the copies at a reduced rate (fourpence instead of sixpence) and distributes them to various officials and those connected with the Government. The *Samoa Bulletin* appears to be read by most of the European residents and, to judge from its correspondence columns, where the letters in Samoan outnumber letters in English by twenty to one, some indigenous inhabitants are also interested and tend increasingly to use the *Bulletin* as a medium for airing their views on national and district problems. Events of local significance are covered by the *Samoa Bulletin*, the Government Radio Station, and, to a limited extent, by the various mission publications. The *Bulletin's* policy is to confine itself to the local news, publishing only that overseas news which is of some special importance to the Territory. The United Nations news that concerns Samoa is reported in both English and Samoan, and those meetings of the Trusteeship Council where matters affecting the Territory are discussed are covered more fully.

The *Savali*, a Government publication, was first published in September 1905. It is a monthly periodical in the Samoan language and is distributed among Government officials throughout the Territory and to many other interested persons. Its circulation is about 2,500.

Information essential to the smooth running of the Governmental machinery is printed, as are reports of local matters which are of interest to the people. Some copies of the *Savali* are sent as far as New Guinea, where several Samoans are engaged in missionary work. Besides publishing the *Savali*, the Government publishes various pamphlets, such as the recent one containing the Declaration of Human Rights and other United Nations material, in both English and Samoan.

Four mission organizations publish periodicals covering events which are of interest to the adherents of their particular church. Virtually all the matter published in these papers is religious and ecclesiastical. The Methodist Mission's *Fetu Ao* appears quarterly, while the Catholic Mission's *Auauna* (1,250 copies), the London Missionary Society's *Sulu*, and the Seventh Day Adventists' *Talamoni* (2,000 copies) are monthly publications. These papers are printed entirely in Samoan. Besides these papers, various small prayer books, Sunday School pamphlets, and other religious literature are published in the vernacular. Mission publications are distributed through the various missionaries, pastors, and others in some position of authority in each organization.

BROADCASTING STATION

The only broadcasting station in the Territory is owned by the Territorial Government, but reception of short-wave stations in New Zealand, Australia, and the United States of America is good. The programme material for 2AP Apia consists partly of standard recordings and partly of songs and music recorded locally on magnetic tape, mainly during various trips around the villages, but partially in the studio. About 25 per cent of the Samoan programme is a live performance. From the station are given broadcasts, regular talks on health, traffic rules, Government policy and similar subjects, daily school sessions, and weekly church services. The proceedings of the Legislative Assembly when it is in session are broadcast direct from the House. On United Nations Day special programmes are arranged to bring home to the people the importance of the International Trusteeship System, and all news from the United Nations which concerns Western Samoa is promptly made available to the Director of Broadcasting for use in his news service. Any important international events are also mentioned in the regular news broadcast.

Details of the number and distribution of radio receiving sets in the Territory are given above (Transport and Communications).

RELIGION AND MISSIONS

All Samoans profess some form of Christianity and have done so for about three generations. No indigenous religious movement, or any similar movement, has arisen in recent times. As no legal restrictions on conscience or religious belief exist (save those implicit in the need to maintain the peace and good order of the community), and as no restrictive measures have been taken, there is no impediment in law to the development of indigenous religions or religious variations. Samoans appear, however, to be content with their present religious options.

There are virtually no restrictions on missionary activity, nor have any restrictive practices been resorted to in the year under review. Mission schools are not automatically subject to Government inspection unless the materials for building the schools have been exempted from Customs duty by the High Commissioner. 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 syllabi, curricula, and standards of achievement at both the primary and secondary school levels.

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

No financial assistance is given to the missions by public bodies, but, as mentioned above, duty is waived on building material, &c., used in building mission schools on condition that these 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, their nationalities and the religious bodies to which they belong, with the number of their adherents in the Territory at the time of the last census, are set out hereunder. In the number of missionaries shown is included, in some cases, teaching staff. The Church of England in Samoa is more in the nature of a chaplaincy than a mission, and its chaplain's parish also covers American Samoa and the Cook Islands.

Denomination.	Nationality.						Adherents at Census 1951.	
	British (Including Dominions).	French.	German.	United States.	Others.	Total.	Samoa Status.	European Status.
London Missionary Society ..	7	..	..	..	..	7	45,817	1,021
Roman Catholic ..	18	17	8	15	3	61	14,709	2,151
Methodist ..	7	..	..	2	..	9	12,050	235
Latter Day Saints (Mormon)	8	..	..	23	..	31	3,145	349
Seventh Day Adventist ..	3	..	..	..	..	3	791	72
Samoa Congregational ..	..	..	..	..	..	..	593	52
Church of England ..	1	..	..	..	..	1	..	254
Others and un stated ..	..	..	..	..	..	..	145	254
							78,340	4,388*

* These figures include missionaries.

ADOPTION OF CHILDREN

By Samoan custom the adoption of children by foster-parents is recognized and is extensively practised. In most cases children are adopted by foster-parents at a very early age, and foster-parents assume control to the exclusion of natural parents. Provided that the

child lives in the adopting parents' family as a member of that family and gives allegiance to the adopting parents, it is, to all intents and purposes, recognized by Samoan custom as the child of the adopting parents.

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

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

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

IMMIGRATION

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

During the period under review there were no immigrants who were permitted to become permanent residents of the Territory.

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

CHAPTER 3: STATUS OF WOMEN

Women in Western Samoa are equal in law with men. By custom they are considered eligible to hold titles of any degree of importance, although in practice it is uncommon for them to be elected matai. No Samoan custom still extant violates the physical integrity or moral dignity of women. Traditionally, Samoan sexual morals were considerably freer than were the European equivalents, but even here the women were permitted rights of divorce and marriage equal to men's, and pre-marital liaisons did not evoke opprobrium, and created very little, if any, social stigma for man or woman if they were conducted with decorum and some discretion. The old custom of formal defloration of brides has been virtually extinct for many years, and a hundred years of Christianity have helped to enhance the dignity of women in general. They are deprived of no essential human right.

Women may hold any public office and exercise all public functions on equal terms with men. They may enter the Public Service, compete for scholarships tenable in New Zealand, train to be nurses, teachers, or stenographers. Women have the right to work on an equal footing with men, although the vast majority prefer to marry fairly early in life and devote themselves to bringing up a family. The training centres for nurses and teachers do attract, however, a large number of the younger people. The facilities for vocational training and guidance will be greater, for girls as well as boys, when Samoa College is completed and staffed, and when other training institutions are opened in the Pacific area. But women are barred from no occupation by law. In practice they do not become ministers of religion in the various churches, although they wield considerable influence in church affairs. Samoans prefer political and ecclesiastical authority to be exercised, at least ostensibly, by men, and the churches do not deviate from this to any great extent. There are, however, Roman Catholic nuns in Samoa as well as Protestant women teachers attached to the other missions in the Territory. Most Protestant missions also have deaconesses.

Polygamy is contrary to both law and custom. The minimum legal age for marriage is the same for all sections of the community—fourteen years for women and eighteen years for men. The consent of both parties is required, and also, if the man is under the age of twenty-one years or the woman under the age of nineteen years, the consent of one of the parents is required if either of the parents is alive and resident in Samoa. A Judge of the High Court can, however, if he thinks fit, grant exemption from the requirement to obtain the consent of a parent, and no marriage is invalidated merely because this consent has not been given.

"Customary" marriages are common. In these cases the parties can agree to live together and are considered man and wife while they do so. Either party may divorce the other by deserting him or her, in which case the marriage is considered dissolved and any offspring are welcomed into the family of either the mother or father.

Child marriage does not occur, nor is there any system of bride price in the Territory. There is no general practice of compulsory marriage, although isolated cases are, of course, possible. Any such compulsion would be difficult to detect, being based on respect for Samoan traditional authorities, reverence for parents, and many other imponderables.

A wife is not responsible in law for the debts of her husband, although a husband is normally liable for the necessary debts of his wife under common law. 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 (Samoa Act 1921, section 360).

Samoa custom is consonant with the law on this point as far as "personal" property is concerned. Other property rights are vested in the main in the aiga as a whole, not in any individual.

Samoa women may prosecute professional and commercial callings on the same terms as men, and their legal capacity, in law and in custom, to own or inherit property, to act as guardian or engage in business, and their rights of access to the Courts are not differentiated from the legal capacity and rights of men.

Several of the women's organizations that exist in the Territory have been described above. In most of the villages women's committees have been set up. These form useful auxiliaries to the village schools, hospitals, and dispensaries, and have been instrumental in raising the general standard of cleanliness and sanitation, arousing interest in the education of the children, and in providing voluntary labour to assist medical and educational authorities in their duties. No opportunity is lost of giving credit to these committees, and senior Government officials encourage and advise them in every possible way whenever they visit the villages. In many districts the women's committees are able to exert great influence when the Chiefs and Orators are considering matters of local interest.

CHAPTER 4: LABOUR

As only a small proportion of the population of the Territory is dependent on wages, and as the bulk of the people lead a communal life in the villages, the labour situation in the Territory does not present the Administration with any major problem, and the Government is able to keep under review the labour and working conditions of most of the workers.

In view of the absence of a working class, strictly speaking, the need has not yet arisen for a highly organized labour administration or for labour legislation and regulations. The largest employer of labour is the Government (with the New Zealand Reparation Estates), and the rate of wages for unskilled and semi-skilled labour is fixed by the

Government and usually adhered to by the firms and planters. The rate paid to casual labourers by most employers in 1952 was 8s. 6d. a day.

Plantation work, fishing, domestic and communal duties occupy the time of the majority of the working population. The productive work is usually performed by the family group under the authority of the matai. Family and village groups undertake work for the community such as the maintenance of tracks, roads, water supplies, and buildings. Under the present conditions such groups are also employed in many forms of comparatively unskilled work for monetary payment. They are sometimes engaged by the Public Works Department for road construction, and by planters for agricultural work and so on. This is usually short-term work, and members of such groups are not wage workers in the ordinary sense.

There are no problems of unemployment in the Territory, nor is there any lack of a labour force save in some districts where some of the young men have gone to Apia to work. Skilled workers are, of course, harder to obtain than casual and unskilled workers, and in some trades there is a definite shortage of skilled men.

There is no recruiting of labour by any form of agency either within or outside the Territory, as there is a plentiful supply of workers available for work on the plantations and on the Public Works and other enterprises. The Public Service Commissioner advertises some positions in Samoa and New Zealand; business firms also advertise vacancies, but no large-scale recruiting exists.

Since 1950 the policy of repatriating labour imported in the early years of the mandate system has been abolished. At the present time there are about 160 Chinese and 50 Melanesians in the Territory. They now have legally the position of free citizens.

Regulation of the working conditions of these remaining imported labourers has not presented the problems which close control of Samoan labour would do. They have continued to work on plantations, and their place of work has generally been known to the Commissioner of Labour. Many of them still continue to work with their employers under contracts which were negotiated in the Commissioner's office. Those who work for wages are generally relatively highly paid, as their services are in keen demand, but a large number work under a share-cropping arrangement, by which they share with the cocoa planter both the expenses of preparing the beans for market and the proceeds of sale on a fifty-fifty basis.

It can be said with truth that no Samoan is entirely dependent on wages for sustenance, as he also shares in the products of his family lands. But in Apia, the major commercial centre of the Territory, there are indications that this traditional way of life is being departed from to some extent, and some Samoan families whose lands are at a distance from the town are becoming increasingly dependent on wage-earning.

The Public Works Department has in operation a training scheme which enables unskilled workers to become semi-skilled and their rate of pay to be accordingly increased. It is hoped that this scheme can be enlarged to enable a bigger proportion of workers to become fully skilled in the various trades. Some mission schools are developing trade

training, and the main Government schools are also trying to increase their facilities in this respect. Trade training is to be included in the curriculum at Samoa College.

In recent years there have been considerable numbers of workers, unskilled, semi-skilled, and skilled, who have left the Territory to work in New Zealand. The workers enter New Zealand on a temporary permit for six months, which may be extended, and they pay their own passages and expenses. The recruiting of workers for employment outside the Territory is prohibited by an Ordinance passed by the Legislative Assembly in 1951.

Recruiting for employment in Samoa from outside the Territory is restricted, and, in view of the regulations covering immigration into the Territory, such a practice cannot grow. Present persons recruited are skilled workers in the Government service and in business firms, and they number in all about one hundred. They are mainly salaried employees in shops and offices.

There is no compulsory labour for public works or any other purpose.

No evidence that indebtedness of workers either towards their employers or other persons occurs to a serious extent is available, so the Government has not found it necessary to take any action in this connection.

No International Labour Organization Conventions have been applied to the Territory during 1952.

The Contracts of Employment (Indigenous Workers) Ordinance, which gives effect to the provisions of certain conventions of the International Labour Organization concerning the regulation generally of contracts of employment of indigenous workers, was passed by the Legislative Assembly in 1950. By this measure contracts for employment are limited to two years with a re-engagement limit of eighteen months, and include provisions to safeguard the position of the indigenous workers. The Ordinance does not affect contracts of apprenticeship or any other contracts where the High Commissioner is satisfied that the principal remuneration granted to the indigenous worker is the occupancy or use of land belonging to the employer of such worker. No system of apprenticeship exists in the Territory at the moment.

There is no system in vogue for collective bargaining, conciliation, or arbitration of wages and working conditions, but a motion introduced into the last session of the Legislative Assembly sought the establishment of a permanent Arbitration Board to decide wage claims and disputes. A Select Committee was appointed to study the proposal and report its findings to the Assembly in 1953.

As stated above, the maximum period of contract for service is fixed by Ordinance in respect of indigenous workers. There is no indentured labour.

The period of employment of labour employed by the Government is generally restricted to a forty hour week, with a full holiday on Saturdays and other holidays. Ample provision is usually allowed by employers to workers for holidays and recreation, and most employers follow the example of the Government which, as the biggest employer of labour, can to a large extent set an effective example. The Shopping Hours Ordinance 1931 and amendments limit the hours for which shops and stores may be open to the public and thus control the hours of shop workers.

Payment to labourers employed by the Territorial Government is made in cash, and the rates of pay are fixed by the Public Service Commissioner on the basis of a casual rate of 9s. per day for unskilled casual labour, rising proportionately for semi-skilled and skilled workers. This scale of pay is sometimes followed in full by the commercial firms and planters, although most of these paid 8s. 6d. per day in 1952. In many cases rations are supplied to workers, and it is a custom of the port of Apia for labour working the ships and lighters to be given rations in addition to wages.

In most cases quarters are supplied to plantation workers, and adequate sanitary conditions are provided in places of employment (see elsewhere in this report).

There is no discrimination in employment or remuneration in respect of working conditions on account of race, sex, nationality, religion, or tribal associations, although in practice indigenous inhabitants inevitably make up almost all the casual unskilled labour of the Territory.

The Health Service provides, as far as possible, coverage to employees as well as other members of the population in respect of inspection and protection of their health. Further legal provisions to render this protection more adequate are under consideration.

The Government also has under consideration the promulgation of an ordinance dealing with workers' compensation.

Women are employed in many light tasks such as cutting copra, weeding, &c., and in shops and stores, but there is little, if any, employment of juveniles outside the traditional Samoan economic organization. Sometimes they may join in a family or village group in cocoa harvesting, or some similar task which is performed under contract.

There is no underground work and no night work, save on the wharves when ships are being worked.

Freedom of movement is permitted within the Territory for employment purposes. Persons are free to move to New Zealand for employment purposes if they are medically fit, can speak English adequately, and comply with the usual immigration regulations concerning permits and good conduct. There is no system of labour passes or work books.

The training of employees is carried out on the job in Government Departments and private businesses. The Government has well advanced a plan for developing a technical training centre in the Education Service, and hopes to be able to use other training facilities which are being advocated elsewhere in the South Pacific.

There is no industrial home work, save for some basket and mat making and shell work, all of which is done to be sold by the workers themselves to curio shops or direct to tourists.

No necessity has yet arisen to make provisions relating to industrial safety.

The Commissioner of Labour, who is the Crown Solicitor, is responsible for the enforcement of the Contracts of Employment (Indigenous Workers) Ordinance, but in view of the small industrial community there are no labour problems, and it has not been considered necessary to establish highly precise labour legislation. Although the labour organization is so meagre, in practice labour conditions are better than might be expected. The Government is vigilant in ensuring that these do not deteriorate.

There are no trade unions or occupational organizations. Their establishment is not prohibited, and it is thought that, if there is any advance in industrialization, unions will eventually be set up.

As no labour disputes have occurred, it has not been necessary to provide for any procedure relating to their settlement. There have been no offences against labour laws or regulations during the period under review.

CHAPTER 5: SOCIAL SECURITY AND WELFARE SERVICES

No comprehensive scheme of social security is needed in the Territory as far as most of the indigenous inhabitants are concerned. Samoan custom and the traditional structure of Samoan society provide that the very old and the very young should be 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.

All treatment at the hospitals, including maternity treatment, is given free, and most dispensary charges have been abolished. These steps were taken in 1952, so that now the only charges in hospitals are for food and accommodation.

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 criminally lunatic, 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, bank, and the overseas firms have superannuation schemes which extend to all but casual employees. It should be remembered in this respect that there is among the indigenous inhabitants virtually no working class absolutely dependent upon wages. If the superimposed money economy was abolished in Western Samoa, the people could still subsist on their traditional forms of agriculture, although their standard of living would, of course, be greatly reduced.

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.

Small loan services are available mainly through the trading firms and through the bank in Apia, but these facilities are rarely made use of (see above).

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 prosperity 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.

The Chinese Benevolent Fund, which is administered by the Commissioner of Labour, is used for the relief of indigent Chinese citizens, but apart from this there is no method of relief save grants in aid from the Government. These grants are not very common. The Chinese Benevolent Fund consists of money deducted from the wages of the coolies and servants who were once widely employed in the Territory. The remaining Chinese are, for the most part, survivors or descendants of these. About thirty draw a pension from the Fund, and the medical and other expenses of a few more are also met from it.

In the villages, women's committees undertake some of the usual social services, and it is hoped that the expansion of the Red Cross movement will also result in the organizing of some systematic medical welfare services if they become necessary. At the moment the Red Cross Society is in its very early stages, and the activities, accomplishments, and composition of the women's committees in the various villages vary considerably. There are no persons engaged full-time in social welfare work in the Territory.

CHAPTER 6: STANDARD OF LIVING

There have been no surveys relevant to the standard of living of persons in the various sections of the community except for the Agricultural Survey made in 1950-51 (the results of which have been delayed as some of the information furnished was found to be incorrect) and a Consumers' Price Index which was prepared in 1951-52. This was based on the 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 by him through close liaison with the trading stores. Every quarter a Consumers' Price Index, a copy of which is in the appendices, is published for seconded and local employees. Even this index is not concerned with the actual standard of living.

It is difficult, moreover, to ascertain the cost of living for indigenous inhabitants, as almost all of them obtain the greater part of their food, housing, and fuel through the traditional domestic economy, not through purchases from any store. The preparation of a price index pre-supposes, of course, the existence of a cash economy.

It is therefore almost impossible to evaluate even in the most general terms the standard of living of each section of the population as there is no common norm to which the standard may be referred. Foodstuffs for the indigenous inhabitants are mainly taro, ta'amu, bananas, bread-fruit, fish, poultry, and pork, whereas foodstuffs for the full European and at least half of the part-European population are bought mainly from stores and include a very high percentage of canned goods. When the consumers price index was prepared (February to April 1951) the following figures concerning the percentage distribution of index expenditure for seconded officers and for local officers of European status were available.

Seconded Officers: Food, 38·6; housing, 5·1; fuel and lighting, 4·4; clothing and footwear, 9·6; miscellaneous, 42·3.

Local Officers: Food, 45·2; housing, 6·2; fuel and lighting, 5·2; clothing and footwear, 11·1; miscellaneous, 32·3.

Figures are unobtainable for indigenous inhabitants. Very few of these wear shoes, and even the highest and wealthiest chiefs in the land appear on some of the most formal occasions with bare feet. This is a matter not of poverty but of preference. Even today their clothing is comparatively simple, consisting as it does, in addition to underclothes, mainly of a lavalava and a shirt for men and, for women, a lavalava and a short frock. In this respect, of course, the Samoans living near or in Apia both earn and spend more money on European type commodities. This does not necessarily mean that they live better than the people in the distant villages, who rely on the traditional economy plus a certain amount of store goods.

Any improvement in the standard of living of the various sections of the community depends fundamentally on production. Services and facilities of all descriptions are being expanded in the outside districts to bring them more of the amenities of Western civilization, but any substantial rise in the people's basic standard of living must depend largely on the money they earn by the sale of their crops.

The Public Service Commissioner grants rises to public servants to correspond with rises in the consumers price index, and his example is usually followed by the commercial firms in the Territory. The purchasing power of the Samoan pound is, however, dependent largely on factors over which the Territorial Government and the Administering Authority have no control, as most money is spent on imported goods, and overseas costs are rising rapidly in most cases. It is only by encouraging production and extending internal services and facilities that any official policy for raising the standard of living can hope to make much headway. Details of the progress of this policy in its various aspects make up the bulk of this report.

It may be confidently asserted that the present general prosperity of the Territory is reflected in the well-being and good health of the persons who make up the community. Malnutrition and poverty are virtually unknown, as has been explained at greater length in other parts of this report.

CHAPTER 7: PUBLIC HEALTH

GENERAL ORGANIZATION

No major legislation affecting public health and sanitation was enacted during 1952, and no spectacular advances were made in public health and sanitation except that the institutional accommodation for cases of tuberculosis was greatly improved, and the administrative and clinical organization was recast to secure better control of the disease.

The Health Department is under the direction of the Director of Health, who is a medical practitioner with experience in public health and administrative medicine.

His medical staff consists of five other medical practitioners whose qualifications have been obtained in medical schools in Europe or in New Zealand. This medical staff is assisted by thirty Samoan medical practitioners (S.M.P.s), these being men who have undertaken a medical course in the Central Medical School in Suva, Fiji. The quality of their work varies, due partly to the fact that their own preliminary general education has in many cases been poor, but also because the medical course in Suva has undergone considerable change

and development during the years. It is hoped that the course in Suva will continue to improve in the facilities which it offers, and also that succeeding years will make available for training a better selection of candidates of a higher stage of general education than is available at present.

Nevertheless it should be said that many of the Samoan medical practitioners are experienced men, within the limits of their training, and practically all the day-to-day medical work outside the Apia district is carried out by them, subject only to such supervision as can be provided by visits of the senior medical staff to their districts. They are assisted also by a revised refresher course involving the attendance of selected Samoan medical practitioners for six months at the headquarters of the Department at the Apia Hospital, where a period of training is provided in all branches of medical work.

In 1952 four newly-graduated S.M.P.s joined the staff of Apia Hospital. One S.M.P. resigned to follow another calling at the end of the year. Three scholarship pupils are training in New Zealand with a view to becoming fully qualified doctors.

Nursing supervision is provided by the employment of New Zealand trained and qualified nurses or their equivalent to the number of eight, together with a Matron, who is a qualified and experienced New Zealand nurse. Besides this there is carried on in Apia Hospital a three-year course of training in nursing for local girls. The training follows a syllabus of theoretical and practical work under the direction of a New Zealand trained tutor sister, lectures being given by both medical and nursing members of the staff. Unfortunately, the turnover rate in overseas nursing staff is high. During 1952, however, the first Samoan to complete a course as a New Zealand registered nurse, a maternity nurse, and Plunket nurse joined the Apia Hospital staff.

The Health Department is an integral part of the governmental structure, and the Director of Health is responsible to the High Commissioner for his Department. He is assisted by the Health Committee of the Legislative Assembly, with which all matters of importance are discussed at regular meetings, usually once a month, and its decisions and recommendations are given great weight by the Government. This Committee continued to meet regularly during the year. The moneys required for the carrying on of the work of the Department are voted by the Legislative Assembly after consideration of the annual estimates.

Except for an arrangement whereby districts contribute one-half of the estimated capital cost of new building works in their area, the Government meets all necessary maintenance and construction costs. The hospital centre at Apia, since it serves the whole of Samoa, is entirely a Government responsibility. There are no local boards of health, but women's committees and village and district councils co-operate with the Health Department in its general activities.

There are no organized medical services other than those provided by government.

SAMOAN NURSES

The formation in 1952 of a Samoan Trained Nurses' Association was a landmark in the history of nursing in Samoa. At the beginning of 1953 five female scholarship pupils were being trained in New

Zealand as fully qualified nurses. One nurse who had trained in New Zealand at her own expense returned to take up duties in Apia Hospital during 1952 (see above).

The following table gives comparative figures for the position as regards Samoan nurses over the last five years:

	1948.	1949.	1950.	1951.	1952.
Number of nurses recruited for training at Apia Hospital	19	31	39	53	56
Number of nurses graduated in Apia in the year	10	10	9	6	10
Total number of nurses with over two years' experience after graduation	25	27	26	34	50

REGIONAL AND INTERNATIONAL CO-OPERATION

In liaison with the Government of New Zealand, the South Pacific Commission and the South Pacific Health Service, the Government of Western Samoa takes the usual measures for the control of epidemic disease and carries out the usual quarantine procedures. Epidemiological information is regularly transmitted to the agencies mentioned and to the World Health Organization through the usual channels. In so far as local conditions demand, international agreements in the field of health are appropriately complied with.

During the year under review Dr. Maxwell, acting Inspector-General of the South Pacific Health Service, Dr. Turbott, Deputy Director-General of Health in New Zealand, and Miss Cameron, Director of Nursing in New Zealand, visited the Territory to investigate health problems. Their report and recommendations will be ready early in 1953.

MEDICAL FACILITIES

The one general hospital in Samoa is situated in Apia. It has accommodation for about two hundred cases, and the average daily bed state is about one hundred and seventy. In this hospital are provided all the facilities usual to general hospitals, including facilities for major surgery, radiology, and laboratory investigation. All the European or New Zealand trained doctors work in the hospital, and it is also the centre in which all nurses are trained.

The equipment generally is modern, while the buildings are partly modern and partly of an older design. The institution will be gradually rebuilt or modernized as building facilities permit.

Three of the thirteen out-stations are provided with new ward buildings in permanent materials and might be classed as cottage hospitals. Two of these are in Savai'i, the larger but the more isolated and less populated of the two main Samoan islands. The third is a small hospital situated 50 miles from Apia, to which it is connected by a good road. This hospital (at Poutasi) was opened by the Minister of Island Territories early in 1952. The remaining ten out-stations, although they have sometimes been described as hospitals, are really dispensaries having attached to them certain buildings of the Samoan fale type in which cases, usually of minor illness, may be cared for. This is an intermediate stage of development necessitated by difficulties of transport as between these centres and the Apia General Hospital, and also by difficulties of transport from village

to village within some districts. With the rapid improvement in transport facilities it will be possible gradually to eliminate most of this residential accommodation for the sick outside the hospitals proper.

Apart from the opening of Poutasi Hospital, only minor work was done on district hospitals during the year. The Satupaitea Hospital was, however, linked to the local reticulated water system. Mobile clinics (see 1951 report) continued their work in the roaded areas of Upolu (2 clinics) and Savai'i (1 clinic).

The Apia Hospital provides maternity facilities for twelve patients. This is not considered adequate, and the erection of a modern twenty-five-bed maternity unit will be the subject of provision in the draft Budget for 1954. In connection with the maternity unit, an antenatal clinic is conducted not only on behalf of women confined in hospital, but also for many others who desire advice and who, in the cases where no abnormality appears, desire to be confined in their own homes. Child health facilities in the districts will be described subsequently.

MALARIA CONTROL UNITS

There is no malaria in the Territory.

TUBERCULOSIS CONTROL

Sanatorium or hospital beds to the number of 63 are provided in the Apia General Hospital, where the appropriate isolation techniques are observed.

There are two main purposes, apart from active treatment, served by the residential accommodation for tuberculosis. Firstly, it enables those who will later be fit to return to their homes to receive education in the prevention of the spreading of their infection. (Cases are not permitted to return home until the provisions for their care and isolation there are regarded as reasonably adequate.) Secondly, a certain number of cases with active and infective lesions are retained in hospital in order to prevent the spreading of infection. The tuberculosis facilities in Apia Hospital are part of a general system providing for the ascertainment, registration, and continuous supervision of all cases of tuberculosis coming to notice within the Territory. In general, the system which is now introduced follows that which is standard in more advanced countries in that it is planned that every case of tuberculosis will be under frequent observation until death, or until the disease has been quiescent and arrested for at least five years. During this time contacts will also be under frequent observation.

It is hoped also in this way to be able to ascertain the exact incidence of tuberculosis within the country over a period of years, to provide for close control of infection, and ultimately to check the spread of the disease in the community.

The high proportion of beds set aside for the care of tuberculosis must not be regarded as indicating an undue prevalence of the disease in the Territory. While it is not claimed that all cases are known, there is good reason to suppose that most of them are, and that of these the larger proportion of active or infective cases are under treatment in hospital. Tuberculosis returns indicate that of 173 cases on the register 58 are in hospital. Of the balance most are non-infectious.

cases. Deaths from tuberculosis during 1952, according to the records, were 52, giving a mortality rate over the general population of 0.62 per 1,000.

As a result of the introduction of the new tuberculosis scheme it should be possible in succeeding years to give a fairly accurate picture of the incidence of tuberculosis in the Territory. In fact, coverage for this disease is now more complete than for any other single condition. So far as treatment is concerned, the usual hospital and sanatorium regime is followed in Apia Hospital, where active treatment by the use of Streptomycin and P.A.S. (Paramino Salicylic Acid) is routine for all cases where this treatment is indicated by the normal criteria. Minor surgical procedures (artificial pneumothorax pneumoperitoneum) are in routine use, but major chest surgery is not undertaken.

During the year the medical and nursing staff introduced regular occupational therapy, and a part-time occupational therapist was engaged. The work is light and graded to the patient's condition. It consists of the making of sennet (coconut twine), the making of sputum liners for sputum mugs, small mats, sewing, &c. The sennet is generally made by the men. The sputum mug liners are of plaited leaf, and after use can be removed easily and burned. The advantage of these pursuits is that patients may practise them in their own homes when they return.

VENEREAL DISEASE

Venereal disease is not a problem in the Territory. The few cases of gonorrhoea occurring from time to time do not justify elaborate arrangements, and syphilis appears to be very rare. Where the source of infection of these diseases can be ascertained, the individual concerned is interviewed and examination and treatment urged. There is rarely unwillingness, and if there is, moral pressure is usually effective. It has not been necessary to invoke legal powers.

TREPONEMATOSES

Treponematoses is not known in the Territory.

LEPROSY

During the year the High Commissioner and the Director of Health visited Makogai (Fiji) leper colony. Shortly afterwards Dr. Thieme, of the Western Samoa Department of Health, with assistance from the Leper Trust Board of New Zealand and Fiji, was able to spend a month on that island studying the treatment of leprosy. It is hoped, after sending an S.M.P. for a similar visit, to set up a system of control for this disease parallel to that for tuberculosis.

AVAILABILITY OF SERVICES AND FINANCIAL ARRANGEMENTS

Medical services are equally available to all sections of the community. The general principle of free treatment is now accepted Government policy. Any charges made are small and are for the provision of food (at 3s. per day) and/or for special accommodation (new wards or single or double rooms) where these are available. But there is an overriding proviso that the type of hospital provision made available

is in the first instance a question of medical need, and not of capacity to pay. The most destitute patient who is seriously ill is not debarred by his poverty from the best accommodation and all necessary and available treatment. All treatments and investigations are now free, but outpatients pay 2s. for each weekly supply of medicine. Appliances such as orthopaedic apparatus and dentures are charged at cost. But once again it may be said that for those unable to afford treatment arrangements can usually be made for free provision. As indicating what can be done, recently a young boy was sent to New Zealand at Government expense for a very delicate skull operation which could not be carried out in Apia.

The revenue from patients meets a very small part of the total departmental expenditure. The scale of fees is as follows:—

Private ward	6s. per day including food.
Private room	10s. per day including food.

RESEARCH

There are no *ad hoc* research institutions in the Territory, but from time to time research workers from the South Pacific Health Service, South Pacific Commission, and the Medical Research Council of New Zealand visit Samoa to investigate matters which appear to require looking into. However, there are no major problems whose causes are in doubt, and the principal need is not research, but the effective application of existing knowledge. These matters involve both personal service and money, and some are dependent as well on the general raising of the standards of hygiene and sanitation.

MATERNAL AND CHILD HEALTH

Pre-natal and Maternity Clinics

The principal pre-natal clinic is at the Apia Hospital. During 1952, 270 expectant mothers made a total of 830 visits. Expectant mothers are seen in the first instance by the sister in charge of the maternity annexe, who is a fully qualified midwife. If any abnormality is detected the case is referred to a medical officer for further advice. Not all expectant mothers attending the antenatal clinics are confined in the hospital. In a proportion of cases all that is required is assurance that all is well, and the confinement takes place in the patient's own home, but with the assurance that in cases of abnormality the resources of the hospital and staff are readily available for those living within a reasonable distance of Apia. Two hundred and fifty-four mothers were confined in Apia Hospital in 1952 (202 in 1951). Part of an old ward was used as an additional annexe for maternity work in 1952. Nineteen mothers were admitted for post-natal care.

In the districts both district nurses and Samoan medical practitioners provide assistance as required, and the district nurses, especially in their regular baby clinic sessions, are consulted by expectant mothers.

With regard to child health clinics, and with particular reference to clinics for young children and babies, these are a regular feature of the work of district nurses and a major part of the preventive medicine programme. The clinics are well attended, and great assistance is received from the village women's committees in this matter. Careful records are kept of the progress of each babe, which is weighed

and examined, treated for minor ailments if required, and advice is given to the mothers individually and collectively. To keep the nurses up to date in knowledge and efficiency regular conferences are held in Apia, where teaching is given by nursing staff and doctors, techniques demonstrated, and problems discussed. Special attention is being given at present to the problems of the weaning period, which is a time of difficult adjustment for all babies, but especially so in tropical countries where the variety of food suitable for young stomachs is limited.

There are no fully reliable figures concerning the extent to which mothers have skilled attendance either by 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.

All cases confined in Apia Hospital—*i.e.*, 254—were attended by a midwife or a doctor, or both. Of 1,068 district notifications received, 47 were from Samoan medical practitioners who attended 10 of the births notified and 1,021 were from district nurses who were present at 132 of the births.

There are no regulations governing midwifery practice in the Territory.

District Nurses

The work of the district nurses in infant welfare work is of outstanding importance. What they, assisted by village women's committees, have accomplished is indicated by the following table:

	1951.	1952.
Examination of infants and pre-school children, and advice given	57,969	97,892
Number of infants and pre-school children seen for the first time	10,720	22,886
Advice given to pregnant women	6,745	6,907
Number of visits to schools	855	4,198
Number of lectures given to school children	980	1,341
Number of lectures given to women's committees	2,456	2,990
Number of babies seen suffering from malnutrition	347	3,146*
Number of cases of scabies treated	18,949	15,589
Number of cases of yaws seen and referred to a Samoan medical practitioner	14,217	14,651
Number of cases of impetigo treated	24,448	18,321
Number of cases of tinea treated	13,257	15,860
Number of cases of ringworm treated	12,575	13,717
Number of cases of boils treated	10,940	14,251
Number of cases of septic sores treated	20,977	24,086
Other conditions treated	10,167	11,259
Number of patients advised to see an S.M.P.	4,510	5,303

* This increase is partly due to more careful checking for malnutrition and more willing reporting, but there may be some duplication as the figure is compiled from monthly returns.

Care of Children

The children at the schools are seen during school hours by the district nurses and Samoan medical practitioners, who make regular visits to schools. All the schools are visited, but the number of visits depends on the ease of access to the school. Some 28,800 children are visited in the schools as follows: 13,900 in Government schools (aged 5 to 16), 6,110 in mission schools (aged 5 to 20), and 8,790 in pastors' schools (where ages may be from 3 to 20). Some of these children attend both mission and Government schools.

Many of the schools have a medicine cupboard where dressings and a few simple medicines are kept for emergency use in the school, or for use by the S.M.P. or district nurse. One S.M.P. and four nurses are exclusively employed on school work in Apia.

Dental care is given to school children as opportunity allows. This is given by the Samoan dental practitioners. In general it may be said that school children in the Apia and Fagamalo districts (where Samoan dental practitioners are permanently located) receive adequate and regular care, but in remote areas care is less regular and less adequate. The Department has been working under considerable difficulty during the past year owing to the absence over most of the time of a fully qualified dentist to control and direct this side of its work. During the year, however, school children were examined, and treatments given. Dental caries is, in general, not extensive as compared with, for instance, New Zealand.

Pre-school children receive medical and dental care through the normal hospital and dispensary channels.

QUALIFICATIONS OF MEDICAL PRACTITIONERS

Persons are entitled to practise as physicians in accordance with the terms of the Samoa Amendment Act 1951, section 13. Briefly, medical practitioners registered in the United Kingdom or New Zealand may practise in Samoa. Three of the six medical officers have one or other of these valid registrations. A person not so registered but holding a certificate from the Medical Council of New Zealand to the effect that he has attained a standard of practice in medicine and surgery equivalent to the standard required for registration in New Zealand as a medical practitioner may also practise in Samoa. The other three doctors on the staff are employed under this arrangement. These hold medical degrees obtained in Holland, in Germany, and in Czechoslovakia. There is also provision for persons who are graduates of the Central Medical School, Suva, Fiji, to practice medicine and surgery in Samoa under the direction and control of the Director of Health. This covers all the Samoan medical practitioners. At the moment only one of these is not in Government service, having resigned to follow another calling. But it may be anticipated that at some time a qualified S.M.P. may wish to practise privately, in which case the provisions of the Act would enable some control over standards of professional conduct. There are no private practitioners of medicine in Samoa at present.

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

QUALIFICATIONS OF DENTAL PRACTITIONERS

From time to time overseas qualified dentists have practised privately in Samoa, sometimes in conjunction with part-time Government practice. The normal establishment provides for one overseas qualified dentist and a number of locally trained Samoan dental practitioners whose training and ability limit their usefulness to the ordinary types

of conservative and operative dentistry. They do not undertake prosthetic work. It is unfortunate that the whole preliminary educational standard, and the inevitably limited scope of the course of training which has been given, is such that any further training course in New Zealand does not appear to be feasible, while the Central Medical School facilities in Fiji are inadequate for the purpose of further training.

There are no regulations governing the practice of dentistry in Samoa. The Government dentists normally work under the overall supervision of the Director of Health. The Government would not license any unqualified dentist to practise. In spite of the lack of an overseas dentist for most of the year, 15,000 treatments were given in 1952, nearly one-third of them at Apia Hospital. Only Fagamalo, Savai'i, besides Apia, has a fixed dental clinic, but other places were visited by Samoan dental practitioners.

QUALIFICATIONS OF PHARMACISTS, ETC.

The persons in charge of laboratory, X-ray, and pharmacy services are all persons qualified overseas except the sister in charge of X-rays, who is a New Zealand qualified nurse whose X-ray experience is local. Subordinate staff in all these branches is locally trained but not capable of taking responsibility for their departments as a whole.

The following X-ray examinations and laboratory work were undertaken during 1952 at Apia Hospital:

X-ray services—	1951	1952.
Chest X-rays (including bronchograms)	1,606	1,876
Bones and joints	860	802
Abdominal X-rays (including barium meals, retrograde pyelograms, cholecystograms, &c.)	246	272
Dental X-rays	292	196
Electrocardiograms	28	41
	<u>3,032</u>	<u>3,187</u>
Laboratory work—		
Clinical pathology	8,814	9,063
Parasitology	2,614	2,470
Bacteriology	3,007	4,722
Biochemistry	1,042	3,008
Medico-legal	50	96
Public health	44	60
Unclassified	6	...
	<u>15,577</u>	<u>19,419</u>

NUMBER OF MEDICAL PERSONNEL

The number of medical practitioners in the Territory (given above) is regarded as reasonably satisfactorily meanwhile, allowing for the fact that there are training as S.M.P.s in the Medical School, Fiji, a further fourteen students, and in New Zealand three scholarship pupils training to be doctors. The shortage of trained public health inspectors and similar officers is more acute, but should be relieved in the next two or three years when young men return from Fiji with assistant sanitary inspectors' diplomas. No persons were sent to Fiji to train as S.M.P.s in 1952, but three were sent to train as sanitary inspectors.

ENVIRONMENTAL SANITATION

In Apia there is daily collection of rubbish from the hospital and the main street, and twice weekly from the remainder of the Apia area. This rubbish is tipped at the swamp behind Mulinu'u and then covered with sand or soil to reclaim this area under the Bradford system. The collection is controlled by the Health Department. Human excreta is carried from most of the European-type houses by a water-borne system into individual septic tanks and from these into the harbour, or into streams emptying into the harbour. In a few cases the discharge is direct into the harbour with no septic tank. In many European-type houses the pit system of latrines is still in use. These are in two forms: (a) a permanent latrine with the contents of the pit dug out when it is full and buried in nearby ground, and (b) the type where the pit is covered over with earth when full, and the superstructure removed to be placed over a new hole. With the increase in population the number of latrines of all types has been steadily increasing. The greatest increase has been in pit latrines as the low-lying nature of much of the ground on which Apia is built makes water-borne gravity drainage difficult.

A trial has been made with one of the digesting types of latrine in an area where the subsoil water is very high, but this requires the container to be emptied at regular intervals, a practice which it is difficult to get indigenous inhabitants to observe. At one time the Apia Government school sanitation was by means of a night soil bucket system, but this was given up when the Chinese labour supply ceased and difficulty occurred in having regular collections made by Samoans, and septic tanks and flush closets have now been installed. In rural areas the village sanitation is supervised by the women's committees with the help of the district nurses and Samoan medical practitioners; in addition, Samoan sanitary assistants are sent round the outlying districts on periodical inspections, or to look for some special trouble affecting a village—*e.g.*, undue prevalence of mosquitoes, or house-flies, &c.

Most of the latrines in the Territory outside Apia are drop latrines over the sea or tidal lagoons, or pit latrines for the houses on the inland side of villages, or in those villages which are built inland. With increases in the size of the villages due to the increase of population there is a tendency for the villages to develop on the inland side so that, whereas formerly drop latrines over the sea were more numerous, now they are outnumbered by pit latrines in many of the villages.

Some of the villages are proposing to install water-borne systems of sanitation which it is hoped to build as soon as materials and labour are available.

Shortage of trained personnel has limited the department's work in this field during 1952.

WATER SUPPLY

Apia, the only urban area in Samoa, receives its water supply from the rivers and streams arising behind the town. The main supply is received from the Vaisigano River by means of a 6 in. pipe, and there

are also two smaller supplies—a 6 in. one from the Vailima stream and a second of 4 in. from a spring on the western branch of the Fuluasou, both of which augment the Apia supply.

The water is drawn off these streams and rivers by means of a pipe laid from a small impounding dam; all these headworks and pipe-lines are under the control of the Public Works Department. There are also five springs that are in constant use in the Apia township area. The conservancy areas for the rivers and streams are on the whole good, as the broken and precipitous ground keeps people and animals out, but with the pressure of increasing population this may not always be the case.

At times the heavy rains wash down the surface soil causing discolouration of the water, but the bacterial content is not high.

The rural water supplies are derived from streams, springs, wells, and cisterns. There are twenty-two piped supplies, some of which are taken from streams and others from springs. At the beginning of 1952 these piped supplies were used by a population of 18,192 out of a total rural population of 66,478, and further progress was made during the year. The supplies are fairly equally distributed between the Islands, Savai'i having five rural supplies serving 5,614 people out of a rural population of 20,478, while Upolu has 17, serving a population of 12,578 out of a rural population of 46,000. The area served by piped water supplies is being extended rapidly, and two major schemes are being installed at the time of writing.

The control of the water supplies is under the village and district committees, the women's committees taking a large part in supervising the actual distribution and maintenance of the supplies in the villages, while capital expenditure for local reticulation is arranged by the village or district committees. The cost of main distribution is borne by the Government.

The bacteriological examination of all water supplies is undertaken before they are brought into use, and is carried out periodically afterwards. On the whole these examinations are satisfactory, showing no serious faecal contamination.

INSPECTION, ETC., OF FOODSTUFFS

Milk inspection and testing is carried out for the one public bottled milk supply in Apia and for some private owners of milking cows. The milk is tested for bacteria and also for fat and total solids. The fat content has been found to be very variable in the samples tested. This is probably due to the dairy staff's allowing milk to chill off and not mixing it again before the containers are filled, with the result that the fat content of milk is higher in the bottles last filled.

All meat killed for public sale in the Apia district has to be inspected at the place of killing by a meat inspector. This inspection includes inspection of the live beast where possible, as well as the dead beast with all its internal organs complete. Where large killings take place for feasts in the outlying districts of Samoa a similar inspection is made. During 1952, 2,189 head of slaughtered cattle and 259 pigs were examined. One hundred and thirty-eight cattle and 13 pigs were condemned wholly and 158 cattle and 12 pigs were condemned in part. Two hundred and fifty-nine of the cattle condemned wholly or in part were suffering from tuberculosis.

Cooked foods such as pies, bread and cakes, and fresh fish are also inspected in the Apia market and at the various stores which sell these items in Apia. The inspections in town are made regularly, but in the outlying districts they are only made when the inspector is in the district because of a complaint. These complaints are usually sent in by the local Samoan medical practitioner who suspects that sickness may be originating from his local store. The system of food inspection is by no means adequate, due to lack of competent trained staff. The New Zealand Food and Drugs Act 1947 and other regulations do, however, apply to Western Samoa.

Slaughterhouses are inspected whenever killings take place in them. There is no municipal slaughterhouse. At the present time the only slaughterhouses are maintained by the New Zealand Reparation Estates, and they prefer to maintain these on their estates because of the difficulty of transporting stock to a central slaughterhouse.

INSECT PESTS, POOLS, ETC.

Where possible stagnant pools are drained, but there is quite a large area of mangrove swamp behind many of the villages that cannot be drained. This is, fortunately, usually too saline to allow the local mosquitoes to breed in it, but it is dangerous because of the number of rot holes which develop in the mangrove trees and so form favourable breeding spots; these are treated by being filled with a mixture of sand and crude oil. In the case of mangrove swamps that have large fresh-water springs entering them the breeding of mosquitoes has been effectively controlled by the liberation of a top minnow, *Poecilia sphenops* (cuvier and valenciennes), which was introduced some thirty years ago and now seems to be thoroughly established.

The control of mosquitoes in the village is largely attained by keeping the village clear of undergrowth and removing any old tins, cocoa pods, or coconut husks that might become breeding places. The greatest difficulty lies in inducing the villagers to plant their taro patches so far from the villages that the mosquito that breeds in the axil of this plant does not reach the village. Luckily in Samoa the taro mosquito *Aedes kochi* is only a nuisance mosquito and does not carry filaria, but it is a persistent biting mosquito, there being no time during the day or night when it does not bite, although it shows a preference for the morning and evening.

Spraying is also used in the villages, but only to a limited extent as it is considered that for any effective remedy the breeding places of the mosquito must be eliminated. This is explained to the Samoans every time that the local villagers are taken round and instructed how to deal with the mosquitoes of their village by Health Department personnel who are trained for this work, but there are no full-time squads working at the present time owing to shortage of trained staff. This staff shortage has greatly restricted Public Health activities during the year.

PREVALENCE OF DISEASES

Samoa is fortunate in that, owing to its isolation from the major pestilence areas, plague, cholera, malaria, and smallpox do not occur. Filariasis is endemic, as is yaws. Neither, however, appears to be

nearly so prevalent as in former years. No reliable figures exist, however, showing the prevalence of new infections, as against old cases. Since the symptoms of a new infection of filariasis are so equivocal, or even non-existent clinically, no notification figures would be of any value.

The continued treatment of yaws has undoubtedly affected the incidence of this disease. Yaws treatment clinics are a regular and popular feature of medical work throughout Samoa. During 1952, 3,296 injections were given, but many of these were for old yaws cases presenting late symptoms.

MORTALITY

No figures for the principal causes of mortality can yet be worked out. Hospital mortality figures are, of course, a very incomplete guide to total mortality. Since many cases are not seen by a qualified medical practitioner before death, any figures would require to be viewed with reserve. Work is now proceeding in the disentanglement of the statistics relating to the causes of infant deaths, but this is a slow procedure with many difficulties owing to the unreliability of data.

PREVENTIVE MEASURES

A vaccination campaign was carried out two years ago in the area most likely to be exposed to smallpox, should it be introduced to Samoa. The area selected was that between the airport and Apia. From time to time mass inoculation against typhoid fever has been carried out. Last year an annual T.A.B. inoculation campaign in schools was introduced, and with the continuance and perfecting of this, typhoid fever, which provides a few cases annually, should be eliminated for all practical purposes.

QUARANTINE

During the year 90 aircraft and 145 overseas vessels were cleared by the port health authorities.

TRAINING AND HEALTH EDUCATION

Some reference has been made previously to facilities available at the Central Medical School, Fiji, for the training of local medical practitioners, dental practitioners, and auxiliaries. Briefly, the school provides medical training for either four or five years for graduates who will be designated assistant medical practitioners or assistant medical officers respectively. Samoa has none of the latter class so far, as no candidate of sufficient educational attainment (New Zealand School Certificate or equivalent) has so far presented himself. It is not proposed to accept in future for medical training anyone of a lower preliminary educational standard.

This elevation of standards is considered necessary if Samoa is to build a reliable medical profession. Whether the present Medical School has facilities adequate for the task of so raising the general standard is not certain. So far as other staff in Samoa are concerned, generalized local training is provided for subordinate technical staff.

The nursing training school is doing good work. Here over a period of three years theoretical and practical training is given by a sister tutor and nursing and medical staff. The end product is constantly improving, and the nursing tradition is being daily consolidated in the minds of the community. No separate training is given in midwifery, but this is incorporated in the general nursing course. Two Samoan nurses spent some months in Fiji during 1952 enlarging their experience in operating theatre technique and in tuberculosis nursing.

So far as the present Samoan medical practitioners are concerned, a start has been made in providing a six months' intensive refresher course in general medical work, including preventive medicine.

Health education is principally of the intimate kind provided by S.M.P.s and district nurses addressing women's committees and meetings of chiefs on health topics. Medical officers do the same in the course of visiting the various medical stations.

Limited use has been made of a cinema projector, but problems arise from the lack of available electrical power, difficulties of transport, and from the lack of a proper selection of material relevant to the lives of the people. Broadcast talks are of value for occasional use, but on the whole the tight social structure provides that the spoken word in village meetings is much more likely to reach most village audiences than either the cinema or broadcasting, though these have a limited value.

An indication has already been given of the work done by district nurses, especially in the education of the community in infant and maternal health measures.

Sanitary improvement is also the theme of educational work in villages once again by the talk method. S.M.P.s and district nurses are unceasingly encouraged to regard themselves as the apostles of healthy living, and are held responsible for health propaganda in their districts.

There is a noticeably increasing confidence in the medical services provided, and constant demand for their increase. Dangerous indigenous practices have correspondingly decreased.

Nutrition

In general there is little evidence of malnutrition in the community. Practically only at the difficult weaning period is malnutrition common, and this matter is receiving constant attention. It is, however, a problem common to many countries, and there is no means of rapid improvement.

Some Samoan foodstuffs are seasonal in supply and consumption. Others are largely dependent as to quantity available, on weather conditions and on the total quantity planted by the people. A combination of dry weather and insufficient planting led last year to a fairly severe food shortage, according to local standards. However, it must be stated that such food shortage as there was did not appear materially to affect the health of the people. Staple foods are taro, bananas, breadfruit, chicken, pork, and fish. Oranges are plentiful in a few places in season.

It is a major difficulty in Apia, which is still without an adequate market, to establish a convenient and easily controlled centre for the marketing of produce. A centre such as this is increasingly necessary not only for a population which is becoming urbanized, and not owning land nearby, if at all, but also for the large floating population. In general the absence of malnutrition indicates that the food is adequate in quantity and nutritional value.

Supplementary feeding for pregnant or nursing mothers or school children is not considered necessary meanwhile, although of course individual cases are dealt with.

CHAPTER 8: NARCOTIC DRUGS

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

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

There is no significant traffic in narcotic drugs.

CHAPTER 9: DRUGS

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

CHAPTER 10: ALCOHOL AND SPIRITS

The Samoa Act 1921 forbids the manufacture of all intoxicating liquor containing over 3 per cent proof spirit in Samoa and prohibits its importation save for medicinal, sacramental, or industrial purposes. Liquor for medicinal purposes has to be recommended by a medical officer; and all liquor sales or imports have to be approved by the High Commissioner. By the terms of the Mandate Agreement the supply of intoxicating spirits and beverages to Samoans was prohibited.

In practice the Chief Medical Officer alone issued medicinal permits for many years, but in 1949 an Advisory Liquor Board with members drawn from all sections of the community was appointed by the High Commissioner to help him, and a "points" system of rationing was adopted. The Superintendent of Police is the Chairman of this Board, which holds monthly meetings.

Under the Trusteeship Agreement (Article 6) the Administering Authority undertook to "control, in the interest of the inhabitants, the manufacture, importation, and distribution of intoxicating spirits and beverages." As criticism of the present system whereby people, regardless of character or status, can obtain liquor only on a so-called "medicinal" permit was fairly widespread, a special Commission (Mr. L. G. H. Sinclair, S.M.) was sent late in 1952 from New Zealand at the invitation of the Territorial Government. The Commission heard evidence about all aspects of the liquor trade from every point of view, and its report and recommendations are at present awaited. Meanwhile the old system of control continues.

There is no indigenous alcoholic drink, Kava, which is drunk by Samoans on ceremonial occasions, does not ferment, and becomes stale and unpalatable if allowed to stand. The police are vigilant in suppressing the illegal manufacture of liquor, but their powers seem inadequate for the task. The recommendations of the Commission on this subject should be most useful.

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

Type of Liquor.	Average Percentage of Alcohol by Weight.	Quantity Imported.	Quantity Issued Under Permits.	Main Countries of Origin.
		Gallons.	Gallons.	
Spirits—				
Whisky	40·0 to 45·0	4,418	1,686	United Kingdom; Australia.
Brandy		3,852	723	France; United Kingdom.
Gin		2,340	1,972	United Kingdom; Holland; Australia.
Rum		667	195	United Kingdom.
Liqueurs	45·0	292	136	France; Germany; Australia; United Kingdom.
Wines (Port, Sherry, Champagne, table wines)	12·0 to 18·0	224	248	France; Australia.
Vermouth	22·0	60	57	Australia; France.
Beer and stout	4·0 to 4·8	24,726	19,226	United Kingdom; Denmark; Germany; New Zealand.

Importations for sacramental purposes were 222 gallons of wine; for hospital and other purposes only 40 lb. of alcohol.

The gross profit made by the Territorial Government on liquor sales during the year was about £14,500.

CHAPTER 11: HOUSING AND TOWN AND COUNTRY PLANNING

The main legislation concerning housing is as follows:

The Samoa Health Ordinance 1921 and the Board of Health Regulations No. 6 of 1923 laid down the minimum health, safety, and sanitary standards to which any building used as a dwellingplace or office, shop, &c., had to conform, and gave the penalties for contravening the regulations issued under the Ordinance. Under the regulations, however, a building or dwellinghouse does not include a Samoan fale built by or for Samoans.

The Revenue Ordinance 1929 (and Amendments).—Building tax at the rate of £1 per cent of the capital value is levied on all buildings used for residential or commercial purposes save Samoan fales, churches, mission schools and halls, &c., and on any yard, area, or piece of land used for commercial purposes. This is payable by the owner or occupier. Crown property, save that of the New Zealand Reparation Estates, is exempted.

The Building Alignment Ordinance 1932.—This Ordinance applies to all land within, and adjacent to, the Apia Town area. All buildings in this area must have their building lines fixed by the Chief Surveyor, and no permit to build is granted unless this is done. No new building may be erected on the seaward side of the Main Beach Road in

Apia unless it be for public purposes approved by the High Commissioner. The High Commissioner can by Proclamation from time to time define the Town Area of Apia.

No new legislation relating to building or to town and country planning was enacted during 1952. Village councils exercise in many parts of the Territory some control over the broad plan of building in their area, and no individual is permitted to encroach on the historic malae (or civic square) of the village. The Territorial Government would find it difficult to enforce more rigid town planning in the villages at present. (For further details see F. J. H. Grattan's "An Introduction to Samoan Custom," Chapter 5.)

As far as Apia is concerned, there is need for more planning, but the Territorial Government considers that, in view of more urgent matters to which it should devote its limited resources, the burden of planning should be the responsibility of an Apia local authority. Until such time as the townfolk organize themselves, the Territorial Government will continue, with the powers at its disposal, to check building abuses and to ensure that minimum roading, park, and building standards in the area are maintained. No European type building may be erected anywhere without a permit.

Most of the indigenous inhabitants live in villages in fales. These are open round or oblong buildings usually with pebbled floors, with roofs of sugar-cane thatch and with coconut leaf blinds which can be lowered all around those open sides which may be exposed temporarily to wind or rain. The posts round the sides are of poumuli or some other local timber. Professor Thyssen, who visited the Territory in 1951 to study housing for the South Pacific Commission, thought Samoan fales very well suited to the local climate and environment. Large fales are used for meetings and other communal activities.

Some fales 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, which has walls and sometimes rooms at each corner but, like a fale, is open down each side and, in some cases, at each end. A few of these buildings have flush toilets, septic tanks, and bathrooms. As these houses are cleaner and more lasting, many Samoans prefer them to the fale. Some indigenous inhabitants prefer fully European style houses.

Most European houses are of wood or concrete with corrugated iron roofs. The part-Samoans of European status, in their housing as in many other of their activities and attributes, bridge the gap between the full Europeans and the indigenous inhabitants. Some live in fales, some in hybrid houses, some in the ordinary European type of dwelling, according to their individual circumstances and background.

Urban, mining, and industrial areas do not exist in the Territory, the labour lines at 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 fales.

European furnishings are becoming increasingly popular with the indigenous inhabitants. In many fale one sees beds, chairs, safes, stoves, and even, occasionally, refrigerators. The floors of fale are usually covered with mats when occupied (see F. J. H. Grattan *op. cit.*, Chapter 6 *et passim*).

Most fale are still built by traditional methods. Highly regarded builders, many following their family trade, build the fale after the scaffolding has been erected by the persons for whom the house is being made. Usually all the beams and posts are lashed firmly together with coconut sennet, but in recent years nails have sometimes been used.

The only planned housing projects under action are governmental and are limited in scope—for example, Samoa College with its staff houses and dormitories. The Public Works Department trains a few builders under skilled workmen, and one mission school and one or two firms are training boys in elementary carpentry and joinery. Fale builders still learn their traditional trade from master builders. When facilities are completed the Government intends to extend and intensify trade training and allied trades.

At present no comprehensive services exist for promoting improvements in community service, housing, and building. Professor Thyse (see above), who undertook a certain amount of research in traditional building materials and techniques found them on the whole to be satisfactory and thought that good use was made of local building materials. No detailed or continuous technical advice on the matter is available, although many years of experiment and experience have provided local builders with a useful fund of knowledge, both personal and traditional.

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 judged sufficient. Venereal diseases do not present a problem (see Public Health).

CHAPTER 13: PENAL ORGANIZATION

Until the final quarter of 1952 a temporary food shortage due to abnormally low rainfall caused an increase in the number of thefts of foodstuffs. When more food crops had matured towards the end of the year the position greatly improved.

The control of prisons is vested in the Superintendent of Police, who is directly responsible to the High Commissioner. A gaoler, with a staff of 16 warders and 2 wardresses, is in charge of the prisons in the Apia area. A small prison in Tuasivi in Savai'i is controlled by the Sub-Inspector of Police, who is resident there, and is under the general supervision of the Resident Commissioner. Male applicants who join the prison staff must be between twenty-one and thirty years of age, of good character, physically fit, and educated up to the First Form if possible. Wardresses are usually about thirty-five to forty years old when engaged. Training is done "on the job" under more experienced warders.

All sentences imposed by the High Court are with hard labour, whatever the period of imprisonment, unless otherwise specified (Samoa Act 1921). There is no remuneration given to prisoners. All serving sentences of one year or more receive remission of sentence at a maximum rate of three months per year, providing their conduct and industry have been satisfactory.

A few good-conduct prisoners are employed outside the confines of the prison on duties such as the cleaning of the Secretariat building and grounds. The men work under police supervision and return to the prison each evening.

PRISON CONDITIONS AND LEGISLATION

A new Prisons Ordinance and regulations are being prepared and should be ready in 1953. Present legislation is inadequate, but decisions in doubtful cases rest with the High Commissioner, who follows New Zealand precedents where applicable.

A large addition to the old ward block and another new cell block were built at Tafaigata Prison farm during 1952. When these additions are completed, all prisoners from Vaimea will be housed at Tafaigata, where there are approximately 190 acres of land, used mainly to grow food for the prisoners. All warders and wardresses live on the premises.

The following is a normal day's programme for all prisoners regardless of status:

- 5.30 a.m.: Awake; morning service.
- 6.00 a.m.: Muster and breakfast.
- 6.30 a.m.: Allocation of jobs (planting, harvesting, cooking, repair work, &c.).
- Prisoners in cells do wicker work, plait sennet or make thatch for fale.
- 12.00: Hour's rest and meal.
- 1.00 p.m. to 4.30 p.m.: Work.
- 4.30 p.m.: Evening meal.
- 5.15 p.m.: Lock up.
- 8.00 p.m.: Lights out.

On Saturday work ceases at noon. Women prisoners, if any, do light work such as cleaning and mat or basket making.

The criminally 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.

The Governor-General of New Zealand may pardon a prisoner, or remit any part of a sentence of imprisonment or a fine, or commute a death sentence to one of imprisonment. The High Commissioner possesses similar powers in regard to sentences of imprisonment for less than a year. Where a term of imprisonment for a year or more has been imposed, the High Commissioner may remit up to a quarter of the sentence for good conduct and industry. Prisoners released before the completion of their full term are subject to no restriction. They may take up their normal civilian occupation again. For indigenous inhabitants, imprisonment usually carries with it no social stigma as far as their own people are concerned.

In the case of those serving a life sentence the general practice exists of having the case reviewed after about fifteen years by the Governor-General, the High Commissioner, and the Chief Judge. If the conduct and industry of the prisoner are considered satisfactory and the circumstances of the case justify it, the Governor-General may remit any portion of the prisoner's sentence, subject to such conditions as the Governor-General thinks fit.

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

Sanitary conditions in the prisons are good, and have, in fact, been improved during 1952.

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 the criminally insane) 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.

It is intended to inaugurate, under the new regulations, a better system of craft training in the prisons. Once the new buildings are finished, conditions in other respects will be better and facilities more generous.

JUVENILE DELINQUENCY

Juvenile delinquency in the Territory does not present a serious problem. Youths appear in open Court and, if they are under sixteen years of age, the Judge requests a report from the Child Welfare Officer appointed by the High Commissioner (at present this is the Superintendent of Police). No child under sixteen years of age is normally sent to prison. He (or she) is placed under the care of the Child Welfare Officer, who, if necessary, finds for him (or her) a suitable home. The Child Welfare Officer visits the child and at times makes special provision for its care and safety afterwards—for example, ordering that the child visit Apia only when under the care of a parent. Only very rarely does this treatment fail. In the only case in the last four years that a juvenile after repeated warnings was sent to prison, he was segregated from the other prisoners and given special attention and care.

Juvenile delinquents, considered as persons under sixteen years of age who habitually break the law or engage in anti-social activities, are extremely rare. The only special legislation which makes provision for juvenile delinquents is that relating to the Child Welfare Officer, summarized below.

Under the provisions of the General Laws Ordinance 1931 the High Commissioner may appoint a fit and proper person to be the Child Welfare Officer for Samoa, and the High Court may make an order that any child living in a place detrimental to its physical or moral well-being should be committed to the care of the Child Welfare Officer. When such an order is made the Child Welfare Officer has the same powers and rights in respect of the child as if he were its guardian and is required to care for and control the upbringing of the child, subject to the directions of the High Court and in accordance with any regulations made by the High Commissioner under the Ordinance. The High Court may at its discretion, on the application of the Child Welfare Officer or any interested person, give instructions relating to the upbringing, treatment, discipline, control, and education of any child in respect of whom an order of committal has been made.

Every order of committal ceases to have any force or effect when the child has reached the age of sixteen years.

The High Commissioner may, by Proclamation, prescribe the duties and powers of the Child Welfare Officer and the treatment, control, and discipline of children committed to his care. The Ordinance further provides a penalty of imprisonment for one year or a fine of £100 for any one obstructing in any way the implementation of an order of committal.

Part VIII: Educational Advancement

CHAPTER 1: GENERAL EDUCATIONAL SYSTEM

OBJECTIVES

Other than a clause in the Samoa Act 1921, which states that the Government shall establish schools, there are no regulations governing education. It is hoped that educational ordinances will be prepared and placed before the Assembly as soon as pressure of more urgent business lessens. The main overall objectives of educational policy in the Territory are:

(1) To provide a sound system of primary education for children of school age with the full realization that the great mass of them 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.

In general, then, education for Samoans should enable them to achieve and enjoy full citizenship in their own country. This requires that all Samoans should be literate, have an intelligent understanding of the functions of society, and that each, according to his natural talents, should feel that he has a recognized place in that society.

Through their representatives in the Fono of Faipule, the Legislative Assembly, and especially in the Standing Education Committee of that Assembly, the indigenous inhabitants participate fully in the formulation of educational policy. Many of the senior officers in the Education Department who participate in the administration of education are Samoans.

ORGANIZATION OF DEPARTMENT OF EDUCATION

The Education Department of the Government of Western Samoa consists of a Director of Education, an Assistant Director of Education, a Senior Samoan Inspector, eight Samoan Inspectors of Village Schools, Samoan and European Headmasters and their staffs, a European Schools Broadcasting Officer and Samoan staff, and two Samoan Visual Aid Officers and their office staff.

A standing committee of the Legislative Assembly known as the Education Committee acts in an advisory capacity to the Government on matters of education. This committee consists of the two Fautua, three Samoan members, and one European member of the Legislative Assembly, and the Director of Education. It meets once a month to discuss any educational problems which arise from time to time, to

plan the year's estimates, and to advise on educational policy. Some of the missions, all of which have schools in the Territory, have Education Boards.

The Health Department, through its district medical practitioners and nurses and its dental officers, exercises supervision in health matters pertaining to the school children. The missions supervise and inspect their own schools.

For convenience of supervision and inspection the 103 Government village schools are divided into eight educational districts, each controlled by a Samoan inspector whose duty it is to travel from school to school on inspection visits. He inspects the general work of the pupils and staff, the school environment, and general working conditions, and indicates the wishes of the Department as regards specific matters. In addition, the inspector demonstrates modern methods of teaching, meets the local education committees where these exist, and discusses matters of interest concerning their schools. At certain times during the year he gathers the teachers of his district together for a refresher course. These inspectors have their homes in their educational districts, and are visited from time to time by the Director of Education, the Assistant Director of Education, and the senior Samoan inspector, who are their controlling officers. Through a series of educational tests prepared by the Department and administered by the district inspectors several times throughout the year it is possible for the Department fairly accurately to classify all the pupils in the Government schools, and to make promotions accordingly at the end of the year. The written reports of the inspectors keep the Department fully informed concerning the roll numbers, the attendance of pupils, the work of the teacher, the general efficiency of the schools, the state of the equipment and school buildings, the efficiency of the educational broadcasts and visual aids, and the work and wishes of the school committees. These local education committees vary in composition, but usually they are made up of the chiefs and orators of the village. Some villages have no such committees.

To a very great extent the thoroughness of the work of the district inspectors determines the efficiency of the education of the village children. By frequent meetings and discussions with the Samoan village leaders on educational matters, Samoan inspectors often arouse considerable enthusiasm for education in the district, with the practical result that better village schools are erected and the average attendance of pupils is improved.

RELATIONS WITH MISSION SCHOOLS

There is a close and harmonious relationship between the Department of Education and the missions, exemplified as follows:

(1) Some of the missions have their teachers trained in the Government Teachers' Training College in return for educational services rendered by certain highly qualified mission staff.

(2) There is a common syllabus and common textbooks for Government and many of the mission schools.

(3) Educational publications such as the *Samoan School Journal*, the *New Zealand School Journal*, the *Teachers' Monthly Guide*, and other publications are supplied to missions. The missions draw on the Department's supply of educational films.

(4) The missions use the educational broadcasts to village schools.

(5) Mission teachers take part in the Annual Teachers' Refresher Courses.

(6) From time to time conferences are held between the mission authorities and Government officers for the purpose of general educational advancement.

(7) The missions receive exemption from duty on materials used for building schools. Schools built under this privilege are open to inspection by Government authorities. In fact, missions tend to welcome such visits as being of assistance to them in any case.

As far as possible all the educational facilities of the Government are made available to the missions.

AIMS

The aim of the Territorial Government and the Administering Authority is first to provide a general education for all, this being a prerequisite to creating an educated public fully capable of understanding and of taking part in a democratic state. This includes the teaching of English to all as soon as it is educationally sound and actually possible. But 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 land cultivators. Two residential boys' primary schools (Avele and Vaipouli) with a practical and agricultural bias have been established. The next step should be to carry this elementary agricultural training to a more advanced level in an agricultural high school. Because of the bountifulness of Nature and the comparative ease with which food grows in abundance all the year round, it is not easy to convince the majority of the Samoans of the necessity for a progressive scheme of agriculture and education. To many Samoans education and the speaking of English are synonymous. However, in a country such as Samoa with its rapidly increasing population, and its economy solely dependent upon agricultural productivity, a long-term scheme of agricultural education is essential.

Another long-term educational aim must be to develop a sound and adequate system of secondary education as successful self-government requires that the executive positions should be held by well-educated Samoans. Such an education would probably mean obtaining fluency in English as well as Samoan. Until the educational facilities of Samoa are sufficiently advanced to allow this to be done, 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 for commercial training, for trade apprenticeships, or for higher education at the University. Thus a number of students are receiving training as teachers, nurses, as apprentices in numerous trades, or are undergoing professional training as doctors, pharmacists, &c. Since 1945 a total of eighty-three students have been awarded Government scholarships in New Zealand. Of these, eleven had returned to work in Government Departments in Western Samoa up to the end of 1952.

The awarding of a large number of overseas scholarships at the primary and secondary school levels was regarded as a short-term policy necessary 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 has provided funds for Samoa College, which will comprise both primary and secondary departments, and will ultimately enroll 300 to 400 carefully selected students and educate them in an institution comparable with the best overseas. The college opens in 1953, much work on it having been done in 1952.

NON-GOVERNMENTAL SCHOOLS

The missions, who were in the educational field long before the Government, have established various types of schools throughout Western Samoa. All of the missions, in those villages where they have churches, conduct elementary schools of the pastor or catechist type. These are primarily concerned 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 often not conducted regularly throughout the year, and are not supervised by the Government. Their great value is that, in addition to their religious training, they enable practically every Samoan child to become literate in the vernacular. Besides these pastors' schools, the missions conduct primary schools, secondary schools, theological colleges, a boys' agricultural school, and one girls' school for commercial training. Missions wishing to build schools may import their materials duty free and may, very occasionally receive Government grants in aid. In such instances the mission schools are subject to inspection by the Education Department, and must be open to children of all denominations. Generally speaking, however, the mission schools are not controlled by the Government and receive little in the way of financial assistance. They are financed by school fees, by church funds, and in some instances by funds from overseas.

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 open to children of all denominations.

Religious instruction is not given in Government schools. Religious instruction is a definite part of the curriculum of mission schools, but children of other faiths attending these schools are not compelled to take part in the religious exercises.

TEACHING OF UNITED NATIONS PRINCIPLES, ETC.

Teaching concerning the aims and work of the United Nations Organization and the Trusteeship system is a feature in all schools. It is a recognized part of the social studies course. Literature is distributed to all schools and United Nations Day is observed by the holding of appropriate ceremonies. Movie films, film strips, posters, parades with national flags and costumes, addresses, radio broadcasts, and class projects all play an important part in stressing the importance of the United Nations Organization. A booklet prepared in 1952 on "The United Nations and Western Samoa" was distributed throughout the schools.

COMPULSORY EDUCATION

There is as yet no provision for compulsory education. As more schools are built and more teachers trained it may prove possible to make education compulsory, district by district, if the Legislative Assembly considers that the necessary funds can be found.

Where there are Government schools there is free primary education for boys and girls. Secondary education is available for only the brighter of the children.

There are no local laws or customs restricting the education for girls. Education for both sexes is similar in the "core" subjects, the only differentiation being in handicrafts and in part of the general science course in the secondary school.

There are no fees charged in the Government schools, with the exception of the two boys' residential schools, where the students pay fees totalling 35s. a year. These are more in the nature of club fees, as they are used at the discretion of the headmaster and boys' council for the purchase of medical supplies and sports equipment.

In those mission schools where fees are charged the amount varies according to the type of school and instruction given. The fees range from 3s. to 7s. a month in the primary schools and from 15s. to £1 a month in the secondary schools. Where there is more than one member of a family attending the school the fee is reduced, and where, because of hardship, a family is unable to pay all or part of the fees a similar provision is made.

Scholarships to New Zealand and to the Fiji Medical School are 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 transportation of pupils to school. 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 often travel to school by bus at reduced fares.

SCHOOL BUILDINGS AND EQUIPMENT

Until recent years both Government and mission school buildings consisted mainly of Samoan-type houses. While these are airy and cool, they are not very satisfactory as school buildings, because the lighting is bad, in wet weather they are too dark, and they require constant upkeep. To meet the situation the policy of the Government and missions has been, wherever possible, to replace this type of building with one of a more durable nature designed to meet the requirements of a school. During the past four years the Government has carried out an extensive school building programme, with the result that there are now numerous school buildings constructed of concrete and asbestos 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. These new schools, designed to meet tropical conditions, are proving eminently suitable and have been very favourably

commented upon by experts in education and architecture. The village people, too, have become aware of the advantages of having their school houses erected of more durable materials.

In the villages the practice in the past was for the village to erect one large Samoan building to house all classes. Lately the Department has been successful in persuading village school committees to build separate Samoan houses for each class.

The usual procedure, following a conference between the Education Department and the village education committee, is for the village to collect money and deposit it on trust with the Education Department. When the fund is sufficiently large to enable the building programme to begin, building materials are purchased at cost price; the Department supplies the building plan; and the work starts. To schools of this type the Department supplies seats and desks, and it also assists the committee in the provision of tanks for drinking water.

The Department provides all schools with cupboards, blackboards, maps, reference books, chalk, and other equipment.

All Government schools, and all mission schools that so request, are now supplied with free Government radio sets so that the pupils may listen to the Education Department's radio lessons on four mornings of the week. In order that the schools may receive the maximum benefit from these broadcasts they receive each month copies of the junior and senior numbers of the *Teachers' Guide*, which sets out fully the radio lessons for the month. The teachers are advised of the written work that they should have ready on the blackboard and of the pictures and other materials which will be required in order to make the lessons successful. Because of the inadequacy of the education and training of many of the teachers, and the lack of text books in the vernacular, these educational broadcasts have proved invaluable and have most definitely resulted in improved education for the village children.

During 1952 Samoa College classrooms were completed and two staff houses in the grounds nearly so. At Avelé a boys' dormitory and sanitation block was finished, and at Vaipouli work was done which made the school a functioning unit. Village schools at Falelima and Asau were finished or almost finished, and equipment was provided wherever it was needed.

The Latter Day Saints Mission continued the construction of its large school at Pesega, near Apia, and other missions completed minor works.

TEXT BOOKS, ETC.

The Education Department maintains a large supply store from which all types of equipment, school requisites, stationery, and text-books are issued, or are sold to the schools at cost price.

In order to meet the immediate needs of the primary schools, departmental officers have written and cyclostyled in the vernacular textbooks in arithmetic, social studies, health, and music. These are on trial in the schools, and when amended may be published. One of the aims of education is to enable the Samoans to become bilingual. The teaching of the English language is therefore regarded as an important subject in all schools. Large numbers of suitable text-books in the English language have been purchased and are available

to all schools, both Government and mission. In the secondary schools all teaching is in English, the textbooks being largely the same as those used in New Zealand.

A seconded teacher is in charge of the Department's school library. At regular intervals parcels of reading books, in simple English, are issued to the schools.

Other than the *Samoan School Journal* there is little written in the vernacular which is suitable for educational reading. The *School Journal* is a gift from the New Zealand Government, there being six issues a year, each of 10,000 copies, which are distributed free to all Government and mission schools. It is an excellent publication containing stories and information well within the comprehension of the pupils. The *Journals* are printed on good quality paper, are well illustrated in colour, and are strongly bound. They make a much valued contribution towards educational advancement in Samoa. In addition, the New Zealand Government also makes available to Samoan teachers and schools the monthly issues of the *New Zealand School Journal*.

The residential schools and the larger day schools, both Government and mission, have school libraries. Most of the books are written in English, as little in the way of Samoan literature is available. The Education Department is steadily pursuing a policy of developing good libraries in the schools.

Because there are few people who have had an adequate education in the English language, there is as yet little demand for books in English. In the past the Samoan has read his Bible and conducted all his speaking and writing in the vernacular and that has sufficed, but with greater emphasis on education there will be an increasing demand for literature in both the vernacular and in English, though for many years the greater demand will probably be for literature in the vernacular.

YOUTH ORGANIZATIONS

There are several strong youth organizations for boys and girls run by both Government and mission schools. 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, and Junior Red Cross Associations, all being keenly supported and doing most valuable work for the youth of Samoa. In the realm of sport there are athletic associations, boys' cricket and football clubs, and girls' basketball clubs.

CHAPTER 2: PRIMARY SCHOOLS

GENERAL

The Government primary schools fall into the following categories:

- (a) The 103 village schools staffed by Samoan teachers and educating pupils from Primer I to Standard 4 (*i.e.*, the grade before Form I).
- (b) The four district schools staffed by Samoan teachers and educating pupils in Forms I and II.
- (c) The two residential schools for boys up to Form II, staffed with Samoan teachers and European seconded teachers.

- (d) A combined school for the Samoan and European children living in the Apia area, staffed by Samoan teachers, local European teachers, and seconded European teachers, and educating pupils from Primer 1 to Form II. This school results from the combination of Malifa and Leififi schools which occurred in early 1953. During 1952 the schools functioned separately.
- (e) A school in the Aleisa European settlement staffed by local European teachers and educating pupils from Primer 1 to Form II.
- (f) The primary department of Sautoa College staffed by Samoan certificated teachers and seconded teachers, and educating Samoan pupils from Standard 2 to Form II (as from early 1953).

The basic syllabus of all primary schools is the same, but some schools, because of more highly qualified staff, are able to take their pupils to a higher educational level, and some can provide for a certain degree of specialization in agriculture, arts, and crafts.

At the lower level there are the 103 village schools. These are staffed by Samoan teachers, many of them uncertificated, and most of them with only an elementary education. For this reason they cannot carry the education of their pupils beyond the Standard 4 level, although this is a considerable advance upon the Standard 2 which was the top class of most village schools five years ago. The pupils may enrol at the age of six years in Primer 1 and progress through the school to Standard 4. They leave at the age of fourteen to sixteen years. The subjects taught are the Samoan language and custom, social studies, health, natural science, arithmetic, arts and crafts, singing, dancing, and physical education, including athletics and marching. These subjects are taught in the lower classes in the vernacular. In addition, English is taught as a subject increasingly throughout all classes until at the Standard 4 level the child should be literate in the English language.

The standard of education in these village schools will improve just as rapidly as the Department is able to educate and train Samoan teachers to a higher standard, and every effort is being made to do this. In order to meet the present situation whereby village school children are educated to Standard 4 only, provision is made for the brightest of them to enter the more efficient schools for their further education—namely, the district schools, the two residential schools for boys, and the primary department of Samoa College.

It is the aim of the Department to establish at least one district school in each of the eight educational districts. These schools are to be staffed by Samoan teachers capable of teaching Forms I and II and will enrol the brightest boys and girls from Standard 4 in the village schools in the district. They will use English textbooks, and practically all their education will be carried on in the English language. Four of these schools have been established on a temporary basis awaiting the provision of more suitable buildings and more highly qualified staff. In the short time they have been in operation they have proved their worth. The brightest pupils from these schools may win a place in the secondary department of Samoa College, although for many Form II will complete their education.

The Department has re-established for boys in Savai'i a residential primary school of modern design which offers all the amenities of a good general and practical education. The Upolu counterpart of this school (Avele) has also been rebuilt. Surrounding each school is a large plantation where the boys grow their own food. The schools are staffed by Samoan and seconded teachers. The boys range in age from ten years to eighteen years in Standards 2 to 6. Most of the instruction is in English. In addition to following the normal primary-school syllabus these schools have a practical and agricultural bias. The boys tend their own pigs, horses, and cows, and thus gain a first-hand knowledge of animal husbandry. They conduct simple agricultural experiments in soil improvement, methods of cultivation, and plant development. As part of their handicraft they erect fences, gates, piggeries, cow byres, and tool sheds. Each school is equipped with a workshop where the boys receive instruction in woodwork and make furniture and fittings for their classrooms and dormitories. The schools have bands, are equipped with movie and film strip projectors, have libraries, and in general provide a broad education up to the post-primary standard. A few of these boys may graduate to the secondary department of Samoa College, although it is not primarily intended that they should take up an academic course. A few may enter the business world, but the majority will return to their villages, where in time they must affect progressively the culture and lives of the people with whom they live.

The Apia Infant School and the Apia Primary School (as from early 1953) enrol both European and Samoan children from the Apia town area. The staff comprises European headmasters, seconded teachers, and local European and Samoan teachers. Teaching is carried out in the lower classes in either Samoan or English according to the ability of the child to understand in either language, although for those not proficient in English an increasing amount of that language is taught until at about the Standard 4 level it should be possible to teach all subjects in English. There is a full primary-school course from Primer 1 to Standard 6, after which the pupils, in competition with other primary school pupils, may enter the secondary department of Samoa College. These two large schools have rolls totalling 1,500 and are used as practising schools for teacher trainees.

During 1952 the Malifa Samoan and Leififi European schools were distinct, and the position outlined in last year's report obtained. The decision to amalgamate was taken at the end of 1952 and the beginning of 1953. The Apia Infant School and Apia Primary School were the results.

It is realized that it will be several years before the standard of primary education in the village and district schools is such as will allow all their pupils successfully to continue at a secondary school. For this reason provision has been made for a sound primary education for the brightest of these pupils, both boys and girls, at Samoa College, where, with a fully qualified staff and in the best of educational environments, they should receive an education comparable with that of a good New Zealand primary school. At first the college will open as a day school, but provision is being made for a proportion of the pupils to board at the school.

POLICY IN PRIMARY SCHOOLS

The missions' policy is similar to the Government's, with the addition that they emphasize 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. Further details about the curriculum have been given under the heading "General."

There is no primary school which provides occupational training. The policy regarding the teaching of language is to make it possible for all Samoans to become bilingual with the English language as their second tongue. Those pupils who speak only Samoan and come from Samoan-speaking homes commence their learning in the vernacular. In the junior classes a steadily increasing amount of English is taught until at about the Standard 4 or Form I level it is possible for the pupils to do all their learning in English. In the senior classes of the primary schools all teaching is in English, though the Samoan language is retained as a subject. Children from English-speaking homes do all their learning in English, but may have Samoan language as a subject. As far as is practicable the missions follow the same course in the teaching of language. The amount and quality of English taught is largely determined by the proficiency of the Samoan teachers in that language. As yet a great number of them are not fluent in English.

ATTENDANCE

Attendance is excellent in the boarding schools. In the village schools it varies a great deal as between one village and another. Friction in the village may cause large numbers to stay away from school. If the teacher is disliked many parents will keep their children away. Samoan village life is full and highly organized, and where there are special social or church functions the children are apt to stay away for several days. If the whole village is building a church the attendance may be poor for a month or longer. Bad weather and sickness are other factors affecting attendance. Children, especially boys, are often kept home in order to help in the family plantation.

EDUCATIONAL WASTAGE

There is considerable educational wastage, particularly among boys, many of whom leave school at a considerably earlier age than that at which girls leave. This is largely because the parents wish them to commence earning money or to work in the plantations. Until education becomes compulsory, either generally or locally, little can be done about this except to urge the parents to allow the boys to complete their schooling.

CLASSIFICATION OF PUPILS

Pupils are not now classified or enrolled in schools established exclusively for sections of the population. All Government and mission schools are open to European, part-European, and Samoan pupils alike. The only exception to this rule was abolished in early 1953 when Leififi and Malifa schools were combined.

The range of ages for the various classes at the end of 1952 is given in Appendix XXII.

CHAPTER 3: SECONDARY SCHOOLS

GENERAL

Until the close of 1952 the Government maintained a small co-educational post-primary school. At the beginning of 1953 this was incorporated in the secondary department of Samoa College. Each year thirty to forty of the best pupils from the Government and mission primary schools, including the primary department of Samoa College, will be selected by examination to enter the secondary department, which will be equipped and staffed in a manner similar to that of a New Zealand secondary school. The roll will increase each year until there are two hundred students. In the erection of the College ample provision has been made for a greater number when that becomes necessary.

The missions also conduct secondary schools of varying types. In addition to the vocational schools previously mentioned there are theological colleges and two high schools, including one co-educational institution. In these the basic curriculum is similar to that which will be used in Samoa College, though religious instruction is included.

POLICY

The educational policy as regards secondary education is so to educate the more intellectual students as to enable them successfully to fill the chief executive positions in the economic, political, and governmental spheres of Samoan society (see earlier in report). The missions have an additional aim in that they wish some of their students to occupy high positions in the church.

CURRICULUM IN SECONDARY SCHOOLS

The medium of instruction in the Samoan secondary schools is English, the curriculum and textbooks being to a large extent the same as those used in secondary schools in New Zealand. Students, who enter these schools at the age of fifteen or older, take general, commercial, or academic courses. The core subjects are English, social studies, arithmetic, music, health, and general science. Those taking the commercial course include bookkeeping, commercial practice, shorthand and typing; those taking the academic course include mathematics, human biology, and advanced general science. At the conclusion of the second year students may sit for the Samoan Public Service Examination, and at the end of the fourth year for the New Zealand School Certificate Examination. A few of the outstanding students may have a fifth year, at the end of which they sit for the New Zealand University Entrance Examination.

VOCATIONAL TRAINING SCHOOLS

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

The Teachers' Training College has a roll of 172 students drawn from Government and mission primary and secondary schools. The students enrol for a three years' course. In addition to all the 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 advance their general education; the second-year students continue their general education, but spend approximately half their time in practical teaching; and the third-year students have still more teaching practice. As the educational qualifications of the students entering the college are higher each year, the standard of teacher-training is improving.

Two vocational schools at the secondary school level are conducted by missions. One is a Commercial School for Girls which provides instruction in shorthand, typing, and commercial practice; the other is a small Agricultural School entered by boys who have graduated from the mission's residential primary school. In addition to continuing their general education the boys are given a practical course in animal husbandry, carpentry, the growing of food crops, and in the production of copra and cocoa. All this is carried out in the school's plantations under the direction of a European instructor.

Students taking the commercial course and passing the Samoan Public Service Examination in Government or mission secondary schools are able to obtain employment with the trading firms or in Government Departments.

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

CLASSIFICATION AND ATTENDANCE

Age classification in secondary classes is given in Appendix XXII.

Because secondary schools are few and the number of students gaining entry to them is strictly limited to those of fairly high intelligence and interest, the attendance is generally good.

The chief cause of educational wastage is the pressure exerted by some parents to have their children leave school in order to earn a living.

CHAPTER 4: INSTITUTIONS OF HIGHER EDUCATION

There are no institutions of higher education in the Territory. The Suva Medical School in Fiji is the nearest such institution, and scholarships are awarded to the best male students from the Government and mission schools in order to enable them to undertake medical training. There are in New Zealand institutions of higher education

open to Samoans, such as teachers training colleges and universities. Three students who have received all their education in Western Samoa have entered training colleges. By allowing these students free entry to the training colleges the New Zealand Government was in effect granting them scholarships. Since 1945 the New Zealand Government has granted a total of 83 scholarships to pupils of Western Samoan schools. These have enabled them to enter either primary or secondary schools in New Zealand. Of these 9 have graduated from the secondary schools to enter teachers training colleges and 5 have entered New Zealand universities. In all cases the fees have been paid by the New Zealand Government.

There is no difficulty in transferring funds from the Territory to pay for education overseas, provided no hard currency transaction is involved.

Provided that the Samoan students have the necessary ability, all branches of higher learning are available to them in New Zealand institutions. As a result of scholarships awarded by the New Zealand Government, Samoan students are at present undertaking in New Zealand advanced courses in nursing, teaching, draftsmanship, surveying, mechanical and electrical engineering, pharmacy, accountancy, theology, law, and medicine. English is the language of instruction.

Selected male students may enter the Suva Medical School in Fiji in order to graduate as medical practitioners (see above).

CHAPTER 5: OTHER SCHOOLS

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

CHAPTER 6: TEACHERS

GENERAL

In order to become registered, Government teachers are now required to hold either a Samoan Trained Teacher's Certificate, or a Trained Teacher's Certificate from an English-speaking nation.

Because comparatively few students receive a secondary education the majority of the teacher trainees are selected from the top classes of the Government and missionary primary schools after an entrance examination and personal interview. They are therefore capable of teaching primary school classes only.

Now that there is a greatly enlarged, better-equipped, and more adequately staffed Teachers' Training College, and greater financial inducements to students, more students apply for entry to the Teachers' Training College. Each year the standard of the applicants is higher. A few entrants are now coming from high schools.

There are no other public, mission or private teacher training institutions in the Territory.

REFRESHER COURSES AND TEACHERS' AIDS

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

All schools receive free copies of the junior and senior *Teachers' Monthly Guide*. All have radios over which they hear, and participate in, broadcast lessons which are a model of their kind. 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 movie projectors and regularly receive a supply of educational films. Two itinerant visual-aid instructors travel from school-to-school lecturing and showing educational film strips. Teachers in the town area are able to attend adult night classes. In the coming year it is intended to establish an educational magazine service for teachers, and to make available cheap editions of educational literature which the teachers may purchase and thus build up their own libraries. Certain selected inspectors and teachers undertake refresher courses of from three to six months in New Zealand. One teacher did a six-month course in 1952.

SALARY SCALE

The salary scale for teachers was printed in the last annual report of the Public Service Commissioner of Western Samoa.

CHAPTER 7: ADULT AND COMMUNITY EDUCATION

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

A regular course of adult education has been held at classes conducted by seconded officers. The subjects of instruction are English, arithmetic, mathematics, social studies, book-keeping, and commercial practice. The standard of work is equivalent to that of a second-year class in a secondary school and enables the students to sit for the Samoan Public Service Examination. Approximately fifty students drawn mainly from commercial firms and Government Departments enrol in the classes. They pay fees of 7s. per subject per term.

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 health, cleanliness, and clothing of the children, and in their regular attendance at school.

Many adults in the villages attend the showing of film strips given by the itinerant visual aids officer when he visits the school. Many have access to the commercial cinema. 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.*, The Press, Cinema, Broadcasting). 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.

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

CHAPTER 8: CULTURE AND RESEARCH

Much of the information requested in this section has been given earlier in this report.

BASIC SERVICES

No geographic surveys have been attempted, but steps have been taken towards preparing the topographical maps upon which these must be based. The Lands and Survey Department in the last half of 1952, however, drew up a procedure for the proper mapping of Western Samoa. Full details of meteorological services have been given above: no meteorological surveys are under way.

ECONOMIC RESEARCH

Land surveys covering roads and public works have been undertaken, together with others relating to private subdivision and settlement and to Land and Titles Court surveys and investigations. Geodetic and ordnance surveys have not yet begun. Little has been completed in agricultural survey work since 1938, when Hamilton and Grange published their pilot survey on the soil and agriculture of Western Samoa. The agricultural survey which was undertaken in 1951 has not been completed due to errors of recording in one or two districts, and it is at present being corrected. The South Pacific Commission and the Administering Authority are undertaking an economic survey of the Territory, details of which are printed above. With the establishment of a tropical section of the New Zealand Department of Agriculture, Western Samoa is looking forward to more co-ordinated support from the research organizations in that country. To date no detailed land survey or industrial, trade, or economic surveys have been undertaken.

SOCIAL RESEARCH

Sociological surveys in Western Samoa have resulted in the production of such standard works as Sir Peter Buck's "Samoan Material Culture" and Dr. Felix Keesing's "Modern Samoa." During 1952 a German anthropologist, Dr. Koch, visited Samoa for several weeks to undertake research for a paper that he was preparing.

Medical research has been undertaken by several organizations in Western Samoa on a number of subjects. For instance, research into the causes of skin diseases in Samoa was begun by a team of workers from the Medical Research Council of New Zealand in 1951 and should be completed in January or February 1953. Nutritional researches have been carried out from time to time, but these have not so far indicated any marked degree of nutritional deficiency in Samoa. As it is doubtful whether any considerable amount of further research is necessary or desirable in Samoa until the present health conditions in the Territory are determined and defined, the Health Department has concentrated during 1952 upon improving the efficiency of existing services and in overhauling and reforming the keeping of records or statistics.

EDUCATIONAL RESEARCH

At present no educational research is being undertaken in Western Samoa, though Dr. Harlow, under the auspices of the South Pacific Commission, visited the Territory during the year to investigate vocational training facilities. Similarly, no legal research is being undertaken, although the Administering Authority hopes to be able to undertake the consolidation of the laws of Samoa in the near future.

INDIGENOUS ARTS AND CULTURE

The Government schools, and to a certain extent the mission schools, make provision for the fostering of indigenous arts and crafts, as their curriculum includes Samoan songs, dances, and the various forms of handicraft. As an additional encouragement "School Days" are held in each of the educational districts, and the schools enter into friendly competition in the various traditional arts and crafts. Some of the social organizations mentioned in an earlier part of this report (such as the Boy Scouts' Association, the Boys' Brigade, and similar bodies) are also active in encouraging indigenous arts and handwork.

There are no archaeological excavations in the Territory and no expeditions have been, or are, at work. The only historical monuments which are under the protection of the Territorial Government are Vailima, former home of Robert Louis Stevenson, and his tomb, which is adjacent. Vailima is now the official residence of the High Commissioner.

There are no special museums, parks, or institutions for the encouragement of arts or crafts in the Territory.

Living species of flora and fauna are protected by the various ordinances mentioned earlier which punish those who tolerate noxious and aggressive plants and weeds, the excessive use of explosives or firearms to destroy bird life, and the use of explosives or poison to kill fish. Some species of birds are completely protected, and others, more plentiful, may be killed only during a restricted season and according to certain clearly-defined regulations.

LANGUAGE AND LITERATURE

All the indigenous inhabitants and virtually all the part-Samoan population speak Samoan. Most of the part-Samoans also speak English, but their fluency and ease in this language varies greatly. Most of the non-Samoan population speak English, and a few from France, Holland, Germany, China, and some from other Pacific Islands speak their own language also.

The Government of Western Samoa, with the Government of American Samoa, is at present negotiating, partly through the South Pacific Commission, with the London School of African and Oriental Languages in order to obtain expert assistance in the preparation of a new dictionary and grammar of the Samoan language.

The Administering Authority prints, six times a year, school journals written in the vernacular which are distributed freely to all schools, both Government and mission, in the Territory. In addition, New Zealand supplies library books for the children which are distributed to primary schools. The Education Department, by the purchase of books of all kinds, is building up school libraries in the larger schools. As

has been mentioned previously, the Education Department has written several textbooks in the vernacular which are on trial in the various schools. The various missions also print material in the vernacular, but this consists, naturally, mainly of church literature, religious textbooks, and prayer books. Details of the various papers published in the Territory have been given earlier in this report.

No system of public libraries exists in the Territory, although there is a general reference library in the Secretariat and two of the social clubs have small libraries which may be used by their members. One of the large trading firms also has a small library.

THEATRES AND EDUCATIONAL ORGANIZATIONS

Particulars of the theatres and cinemas existing in the Territory and the frequency of their performances are given below. There is no theatre apart from cinemas, save that small concerts are put on at irregular intervals, and a play-reading club holds readings for its members and friends.

PRINTING AND PUBLISHING FACILITIES

The main printing and publishing establishment in Samoa is the Samoa Printing and Publishing Co. This company is owned by the same persons who own the *Samoa Bulletin*.

This printing firm is able to engage in a vast variety of printing jobs. It prints an eight-page weekly newspaper, Government publications such as the *Savali* and *Gazette*, Ordinances, departmental forms, invoices, periodical journals for two mission organizations, and all the ordinary printing requirements of Apia commercial firms such as stationery, account books, and ledgers, as well as doing jobs for private persons.

The Seventh Day Adventist Mission has two power-driven presses. With this equipment, it produces 2,000 *Tala Moni*, 500 Sabbath School lesson pamphlets per quarter, and 600 Morning Watch Calendars per year.

The Catholic Mission has one printing press, on which 1,250 copies of a sixteen page paper, the *Auana*, are printed each month, and in addition various small prayer books in Samoan are reprinted when required.

The London Missionary Society has one press with hand-set type on which they print school books, religious tracts and also a paper in the vernacular.

CINEMA FACILITIES

In Apia is the only cinema (the Tivoli Theatre) in the Territory that shows 35 mm. films. It is open for cinema shows on Monday, Wednesday, and Saturday nights and on Tuesday and Thursday afternoons. Except during the boxing season, films are usually shown on Friday evening also. About 80 per cent of the audience is composed of indigenous inhabitants.

Samoa Theatres, Ltd., the owner of the Tivoli Theatre, also operates a 16 mm. mobile unit in the districts of Sagaga and Anoama'a in Upolu, with screenings in each district for two nights a week. Audiences are 100 per cent indigenous inhabitants.

The Green Line Cinemas have a 16 mm. mobile unit in Savai'i, showing three times a week in the districts round Fagamalo, Faga, Salelavalu, and Palauli. Another private 16 mm. unit began operations in the same area late in 1952. All audiences would be virtually 100 per cent indigenous inhabitants.

Most of the films used by these cinema interests are either American, British, or Australian. The Green Line Service also show very popular newsreels of local Savai'i events from time to time. Apart from these, all film-speech and commentaries are in English.

News of international importance is given in the ordinary commercial newsreels and short features which come to the Territory after some little delay. 16 mm. films, dealing more directly with educational matters and with the United Nations, are shown at the main Government schools in Apia.

The commercial cinema interests are owned by Europeans of part-Samoan ancestry.

All films are censored under the General Laws Ordinance 1931 by censors appointed by the Government from among reputable and discriminating citizens.

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 1952.

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

For the sake of clarity it is proposed to deal seriatim with the resolutions of the Trusteeship Council in its tenth session in March 1952, when it last studied the annual report of the Administering Authority, but to discuss in a more cursory way earlier recommendations. All these resolutions were widely publicized in the Territory.

CHAPTER I: POLITICAL ADVANCEMENT

GENERAL

1. *"The Council expresses the hope that in regard to the establishment of the Executive Council and other constitutional developments the Administering Authority would continue to bear in mind the importance of ensuring that ample opportunity is provided for the adaptation of traditional Samoan concepts to the requirements of representative self-government."*

It is the established policy of the Administering Authority to assist the Samoans to adapt traditional Samoan concepts to the requirements of self-government and this policy is carried out by the Administration in its day to day relations with the Samoan people.

EXECUTIVE BRANCH

2. *"The Council notes the intention of the Administering Authority to make legislative provision during 1952 for the establishment of an Executive Council, and looks forward with interest to receiving information on this action and on the composition and powers of the Council."*

Legislative provision for the establishment of the Executive Council has been made during 1952 and the first meeting will be held early in 1953. Details of the Council's powers, &c., are given earlier in this report.

PUBLIC SERVICE

3. *"The Council notes with approval the reorganization and regrading of the Public Service and urges that the Administering Authority continue its efforts to provide training, both locally and in New Zealand, for administrative personnel."*

The Administering Authority has continued to provide training, both locally and in New Zealand, for administrative personnel.

LEGISLATIVE BRANCH

4. *"The Council notes with approval that election by secret ballot was adopted for the first time by the Fono of Faipule during the 1951 elections to the Legislative Assembly in the case of contested seats and that younger men were finding an increasing place in the Legislative Assembly."*

The Administering Authority, through the Territorial Government, has brought the Council's approval to the notice of the Samoan people.

LOCAL GOVERNMENT

5. *"The Council, noting that the Administering Authority is continuing its study of the Report of the Commission of Inquiry on District and Village Government, and that the Board of District and Village Government is continuing its survey of the local government situation, calls attention to its conclusions in the present report with respect to general political advancement, requests that it be informed of any decisions and developments in the local government field, and hopes that the Administering Authority will in particular make progress towards devising a form of local government for the urban area of Apia."*

This matter is discussed earlier in the report. A Local Government Bill was introduced into the Legislative Assembly and reached the committee stage during 1952.

SUFFRAGE

6. *"The Council, while noting the attitudes of the Samoan people towards universal suffrage, recommends that the Administering Authority give constant attention to educating the Samoan people to the realization of the place of universal suffrage in a system of democratic self-government."*

The Administering Authority and the Territorial Government have persisted in their efforts to educate the Samoan people in the matter of universal suffrage, but to date they cannot report great success. Even the proposed introduction of such a system in the neighbouring territory of American Samoa (which was publicized in the Trust Territory) provoked little interest, and the Samoan Democratic Party did not attract many new members during 1952. Samoans appear to be politically conservative, primarily because they see in political change a threat to their old social and economic system which, hallowed by tradition and legend and supported by a comprehensive and coherent body of customary etiquette, has a strong hold on their affections and influences greatly their whole way of thinking and acting.

STATUS OF THE INHABITANTS

7. *"The Council, recalling its recommendation during its seventh and eighth sessions regarding the status of the inhabitants, notes with satisfaction the changes in the international status of the inhabitants that have resulted from the Western Samoa Protected Persons Order 1950. With regard to domestic status, the Council notes that the previous efforts of the Administering Authority to evolve a common*

status have so far proved unsuccessful and urges that the Administering Authority continue to study the problem and report the results of such study to the Council."

The Administering Authority hopes that the problem of domestic status will be solved as one stage in that overall plan of development for Western Samoa which is mentioned earlier in this report.

CHAPTER II: ECONOMIC ADVANCEMENT

GENERAL ECONOMY

8. *"The Council, noting the progress made in the economic development of the Territory, and considering that the continuing population pressure emphasizes the need for expanding and diversifying the economic foundation, urges that the Administering Authority proceed with the general economic survey contemplated, including a land and soil survey."*

The Administering Authority, with the Territorial Government, has actively proceeded with the inaugural steps of a general economic survey (including a land and soil survey) as well as encouraging any present tendencies to expand and diversify the economy of the Territory.

PREFERENTIAL TREATMENT

9. *"The Council takes note of the statements of the Administering Authority on the subject of the preferential tariff and looks forward to receiving a report from the Administering Authority as to the action it may take on this matter."*

The Administering Authority has during 1952 engaged in consultation with the countries which would be directly affected by any alteration of the existing tariff.

PUBLIC FINANCE: TAXATION

10. *"The Council, considering that taxation policy should be based on wide considerations of national income, future economic possibilities, and population trends, and noting that the Samoan Government is inquiring into the question of taxation, expresses the hope that proposals for revising the tax structure will not be unduly delayed."*

It is intended to overhaul the existing system of taxation as soon as possible, although any thoroughgoing amendments may be delayed until after the survey of the Territory's economy and income.

PUBLIC WORKS

11. *"The Council takes note of the progress made in the use of water resources for hydro-electric development and hopes that similar progress will be made in the provision of piped water supplies to rural villages."*

During 1952 the Legislative Assembly voted over £50,000 for water supplies. Most of this sum was for piped supplies to villages.

LAND

12. *"The Council, noting with satisfaction the transfer of 41,615 acres of land from the New Zealand Reparation Estates to the Government of Western Samoa, and noting the Administration's long-term plan for gradually transferring land in the Apia area for the orderly expansion of Apia, expresses the hope that further transfer of land will be made to meet the needs of the Samoan people whenever population pressure so requires."*

The transfer of the lands from the New Zealand Reparation Estates was completed in 1952. It is the established policy of the Administering Authority to ensure that the Samoans are given access to whatever land is available to meet the pressure of increasing population.

CHAPTER III: SOCIAL ADVANCEMENT

POLICY

13. *"The Council, while noting that it is prudent of the Samoan people to wish to maintain governmental expenditure on social services at a level which they can afford at all times, nevertheless considers it desirable that they be encouraged to avoid a static conception of Government expenditure and to ensure that the continuing prosperity of the Territory is reflected in governmental expenditure on social services."*

The Council will note that the amount voted for social services was greater in 1952 than in previous years, reflecting the upward trend in the revenue of the Territory and the attitude of the Samoan people to levels of Government expenditure. At the moment over 40 per cent of the total revenue of the Territorial Government is spent on health, broadcasting, and education, and this is supplemented by grants from the Administering Authority.

STANDARD OF LIVING

14. *"The Council, noting that the agricultural census and the investigations into the cost of living being carried out by the Public Service Commissioner are expected to provide additional information on the question of standards of living, requests that a report on the results of these inquiries should be included in the next annual report."*

Some parts of the agricultural census were found to be based on inaccurate information. This information will be rechecked to allow final statistics to be compiled. Details of the information obtained from the investigations into the cost of living appear elsewhere in this report.

PUBLIC HEALTH

15. *"The Council expresses its gratification at the increase in the number of the total medical staff and at the passage of legislation concerning the appointment of medical officers which has enabled the Territory to recruit additional medical officers. The Council also notes the progress made in the provision of facilities for the treatment of tuberculosis and expresses the opinion that serious consideration should be given by the Administering Authority to the institution of an educational campaign to impress the Samoan people with the seriousness of the disease."*

Intensive educational action is being taken by the Territorial Department of Health in regard to tuberculosis. This action is concentrated mainly on those directly concerned—that is, doctors, Samoan medical practitioners, nurses, dispensers, and patients and their families. This method has proved more satisfactory than a wider campaign, which tends to be wasteful, to induce fear, and to distract attention from other common diseases which may be dangerous and prevalent. The Director of Health in Western Samoa is satisfied with the success of the present system to date. All ex-patients are, of course, under regular supervision for a long period.

CHAPTER IV: EDUCATIONAL ADVANCEMENT

POLICY

16. *"The Council invites the Administering Authority to give consideration to a long-term educational programme which will take into account the level of recurrent costs which can be borne by the Territory in relation to the growth of the school population and the prospective general revenue of the Territory. The Council also suggests that the Administering Authority consider the introduction of a more closely integrated school system, and requests the Administering Authority to report to the Council on these matters."*

The Administering Authority, through the Territorial Government, intends shortly to review the educational programme in the Territory. The present system, while it may not be closely integrated, corresponds fairly well to the logic of the existing situation. In 1952 some changes were made: the first steps in the amalgamation of Malifa and Leififi schools were taken, and the Director and Assistant Director of Education began their routine inspections of mission schools with a view to establishing better liaison and, as far as possible, a common standard of attainment at the different grades.

POST-PRIMARY AND HIGHER EDUCATION

17. *"The Council, noting the progress made in the construction of the Samoa College, is of the opinion that, in its development of a more closely integrated and expanded educational system, the Administering Authority should intensify its efforts to improve the facilities for secondary education and to provide more scholarships for overseas study."*

Work on Samoa College continued during the year under review. When the College is fully functioning further consideration will be given to the future of the present overseas scholarship scheme.

ADULT EDUCATION

18. *"The Council, expressing its interest in the expansion of adult and community education but noting the decrease in the number of enrolments in the adult night-school, urges the Administering Authority to do everything possible to stimulate interest in the available facilities for adult education."*

The Administering Authority and the Territorial Government consider that as at present comparatively few adult Samoans have evinced much interest in night classes on specific subjects, it may be

wise for adult education in the Territory to be concentrated mainly on forming a generally well-advised public opinion rather than on night-school activities, although the latter should be increased if possible.

Most of the previous recommendations and resolutions of the United Nations that affect Western Samoa are covered by these resolutions passed during the tenth session of the Trusteeship Council. In March 1951, in its eighth session, however, the Trusteeship Council passed resolutions concerning the improvement of health services in Western Samoa through collaboration with the South Pacific Medical Service in Fiji. During 1952 the Acting Inspector-General of the South Pacific Medical Service visited Western Samoa, and a return visit was made by the Director of Health, Dr. T. C. Lonie.

Also in March 1951 the Trusteeship Council stressed its disapproval of the Samoan system of sharing offices in so far as it applied to persons like the Samoan Judges. During 1952 the Fono of Faipule, while not yielding on the point of principle, nominated for reappointment the three judges whose terms had just expired.

The General Assembly in its 316th plenary meeting in December 1950 requested the Administering Authorities to make full use of technical assistance provided by the specialized agencies of the United Nations. The New Zealand Government and the Territorial Government have not, so far, found it necessary to call on the services of the specialized agencies, since services available from New Zealand Government Departments and through the South Pacific Commission have proved sufficient for the needs of the Territory.

Part XI: Summary and Conclusions

As in previous years, the main achievements and problems in the various fields have been outlined in the preceding sections of the report.

In making legal provision for the establishment of an Executive Council the Administering Authority has taken a further step towards the promotion of free political institutions suited to the Territory, and towards the evolution of a responsible Government which will reflect, in its policies and actions, the wishes of the Samoan people.

During the year the Trust Territory grew in wealth and prosperity, a state that is reflected in its trading figures and in the general contentment of the community. In many branches of agriculture the planters received advice from overseas experts, and with the visit of the Deputy Chairman of the Research Council of the South Pacific Commission the projected schedule for an Economic Survey of Western Samoa was drawn up. The Administering Authority points out that this survey will clarify the position as regards the best way of reforming the existing system of taxation, and that the increased knowledge of economic facts will be invaluable when making policy decisions relating to education, public health, and other aspects of social development.

Bearing in mind the possible disintegration of traditional Samoan society before the impact of future economic and social developments, the Administering Authority notes with satisfaction the passage through the Legislative Assembly of Western Samoa of a Co-operative Societies Ordinance and the first and second readings of a Local Government Bill. It is in these fields—those of production and of local administration—that the old form of society is likely to feel the first stirrings of change, and the need may arise for new forms of organization.

The Administering Authority is fully aware of the problems of the future. Politically it seems doubtful whether the people of Western Samoa are at present willing to adopt a system of universal suffrage, or whether they are even very interested in such a reform, while on the economic side the problem of producing sufficient to maintain and increase the standard of living for a population the rate of whose increase is among the highest in the world presents major difficulties. However, the Administering Authority feels that there is cause for satisfaction with the advance made during 1952 in the political, economic, social, and educational condition of the inhabitants of Western Samoa.

Since the body of this report was written the Right Hon. the Prime Minister of New Zealand has issued an important statement of policy regarding the future of Western Samoa. Details of this statement are to be found in a bi-lingual publication "Western Samoa and Self-Government" issued by the Government of Western Samoa.

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.
Failuaga	—	—	Orator, the executive officer of the chief.
Faipule	.....	.....	Representative of District.
Fautua	.....	.....	Adviser to the High Commissioner and member of the Council of State.
Fono	.....	.....	Council.
Leoleo	.....	.....	Police messenger.
Matai	.....	.....	Head of family.
Mau	—	—	Society organized amongst the Samoans in the 1920's which carried out a policy of civil non-co-operation.
Pule Fa'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.
Tusitala mo a'oga Samoa	.....	.....	Vernacular 'School Journal'.

METRIC EQUIVALENTS

1 metre	.....	.....	3.2809 ft.
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

STATISTICAL ORGANIZATIONS

The statistical organization 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 demographic statistics are collected mainly by the Postmaster, who is the Registrar of Births, Deaths, and Marriages. The last quinquennial population census was organized by this officer, but projections and deductions from the census figures fall to the lot of other administrative officers. The services of an officer from the Census and Statistics Department of New Zealand are being obtained for three weeks early in 1953, but it is by and large true to state that there is very little contact between the specialized institutions of the Administering Authority and the internal organizations, if they can be so called, that deal with the territorial statistics. Advice is always gladly given, but its value is inevitably limited as local knowledge is essential in this field. Similarly, the local statistical services have no formal relations with any statistical institutions outside the country, although returns are furnished in the annual report of the Administering Authority to the United Nations and answers are sent to the special questionnaires and queries sent by specialized agencies of the United Nations Organization. Social statistics are limited and consist mainly of medical records kept by the Departments of Health and Education. Economic statistics are formed in many categories. The Collector of Customs is responsible for the production of trade figures, and in his capacity of Collector of Taxes he produces, in collaboration with the Treasurer, the figures of revenue and expenditure of the year. Records of agricultural production are limited, save in so far as they may be deduced from trade and other statistics, but the Director of Agriculture receives reports of varying accuracy from his inspectors. These enable him to have an approximate idea of production in the various parts of the Territory.

The Director of Public Works and all departmental heads supply in the annual reports details of the work done by their Departments, and these have a certain value when one wishes to arrive at a general statistical picture of the progress of the Territory. All these figures are sent to the Secretary to the Government, but there is no special service which can collate or make full use of them. A consumers price index is kept by the Public Service Commissioner and shows fluctuations in the cost of living of civil servants seconded and locally recruited. This index does not, however, show the standard of living of persons in the various sections of the community and is maintained mainly to enable the Public Service Commissioner to bring Public Service salaries into line, from time to time, with the cost of living.

Registration of births and deaths is compulsory for all sections of the population, but of necessity the duty of reporting births in the outside villages is delegated to the Pulenu'u, and not all these officials are meticulous in the carrying out of their duties. The Postmaster is not sure at any stage that all births and deaths in the Territory have been reported to him, but the figures of the last census show that the margin of error is probably not as great as has been feared. The whole matter of registration is under consideration, but it is difficult to see how a more efficient system can be evolved at this juncture. Records of immigration and emigration are kept by the Police Department, representatives of which meet every overseas vessel or aircraft. Permits to enter the Territory and allied forms are retained by this Department, and permits to leave may be obtained only on application to the Superintendent of Police, so the check on overseas migrants is fairly close. There are virtually no ways of recording internal migration save the quinquennial population census.

CENSUSES

Censuses of population have been taken since 1900. Fuller details of these are available in the book entitled "The Population of Western Samoa" published by the United Nations Department of Social Affairs (Population Division) in January 1948. The censuses show the European, part-Samoan, and indigenous sections separately when all groups are covered. The following are the dates of censuses of population from the beginning of the century: 1900, 1902, 1906, 1911, 1921, 1926, November 1936, September 1945, and September 1951. In the first two censuses only indigenous inhabitants were counted.

Censuses taken recently proceeded along the lines laid down by the Census Ordinance 1925 and regulations issued under that Ordinance. Briefly, the system whereby these censuses are taken is that every occupier or person in charge of a dwellinghouse occupied by a European fills in and supplies on the appropriate form the matters and particulars required in respect of all persons in the building. He then signs the form and sends it to the proper officer. As far as indigenous inhabitants are concerned, instructions are gazetted telling Samoans to report to the Enumerator of the village or area (the Pulenu'u, as a rule) at or before such and such a time on the day appointed for the census, to give him the required details, which he fills in on the appropriate form.

The census forms used in 1951 asked for the following information:

Indigenous Inhabitants.—Name. Sex. Age in years. Whether a matai. Whether a Samoan, Tongan, Fijian, or other Pacific Islander. Country of birth. Whether a permanent resident or a visitor to the village. If a visitor, to what village he or she belongs. Religion. Occupation. Whether attending Government or mission school. Whether single or married. Number of children. Ability to read or write in Samoan and English.

European.—Name. Relation to head of household. Sex. Date of birth. Whether single, married, &c. Number of children. Country of birth. Nationality. Period of residence in Western Samoa. War service in armed forces. Race. Occupation and name of employer. Religion. Whether attending Government or mission school. Intentions as to permanent residence in Western Samoa. Country of permanent residence (if other than Western Samoa). Usual place of residence.

No censuses of industry and commerce have been taken in the Territory. The results of an agricultural census taken two years ago are not yet available as the information furnished by one or two areas will have to be further checked and corrected before any final statistics are deduced.

The accuracy of the censuses of population is dependent upon the exactness with which the various village or household enumerators fill in the census forms. The officer in charge of the last census was not satisfied that in the village this was always properly done, but the consensus of opinion is that the degree of inaccuracy is not so large as to invalidate completely any deductions made from the figures returned.

All figures for the 1951 census shown in this report are provisional as the final check is not yet completed.

PROVISIONAL CENSUS RESULTS, SEPTEMBER 1951

Samoans .. .. .	..	..	..	77,832	
Tokelau Islanders	183	}	other			
Niueans	124			Polynesians	446	
Gilbert and Ellice Islanders	98					
Tongans	41					
Fijians .. .. .	..	}	Melanesians	50	
Solomon Islanders	45					
Not classified .. .. .	..	..	..	12	
				<hr/>	78,340 persons of Samoan status.	
Part-Samoans .. .. .	..	..	..	4,199	
Europeans .. .. .	..	..	..	393	
Chinese .. .. .	..	..	..	164	
				<hr/>	4,756 persons of European status.	
Total population .. .. .	..	..	..	83,096	

In all subsequent tables, save where otherwise indicated, "Europeans" means persons of European status, and "Samoans" means persons of Samoan status (see relevant part of this report).

APPENDIX I

POPULATION

A. Total Population at Census—

1900 .. .. .	..	32,875 (indigenous inhabitants only).
1902 .. .. .	..	32,612 (indigenous inhabitants only).
1906 December .. .. .	..	37,320
1911 December .. .. .	..	38,084
1921 April .. .. .	..	37,157
1926 January .. .. .	..	40,229
1936 November .. .. .	..	55,946
1945 September .. .. .	..	68,197
1951 September .. .. .	..	83,096

B. *Current Estimates of Total Population—*

30 June 1952—

Samoans ..	..	..	..	..	79,677
Europeans ..	..	..	..	..	4,668
					84,345

31 December 1952—

Samoans ..	..	..	..	..	80,791
Europeans ..	..	..	..	..	4,625
					85,416

C. *Age Groups (Provisional Figures from 1951 Census)—*

	Total Population.		Total Population.
Under 1 year ..	3,425	55-59 years ..	1,213
1 year ..	2,710	60-64 years ..	1,300
2 years ..	2,988	65-69 years ..	802
3 years ..	3,028	70-74 years ..	522
4 years ..	2,921	75-79 years ..	319
5-9 years ..	12,079	80-84 years ..	160
10-14 years ..	10,948	85-89 years ..	73
15-19 years ..	8,208	90-94 years ..	30
20-24 years ..	7,237	95-99 years ..	21
25-29 years ..	6,593	100 and over ..	13
30-34 years ..	5,134	Unstated ..	225
35-39 years ..	4,310		
40-44 years ..	3,244	Total ..	83,096
45-49 years ..	2,556		
50-54 years ..	2,167		

Literacy or Educational Level.—Statistics regarding literacy levels by age groups are not yet obtainable. In general, it is true to say that there is close on 100 per cent literacy among Samoans and part-Samoans in the Samoan language. Literacy in English is comparatively low.

Government schools are required to keep an admission register and attendance register showing the names, age, sex, classification, and attendance of all pupils. The value of these records varies greatly with the teachers, although a close check is kept by inspectors. Ages in particular are open to question. Few parents bother to obtain a birth certificate, and many are guided by the dictates of expediency rather than by any disinterested delight in accuracy when they state the age of the children they wish to enrol. For these reasons most educational statistics are liable to be misleading.

OCCUPATION

The following tables are taken from the last census, and the figures must be regarded as unconfirmed as yet. The number of "unstated" and "not given" is so large that the value of the statistics lies mainly in its showing the minimum number occupied in various callings. Even here terms are not exact. "Carpenters" would include many almost unskilled carpenters' assistants, for instance.

Tautua.—This category would include some of the non-matai men who work on family estates under a matai.

Nofo Aiga.—This category is made up of matai and non-matai men and women who work at home at their own duties.

Samoans, by Island and Sex

	Upolu.			Savai'i.			Totals.
	Males.	Females.	Total.	Males.	Females.	Total.	
Public servants	150	1	151	5	..	5	156
Police	51	..	51	16	..	16	67
School teachers	164	220	384	94	43	137	521
Medical and dental practitioners	21	..	21	5	..	5	26
Nurses .. ..	..	160	160	..	15	15	175
Clergy	458	..	458	136	..	136	594
Planters	2,515	440	2,955	4,377	..	4,377	7,332
Plantation labourers	1,572	779	2,351	6	..	6	2,356
Traders	97	45	142	47	..	47	189
Clerks	84	11	95	..	..	..	95
Salesmen	15	5	20	..	..	..	20
Tradesmen—							
Bakers	14	..	14	2	..	2	16
Mechanics	64	..	64	4	..	4	68
Electricians	4	..	4	..	..	..	4
Barbers	8	..	8	..	..	..	8
Carpenters	325	..	325	72	..	72	397
Printers	22	..	22	..	..	..	22
Radio operators	5	..	5	3	..	3	8
Telephone operators	2	..	2	..	..	..	2
Painters	8	..	8	..	..	..	8
Plumbers	2	..	2	..	..	..	2
Tailors	2	18	20	..	..	..	20
Drivers	148	..	148	9	..	9	157
Sailors	26	..	26	..	..	..	26
Labourers	315	18	333	..	..	..	333
Domestic servants	44	194	238	..	..	..	238
Typists .. ..	..	3	3	..	..	..	3
Wardresses .. ..	..	2	2	..	..	..	2
N.Z.R.E. employees	35	3	38	1	..	1	39
Other employments for remuneration	23	1	24	4	..	4	28
Fautua	2	..	2	..	..	..	2
Tautua	1,525	..	1,525	..	..	..	1,525
Nofu Aiga	2,046	4,708	6,754	..	..	..	6,754
Unstated	9,650	12,503	22,153	4,133	8,413	12,546	34,699
Totals	19,397	19,111	38,508	8,913	8,471	17,384	55,892

Europeans, by Island

	Upolu.	Savai'i.	Total.		Upolu.	Savai'i.	Total.
Public servants	159	1	160	Tradesmen—	..	..	..
Police	8	1	9	Blacksmith .. ..	..	1	1
School teachers	51	12	63	Shoemaker	1	..	1
Nurses	8	..	8	Drivers	7	9	16
Clergy	40	21	61	Sailors	3	..	3
Planters	159	19	178	Professional	131	1	132
Plantation labourers	119	..	119	Retired and dependant	25	..	25
Trade and commerce	248	37	285	Domestic and housewife	758	63	821
Tradesmen—				Labourers	11	1	12
Bakers	2	3	5	Typists	36	..	36
Cooks	4	..	4	Others	223	1	224
Butchers	1	..	1	Unstated	900	93	993
Mechanics	23	5	28				
Carpenters	30	19	49	Totals	2,953	237	3,240
Tailors	6	..	6				

D. Births and Deaths for Year Ending 31 December 1952—

Population, 31 December 1952: Samoan, 80,791; European, 4,625: total, 85,416 (44,028 M., 41,388 F.).

Live Births, Samoan, 3,034; European, 176; total, 3,210 (1,725 M., 1,485 F.).

Birth Rate (live births per 1,000 of population): Samoan, 37.60; European, 38.05.

Stillbirths, Samoan, 4, European, 0: total, 4.

Deaths by age groups and total deaths—

Deaths under 1 year (including stillbirths): Samoan, 162; European, 2: total, 164.

Deaths 1 to 4 years inclusive: Samoan, 92; European, 2: total, 94.

Deaths 5 to 9 years inclusive: Samoan, 24; European, 1: total, 25.

Deaths 10 years and over: Samoan, 319; European, 11: total, 330.

Total deaths (including stillbirths), 613 (366 M., 247 F.).

Death Rate (per 1,000 of population): Samoan, 7.39; European, 3.46.

Infant death rate (per 1,000 live births): Samoan, 53.32; European, too small for analysis.

Death rate 1 to 4 years inclusive (per 1,000 live births): Samoan, 30.32; European, too small for analysis.

Death rate 5 to 9 years inclusive (per 1,000 live births): Samoan, 7.91; European, too small for analysis.

Death rate 10 years and over (per 1,000 live births): Samoan, 105.12; European, too small for analysis.

Stillborn rate (per 1,000 live births): Samoan, 1.3; European, Nil.

Details of maternal deaths are not available.

Figures relating to birth and death rates are considered not very accurate.

Migration—

Inward—Samoans	..	..	3,335
Europeans	..	..	656*
Chinese	..	..	2
Indians	..	..	8
			————— 4,001
Outward—Samoans	..	..	3,973
Europeans	..	..	777
			————— 4,750
Excess of outward over inward	..	..	749

* 444 males; 212 females.

Details of Outward Migration—

To	New Zealand.		Fiji.		Pago Pago.		Other Countries.		Total.
	M.	F.	M.	F.	M.	F.	M.	F.	
Samoans	388	276	63	62	1,054	1,363	29	69	3,082
Europeans	203	107	123	35	175	84	44	6	777
Indians	..	..	7	1	..	..	..	..	8
Chinese	3	..	..	..	..	..	..	..	3
							Total	..	4,750

APPENDIX II

ADMINISTRATIVE STRUCTURE OF GOVERNMENT

The salary scales, &c., of members of the Western Samoan Public Service were printed in the last annual report of the Public Service Commissioner of Western Samoa. To bring such scales up to date reference should be made to the salary increases shown below.

SALARY INCREASES FROM 1 JULY 1952

The following cost-of-living increases, to be operative from 1 July 1952, were granted by the Public Service Commissioner on 5 February 1953 to all employees other than nursing and domestic staff of the Health Department, the increases for whom are to be announced later:

Where existing salaries do not exceed £89 per annum	£5 per annum.
Where existing salaries are from £90 to £299 per annum	£10 per annum.
Where existing salaries are from £300 to £329 per annum	£15 per annum.
Where existing salaries are from £330 to £359 per annum	£20 per annum.
Where existing salaries are from £360 to £389 per annum	£25 per annum.
Where existing salaries are from £390 to £419 per annum	£30 per annum.
Where existing salaries are from £420 to £525 per annum	£35 per annum.
Where existing salaries are from £526 to £584 per annum	£40 per annum.
Where existing salaries are from £585 to £609 per annum	£45 per annum.
Where existing salaries are over £609 per annum	£50 per annum.

APPENDIX III
CRIMINAL CASES DEALT WITH BY THE HIGH COURT IN 1952

	Number of Offences.	Persons Charged.								Convictions.								Dismissed or Withdrawn.							
		Samoaan.		Part-Samoan.		European.		Chinese.		Samoaan.		Part-Samoan.		European.		Chinese.		Samoaan.		Part-Samoan.		European.		Chinese.	
		M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Prevention of the course of justice ..	11	10	1	..	..	..	..	..	..	10	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Offences against morality	15	13	..	2	..	..	..	..	..	13	..	..	..	..	..	..	..	2	..	..	..	..	..	..	..
Offences against the person ..	235	193	23	17	..	2	..	..	..	168	22	16	..	1	..	..	..	25	1	1	..	1	..	..	..
Offences against the rights of property	819	748	27	43	1	..	..	..	..	706	27	38	1	..	..	..	..	41	..	5	..	1	..	..	..
Police offences	210	100	9	34	1	..	..	..	..	158	9	33	1	..	..	..	..	8	..	1	..	..	..	..	..
Breach of the peace	129	91	16	15	6	1	..	..	..	74	14	12	3	1	..	..	..	17	2	3	3	..	..	..	..
Liquor offences	31	18	8	4	1	..	..	..	..	16	5	3	1	..	..	..	..	2	3	1	..	..	..	..	..
By-law breaches	580	440	5	128	4	3	..	..	..	384	5	103	4	3	..	..	..	56	..	24	1	..	..	..	..
Miscellaneous	202	203	10	41	3	1	..	4	..	183	10	39	3	..	..	3	..	20	..	2	..	1	..	1	..
Total	2,202	1,882	99	284	16	7	..	4	..	1,712	93	244	13	5	..	3	..	169	6	30	4	3	..	1	..

APPENDIX IV
PUBLIC FINANCE

*Receipts and Payments: Detailed Statement for Period from 31 March
1949 to 31 December 1952*

	1949.	1950.	Nine Months Ended 31 December 1950.	Calendar Year, 1951.	1952.
<i>Heads of Revenue.</i>					
Customs and Taxes ..	£ 408,721	£ 416,396	£ 385,433	£ 561,699	£ 663,342
Education ..	859	1,272	901	2,221	2,039
Health ..	19,803	24,990	22,593	20,182	23,890
Justice ..	1,973	2,763	2,272	3,504	4,039
Lands and Survey ..	1,713	1,518	789	1,503	1,501
Samoa Affairs ..	1,129	1,193	933	782	..
Police and Prisons ..	7,926	8,564	8,481	9,994	10,348
Postal and Radio ..	24,187	26,043	12,729	24,705	37,339
Public Works ..	12,977	15,061	14,757	23,836	23,836
Treasury ..	21,050	24,059	22,199	30,471	15,596
	500,338	521,859	471,087	678,897	781,980
<i>Heads of Expenditure</i>					
High Commissioner and Government House ..	£ 8,595	£ 7,679	£ 4,600	£ 6,744	£ 8,193
Agriculture ..	..	884	3,541	4,827	6,953
Customs and Taxes ..	16,785	8,373	7,241	17,129	9,888
Education ..	46,855	70,188	74,197	113,345	110,552
Health ..	89,707	105,655	93,667	140,245	170,933
Justice ..	4,837	5,427	4,252	6,085	10,234
Lands and Survey ..	5,725	6,266	5,076	6,604	6,421
Police and Prisons ..	20,797	24,571	21,031	33,945	47,105
Postal, Radio, and Broad- casting ..	24,803	34,309	24,592	34,920	59,487
Public Service Commissioner ..	..	..	2,104	3,310	3,563
Public Works ..	165,987	127,939	160,630	166,357	282,255
Samoa Affairs ..	20,555	23,889	16,624	25,470	..
Secretariat and Legislative Assembly ..	17,676	28,805	19,583	58,530	66,127
Treasury ..	38,305	13,122	6,715	12,745	20,176
Services not provided for ..	4,683	1,730	943	919	248
	465,310	458,837	444,796	631,175	812,234
Less Recoveries— Labour and Public Trust	790	742	594	28	652
	464,520	458,095	444,202	630,147	811,582
Surplus or deficit ..	+35,818	+63,764	+26,885	+47,722	-29,855

SELECTED GOVERNMENT ACCOUNTS

Capital Development Reserve Fund

Balance as at 1 January 1952	£ 286,097	Transfer to General Fund: Development payments, 1951	£ 170,648
Transferred	156,297	Balance as at 31 December 1952	251,746
	<u>£422,394</u>		<u>£422,394</u>

Insurance Fund

Balance as at 1 January 1952	£ 52,179	Disbursements	£ 1,470
Premiums	3,358	Balance as at 31 December 1952	54,067
	<u>£55,537</u>		<u>£55,537</u>

Copra Fund

Balance as at 1 January 1952	£ 104,091	Disbursements	994,335
Copra Proceeds	983,787	Balance as at 31 December 1952	93,543
	<u>£1,087,878</u>		<u>£1,087,878</u>

Western Samoa Currency Note Security Account

Balance as at 1 January 1952	£ 110,430	Notes redeemed	£ 21,000
Notes issued 1 January 1952	8,000	Balance as at 31 December 1952	97,430
	<u>£118,430</u>		<u>£118,430</u>

Western Samoa Post Office Savings Bank Deposit Account

Balance as at 1 January 1952	£ 310,221	Withdrawals	£ 146,410
Deposits	142,292	Balance as at 31 December 1952	306,103
	<u>£452,513</u>		<u>£452,513</u>

APPENDIX V

TAXATION

All available figures relating to taxation have been given in the body of the report. There is no income tax as such, only a salary tax. There are no hut, head, or cattle taxes.

The number of companies, foreign and domestic, is given in the report, but the amount of taxes paid by these could not be shown without a breach of confidence. The amount of taxation paid by foreign companies in their country of domicile is not known.

Indirect taxes do not differ with locality (see body of report).

The fullest details available about direct taxes are given in the body of the report.

Rates of Customs duties, &c., are given in the annual report of the Trade Commerce and Shipping of the Territory of Western Samoa.

No transit duties are payable on transit goods. These pay merely the 5 per cent port and Customs service tax.

APPENDIX VI

MONEY AND BANKING

(a) Amount of currency in circulation—

			£	
1948	..	..	77,100	
1949	..	..	71,100	
1950	..	..	84,100	
1951	..	..	113,300	} including coinage account.
31 December 1952	..	..	104,300	

(b) Aggregate deposit money—

			£
1948	..	..	622,100
1949	..	..	603,000
1950	..	..	594,300
1951	..	..	695,000
31 December 1952	..	..	645,600

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

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

The only bank in the Territory is the Bank of New Zealand, registered in New Zealand. Its Samoan business is so merged with its general balance that few details requested can be given specifically relating to Samoa. The Bank's paid up capital is £6,328,125 and its reserves £4,041,336. Its current deposits amounted to £106,897,291 as at 31 March 1952. Approximately £500,000 is held in current accounts in Samoa. Time deposits are not accepted in the Territory.

No details of classified assets and liabilities for the Bank's Samoan branch are available. The average of this branch's advances and discounts for the year ending 31 March 1952 was £89,177, but the number of loans and the amounts involved were so small that they could not be analysed without breach of confidence, especially as the Bank is the only one in the Territory.

The Territory has no public debt, internal or external.

APPENDIX VII
A. COMMERCE AND TRADE

Year.	Country.	Imports.		Exports and Re-Exports.		Balance.
		Sub Totals.	Totals.	Sub Totals.	Totals.	
		£	£	£	£	£
1948	New Zealand ..	301,544	301,544	255,550	255,750	-45,994
	Australia ..	154,749		34,511		
	Canada ..	68,874		51,638		
	Fiji ..	31,339		140		
	India ..	32,261				
	United Kingdom ..	146,733		397,185		
	United States of America ..	180,368		167,067		
	Others ..	46,160		2,167		
		660,484	962,028	852,793	1,108,258	+192,224
						+146,230
1949	New Zealand ..	321,302	321,302	278,524	278,524	-42,778
	Australia ..	132,760		43,093		
	Canada ..	43,672		102,165		
	Fiji ..	33,740		1,652		
	India ..	7,353				
	United Kingdom ..	132,205		713,619		
	United States of America ..	193,417		194,994		
	Others ..	17,135		10,711		
		560,282	881,584	1,066,234	1,344,758	+505,052
						+463,174
1950	New Zealand ..	305,795	305,795	337,058	337,058	+31,263
	Australia ..	252,141		40,484		
	Canada ..	73,631		186		
	Fiji ..	30,502		250		
	India ..	21,581				
	United Kingdom ..	229,528		713,332		
	United States of America ..	134,649		169,253		
	Others ..	40,294		43,248		
		780,326	1,095,121	966,793	1,303,761	+177,377
						+208,640
1951	New Zealand ..	309,675	309,675	239,663	239,663	-69,412
	Australia ..	236,100		168,018		
	Canada ..	71,264		161		
	Fiji ..	55,747		1,061		
	India ..	44,390				
	United Kingdom ..	252,468		971,031		
	United States of America ..	141,513		331,736		
	Others ..	84,141		9,672		
		885,623	1,194,696	1,482,270	1,721,942	+506,050
						+527,244
1952	New Zealand ..	336,755	336,755	190,459	190,459	-244,296
	Australia ..	378,862		41,046		
	Canada ..	54,162		429		
	Fiji ..	59,764		3,100		
	India ..	21,914				
	United Kingdom ..	410,411		1,267,454		
	United States of America ..	224,315		268,301		
	Others ..	201,607		7,295		
		1,351,035	1,687,700	1,587,625	1,778,084	+334,580
						+90,294

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 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 above):

1948		1949	
	£		£
New Zealand ..	7,088	New Zealand ..	4,556
Tutuila ..	103	Fiji ..	1,141
Ships' stores ..	94	Malaya ..	500
Others ..	217	Tutuila ..	335
		Ships' stores ..	229
		Others ..	390
	<u>£7,502</u>		<u>£7,151</u>

1950		1951	
	£		£
New Zealand ..	18,328	New Zealand ..	17,495
Tutuila ..	963	Tokelau Islands	3,324
Niue ..	783	Fiji ..	1,195
Pukapuka ..	680	Niue ..	816
Ships' stores ..	541	Ships' stores ..	394
Tokelau Islands	85	Australia ..	121
Others ..	4		<u>£23,345</u>
	<u>£21,384</u>		

1952	
	£
New Zealand ..	10,425
Fiji ..	3,070
Tutuila ..	428
Tokelau Islands ..	205
Niue ..	100
Ships' stores ..	65
Others ..	52
	<u>£14,345</u>

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, &c., Value).
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	
1948							
New Zealand	Cwt. 1,870½	£ 2,362	Yards. 6,165	£ 1,095	Cwt. 16,003	£ 104,716	£ 2,751
Australia	17,694½	36,729	9,332	1,063	207	2,006	787
Canada	1	2	12,911	1,071	..	..	24,355
Fiji	10,008	12,819	..	..	..	..	..
United Kingdom .. .. .	..	..	404,835	48,082	..	..	2,508
United States of America	14½	45	399,679	46,538	8	55	18,809
Hong Kong .. .. .	..	..	33,230	2,359	..	..	..
France .. .. .	..	..	11,545	1,734	..	..	..
India .. .. .	..	..	578	411	..	..	..
Japan .. .. .	..	..	53,053	4,511	..	..	..
Tutuila .. .. .	..	..	..	..	..	..	300
Sweden .. .. .	..	..	..	..	..	..	21
	29,588½	51,957	931,328	106,864	16,318	106,867	49,531
1949							
New Zealand	1,606	1,654	7,203	876	14,956	115,485	Less than 5 per cent of value of total imports.
Australia	19,120	27,496	2,222	350	195	2,404	
Canada .. .. .	..	..	92,507	6,166	..	..
Fiji	15,773	16,431	3,990	370	..	..
United Kingdom .. .. .	..	..	228,459	39,362	1	6	
United States of America	8	17	223,712	31,169	1	6	
India .. .. .	..	..	950	123	..	..
Hong Kong .. .. .	..	..	25,394	3,313	..	..
Belgium .. .. .	..	..	1	1	..	..
	30,507	45,598	684,297	81,730	15,153	117,901	
1950							
New Zealand	64	32	600	95	12,523	107,070	Less than 5 per cent of value of total imports.
Australia	14,364	46,592	31,814	3,654	156½	1,900	
Canada .. .. .	..	..	67,711	8,044	..	..
Fiji	7,557	11,514	8,537	1,840	..	..
United Kingdom .. .. .	..	..	399,294	73,056	..	..
United States of America .. .. .	..	..	76,421	16,651	6	41	
Hong Kong .. .. .	..	..	3,768	1,093	..	..
India .. .. .	..	..	41,478	6,331	..	..
Japan .. .. .	..	..	5,246	1,401	..	..
Switzerland .. .. .	..	..	386	113	..	..
U.S. Indonesia .. .. .	..	..	1,116	113	..	..
	21,985	58,138	636,361	113,270	12,685½	109,911	
1951							
New Zealand	Less than 5 per cent of value of total imports.		7,256	965	18,167	132,421	Less than 5 per cent of value of total imports.
Australia			2,519	268	174	1,294	
Canada			11,366	2,436	..	..
Fiji			3,900	410	..	..
United Kingdom			429,582½	72,455	1	2	
United States of America			53,872	10,168	1	4	
Hong Kong			3,719	971	..	..
India			74,215	13,546	..	..
Japan			19,997	2,462	..	..
Austria			2,727	495	..	..
Germany	330	266	..	..	
Denmark .. .. .	..	..	..	..
			609,483½	104,442	18,346	133,760	
1952							
New Zealand	296½	504	656	299	7,604	87,056	£ 6,082
Australia	15,676	59,010	323	385	555½	6,155	4,691
Canada .. .. .	..	..	28,500	2,415	..	..	4,933
Fiji	10,036½	31,892	2,642	1,151	..	..	10
United Kingdom	1	7	260,200	53,280	2½	28	63,733
United States of America .. .. .	..	..	58,005½	62,713	..	..	37,177
Hong Kong .. .. .	..	..	37,314	3,852	..	..	..
France .. .. .	..	..	..	..	..	..	11
India .. .. .	..	..	16,080	2,036	..	..	..
Germany .. .. .	..	..	1,162	201	1	7	21
Japan .. .. .	..	..	34,252	4,685	..	..	..
Italy .. .. .	..	..	142	34	..	..	..
Switzerland .. .. .	..	..	60	42	..	..	..
Denmark .. .. .	..	..	..	..	1½	18	..
Holland .. .. .	..	..	..	..	..	..	419
	32,610	91,503	430,342½	131,693	8,164½	93,264	117,077

C. (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.		Desiccated Coconut.	
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
1948	Cases.	£	Tons.	£	Tons.	£	Tons.	£
New Zealand ..	99,507	69,004	253½	57,846	1,354½	44,118	509	71,316
Australia ..	..	..	146	34,167	..	..	..	..
Canada ..	..	..	..	..	1,142½	51,538	..	..
United Kingdom ..	..	..	440½	108,779	11,681½	488,406	..	..
United States of America ..	..	..	746½	167,007	..	..	..	..
Fiji ..	..	..	..	..	..	..	..	108
Switzerland ..	..	..	43½	1,633	..	..	..	..
	99,507	69,004	1,630	369,492	14,178½	584,062	509	71,424
1949								
New Zealand ..	87,121	64,644	100	25,419	1,800	87,175	689	94,780
Australia ..	..	..	330	42,794	..	..	..	..
Canada ..	..	..	9	406	2,255	101,759	..	..
United Kingdom ..	..	..	806	115,279	12,400	598,340	..	..
United States of America ..	..	..	1,499	194,994	..	..	..	..
Italy ..	..	..	25	3,430	..	..	..	..
Syria ..	..	..	35	5,289	..	..	..	..
Fiji ..	..	..	..	..	..	..	2½	362
	87,121	64,644	2,894	387,611	16,455	787,274	691½	95,142
1950								
New Zealand ..	97,354	81,150	188	48,649	2,325	113,531	552	74,587
Australia ..	..	..	150	40,230	..	..	1	103
United Kingdom ..	..	..	646	144,142	11,592	509,187	..	..
United States of America ..	..	..	729	168,608	..	..	..	..
Germany ..	..	..	68	16,132	..	..	..	..
Holland ..	..	..	58	13,144	..	..	..	..
Italy ..	..	..	32	8,865	..	..	..	..
Fiji ..	..	..	..	..	..	..	2	244
	97,354	81,156	1,880	439,770	13,917	682,718	555	74,934
1951								
New Zealand ..	62,908	53,872	152	30,046	1,287	69,595	336	42,806
Australia ..	..	..	641	167,611	..	..	..	..
United Kingdom ..	..	..	1,010	259,091	13,532	711,577	..	..
United States of America ..	..	..	1,394	331,186	..	..	..	..
Italy ..	..	..	15	4,067	..	..	3	406
Fiji ..	..	..	..	..	..	..	..	..
	62,908	53,872	3,212	801,001	14,619	781,172	339	43,272
1952								
New Zealand ..	65,588	55,816	113	30,725	1,250	74,538		
Australia ..	..	..	174	41,006	..	..
United Kingdom ..	..	..	1,056	252,316	15,787	1,012,104		
United States of America ..	..	..	1,085	267,315	..	..
Holland ..	..	..	20	4,900	..	..
	65,588	55,816	2,448	596,262	17,037	1,086,642		

Less than 5 per cent of the value of total exports.

D. TRADING ESTABLISHMENTS AND ENTERPRISES

All available details about trading enterprises and establishments have been given in the body of the report and in Appendix XXV, where a list of business licences is given.

APPENDIX VIII

AGRICULTURE

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

There is no arable land in the Territory. Virtually all pasture land is also used for plantations. It is not known how much of the uncultivated and forest covered land is potentially productive.

B. *Lands Alienated During 1952.*—No land was permanently alienated to private persons or firms. No record exists of the nationalities of the various persons leasing land, but most would not be nationals of the metropolitan country and many would be of part-Samoan ancestry.

(a) Leased to private planters and firms	1,147 $\frac{3}{4}$ acres.
(b) Alienated for church purposes	12 acres.
(c) Alienated to Territorial Government	6 $\frac{3}{4}$ acres.
(d) Alienated to Metropolitan Government (New Zealand Reparation Estates)	1,000 acres.

NOTE.—Land was alienated for Church purposes under the Samoa Village Regulations 1938 (see body of report). The 1,000 acres shown as leased to the New Zealand Reparation Estates was, in fact, a leasehold property previously, and the lease was renewed in the year under review.

C. *Production.*—Figures relating to the total production of crops that are wholly or in part consumed domestically are not available. The following are the figures for crops exported in 1952.

Bananas	65,588 cases.
Cocoa	2,448 tons.
Copra	17,037 tons.
Grapefruit	1,737 tons.
Rubber	192,517 lb.

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

Estimates of the total area and production of each crop will not be available until the results of the agricultural census are to hand.

APPENDIX IX

LIVESTOCK

	New Zealand Reparation Estates.	Planters, Missions and Schools.	Villagers.	Total.
<i>Cattle—</i>				
Beef	8,800	550	100	9,450
Dairy	50	500	..	550
	<hr/> 8,850	<hr/> 1,050	<hr/> 100	<hr/> 10,000
<i>Horses—</i>				
Draft, hackney, and race	300	200	200	700
Donkeys	200	..	..	200
	<hr/> 500	<hr/> 200	<hr/> 200	<hr/> 900

Pigs and Poultry

Their numbers cannot be estimated accurately. There are perhaps 40,000 pigs and 100,000 fowls.

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

In 1952, 2,189 cattle are known to have been slaughtered, and of these, 138 cattle were wholly condemned. The average carcass weighs 375 lb. to 400 lb. Only 1 ton of hides worth £40 were exported. Two hundred and fifty-nine pigs were inspected before being slaughtered, and 13 wholly condemned.

Ululoloa Dairy Co. distributed 25,200 gallons of milk during the year. The New Zealand Reparation Estates provided milk for its employees, but the amount is unknown. Apart from this, milk production is low, Samoans not being as yet very interested in milk as an addition to their diet.

APPENDIX X

FISHERIES

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

APPENDIX XI

FORESTS

Figures relating to productive and non-productive forests are not available. There are no forest estates or farm forests. Timber cut in 1952 was as follows:—

New Zealand Reparation Estates (approx.)	Super ft.
Private mill	150,000
	302,500
	<hr/>
	452,500
	<hr/>

Timber production was lowered by the closing down of the New Zealand Reparation Estates' mill for nearly two months while it was moved from Savai'i to Upolu.

Hardwood exported in 1952 totalled 5,035 super. ft.

APPENDIX XII

MINERAL RESERVES

Nil.

APPENDIX XIII

INDUSTRIAL PRODUCTION

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

APPENDIX XIV

CO-OPERATIVES

Nil

APPENDIX XV

TRANSPORT AND COMMUNICATIONS

POSTAL

Besides the main Post Office, there are eleven non-permanent Post Offices.

Mail Matter Delivered

Letters and letter-cards	.....	.....	.....	242,528
Other articles	.....	.....	.....	121,988
Registered letters	.....	.....	.....	4,638
Parcels	.....	.....	.....	8,844

Mail Matter Despatched

Letters and letter-cards	.....	.....	.....	245,032
Other articles	.....	.....	.....	33,465
Registered letters	.....	.....	.....	15,009
Parcels	.....	.....	.....	8,151

Money Orders

Issued—				
Number	.....	.....	.....	650.
Commission	.....	.....	.....	£40 2s. 10d.
Amount	.....	.....	.....	£9,659 12s. 5d.
Paid—				
Number	.....	.....	.....	1693
Amount	.....	.....	.....	£17,782 14s. 3d.

TELEPHONE SERVICES

There is only one telephone system, which has approximately 76 miles of local wires and 259 subscribers. There is one public call station.

TELEGRAPH SERVICES

There is one main establishment and six out-stations. Paid traffic amounted to 30,202 messages totalling 530,929 groups for £5,587. Air, weather, and press services accounted for another 618,000 groups. Internal radio, telephone, and ship-to-shore service resulted in a revenue of £77. Details of internal telegraphic messages sent are not available. The figures above refer to overseas traffic.

BROADCASTING SERVICES

There is only one broadcasting station. There are 893 privately-owned receiving sets and 260 Government-issued sets.

ROAD TRANSPORT

Roads.—Mileage figures as at December 1952:

	Miles.
Bitumen sealed roads	47
Other main roads	111
Secondary and village access roads	82
Plantation roads	27
Total	267
<i>Private Cars</i> , including Government cars, 198.	
<i>Number of Buses</i> —	
Up to 11 passengers	3
11 to 37 passengers	49
Total	52
<i>Lorries</i> , including Government lorries—	
Up to 2 tons	64
Over 2 tons	109
Total	173
<i>Trailer</i> (Government)	1

Longest Bus Route: 46 miles.

Number of Bus Passengers: Over 400,000 (estimate only).

AIR TRANSPORT

Number of Passengers (estimate only)—

Starting flight	500
Terminating flight	500

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

RAILWAYS

Nil.

METEOROLOGICAL SERVICES

Meteorological services are detailed in the body of the report. The only observatory is controlled and staffed by 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	28,000
Unloaded	25,000

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

The Number of Vessels Entered and Cleared in External Trade was:

United States of America	..	56 ships	} 123,023 tons.
British	.....	45 "
Norwegian	.....	9 "
Japanese	.....	1 "
Panamanian	.....	1 "

Number of Passengers Conveyed (estimate only)—

Embarked	.....	4,250
Disembarked	.....	3,500

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

COST OF LIVING

The average retail prices in Apia (as at December 1952) of some of the more important groceries, &c., are shown below.

Ice, delivered	..	..	..	4s. per 50 lb. block.
Flour, white	..	..	..	8d. per pound.
Butter (New Zealand), pats	..	..	..	2s. 6d. per pound.
Bacon (New Zealand), rashers	..	..	..	5s. 1½d. per pound.
Eggs, fresh, local	..	..	..	2s. 4d. per dozen.
Sugar, white	..	..	..	10d. per pound.
Bread, white, delivered	..	..	..	1s. per 18 oz. loaf.
Fresh milk, delivered	..	..	..	6½d. per pint.
Cheese, loaf cheddar (New Zealand)	..	..	..	2s. 4d. per pound.
Imported mutton	..	..	..	2s. 9d. per pound.
Pork chops	..	..	..	3s. 9d. per pound.
Tea, first quality	..	..	..	3s. 8½d. per pound.
Potatoes	..	..	..	8d. per pound.
Cabbage	..	..	..	1s. 1d. per pound.
Tinned meat, corned beef (New Zealand)	..	..	..	4s. 3d. per pound.
Apples	..	..	..	1s. 5½d. per pound.
Petrol	..	..	..	4s. 9d. per gallon.
Cigarettes (English)	..	..	..	4s. 7d. per tin of 50.
Dinner plates (English)	..	..	..	16s. 6d. per half dozen.
Starch, loose	..	..	..	1s. 11d. per pound.
Soap, laundry, 28's	..	..	..	2s. 10d. per bar.

APPENDIX XVII

LABOUR

A full analysis of the census returns taken in 1952 has not been completed, and much of the information sought regarding the economically active population will not, in any case, be revealed in these returns.

The main purpose of census returns in the past has been to ascertain population trends and the scale of natural increase for health and educational purposes. Little attention has been given to the requirements of the International Standard Industrial Classification of Economic Activities. It is possible that in a community which is not developed industrially the difficulty and cost of ascertaining these details would be unwarranted, and the information, if obtained, would probably be inaccurate and the task certainly of doubtful practical value compared with other projects. Some part of the information, however, which may be of use should be obtained in the course of the proposed economic survey. Details of average wages are not available. 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 have always a family group which can use their service. The number of collective agreements in force at the end of the year was nil.

Details of the number of persons who left the Territory and the number of persons who entered the Territory may be found in Appendix I.

The number of persons leaving the Territory to seek employment elsewhere is unknown. The number of persons who entered the Territory to take up employment during 1952 is given in the particulars of immigration. Details of their families are unknown. By far the greatest number of overseas employees are public servants, and at the end of 1952 there were seventy-three of these who had been recruited from overseas. This figure includes some who have been in the Territory so long that they are considered domiciled there. Business firms employ possibly twelve persons from overseas.

APPENDIX XVIII

SOCIAL SECURITY AND WELFARE SERVICES

As there is practically no need for social security and welfare services they are almost non-existent, but the following figures are available.

SUPERANNUATION AND PROVIDENT FUNDS

Territorial Government employees: 600 members (including 527 local appointees).

Commercial and business employees (all of overseas firms): 97 members (including 78 local appointees).

AID AND PENSIONS PAID IN 1952

Territorial Government, £953 to 36 persons.
No other details are available.

CONSUMERS' PRICE INDEX, APIA
(Base period—first quarter 1951 = 1,000)

	Seconded Employees.					Local Employees.				
	First Quarter, 1951.	First Quarter, 1952.	Second Quarter, 1952.	Third Quarter, 1952.	Fourth Quarter, 1952.	First Quarter, 1951.	First Quarter, 1952.	Second Quarter, 1952.	Third Quarter, 1952.	Fourth Quarter, 1952.
(1) Food Groups—										
(a) Meat and fish ..	1000	1206	1223	1256	1222	1000	1229	1247	1279	1332
(b) Fruits and vegetables ..	1000	1298	1229	1307	1394	1000	1186	1301	1345	1317
(c) Dairy produce ..	1000	1034	1085	1098	1101	1000	1033	1033	1095	1097
(d) Other foods ..	1000	1163	1235	1258	1273	1000	1177	1225	1238	1240
Aggregate ..	1000	1173	1199	1232	1271	1000	1176	1223	1248	1283
(2) Housing ..	1000	1248	1250	1224	1255	1000	989	993	998	999
(3) Fuel and Lighting ..	1000	1011	1020	1022	1023	1000	1013	1042	1049	1052
(4) Apparel—										
(a) Clothing ..	1000	1078	1133	1119	1150	1000	1078	1134	1119	1150
(b) Footwear ..	1000	1053	1126	1196	1112	1000	1048	1188	1199	1111
Aggregate ..	1000	1074	1141	1131	1145	1000	1071	1147	1139	1141
(5) Miscellaneous—										
(a) Household goods ..	1000	1065	1202	1201	1226	1000	1083	1227	1234	1257
(b) Personal goods ..	1000	1062	1073	1070	1078	1000	1067	1081	1081	1090
(c) Services... ..	1000	1070	1077	1052	1053	1000	1069	1072	1008	1009
Aggregate ..	1000	1067	1087	1071	1078	1000	1068	1091	1056	1062
All groups ..	1000	1116	1141	1145	1165	1000	1109	1149	1148	1166

APPENDIX XIX

PUBLIC HEALTH

PERSONNEL

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

Medical officers .. .. .	..	..	..	..	6 (E)
Medical assistants (Samoan medical practitioners)	31 (S)				
Dentist .. .. .	..	..	..	..	1 (E)
Dental assistants .. .. .	..	..	..	..	6 (S)
Certificated Nurses—					
With senior training .. .. .	..	..	..	..	9 (8E, 1S)
Local certificate nurses .. .. .	..	..	..	..	67 (S)
Partially trained nurses .. .. .	..	..	..	..	102 (S)
Laboratory and X-ray technicians .. .. .	..	..	..	..	2 (1E, 1E/S)
Assistants .. .. .	..	..	..	..	8 (S)
Midwives with senior training .. .. .	..	..	..	..	1 (E)
Pharmacist .. .. .	..	..	..	..	1 (E)
Assistants .. .. .	..	..	..	..	10 (S)
All the above are employed in Government hospitals or dispensaries.					
Sanitary inspector .. .. .	..	..	..	..	Nil
Sanitary assistants .. .. .	..	..	..	..	2 (S)
Meat inspectors .. .. .	..	..	..	..	1 (E/S)

HOSPITALS, ETC.

General hospital	1 (216 beds)
Cottage hospitals or infirmaries	Nil
Dispensaries exclusively for outpatients	Nil
Dispensaries with beds for less serious cases (beds for all classes without distinction)	13 (approx. 130 beds)
Government mobile clinics	3
Maternity and child welfare centres (in each village)	1
Tuberculosis units, central	1
Veneral disease units	Nil
Leprosaria (small leper transit unit)	9 patients
Mental institutions	Nil

INCIDENCE OF INFECTIOUS DISEASE: NOTIFICATIONS DURING YEAR ENDED 31 DECEMBER 1952

Cerebro-spinal meningitis	41
Chicken-pox (varicella)	30
Conjunctivitis	26
Dysentery-bacillary	2
Dysentery (bacillary) unclassified	4
Encephalitis lethargica	4
German measles (rubella)	15
Gonorrhoea	14
Hookworm	942
Infantile diarrhoea	244
Infective hepatitis	78
Influenza	1,890
Leprosy	11
Measles (rubeola)	2
Ophthalmia neonatorum	22
Paratyphoid fever	1
Puerperal fever	29
Pneumonia, unspecified	74
Pneumonia, broncho	326
Pneumonia, lobar	186
Tetanus	34
Trachoma	9
Tuberculosis (respiratory)	58
Tuberculosis	8
Tuberculosis (other forms)	32
Typhoid fever	40
Whooping cough	299
Scarlet fever	1
Varicella	3
Dengue	2

Hospital and Out-station Treatment—	Apia Hospital.	Out-stations.	Total.
Admitted during the year ..	2,741	3,486	6,227
Discharged during the year ..	2,644	3,316	5,960
Died during the year	97	174	271
Outpatients attendance, including dressings during the year ..	80,226	172,679	252,905
Treatments of yaws during the year	32,967	29,661	62,628
Hookworm treatments during the year .. .. .	..	12,529	12,529
Visits by medical officers and S.M.P.s during the year	579	2,560	3,139
Major operations during the year	250	172	422
Minor operations during the year	1,493	4,300	5,793

There are no missionaries engaged in medical work in the Territory.

The amount expended on medical services in 1952 was approximately £163,200, which is approximately 20 per cent of the total expenditure. Of this sum, £11,000 is administration and general expenditure; £78,000 direct on hospital and out-station maintenance; £4,000 on hospital equipment; and £55,000 on medical and nursing personnel.

The above is the expenditure of the Territorial Government alone. Certain capital expenditure is assisted by the Metropolitan Government from time to time—*e.g.*, in 1951 the major portion of the cost of the new hospital block was provided by the New Zealand Government out of the profits of the New Zealand Reparation Estates in Samoa, and a sum of £10,000, not yet totally expended, was allocated from the same source for the equipment of out-stations.

APPENDIX XX

HOUSING

The number of Samoan fale is unknown. The following incomplete details refer only to European type dwellings.

Total Number of Dwelling Units.—Unobtainable. In 1952, 1,016 units paid building tax, but this includes stores, yards, warehouses, &c., as well as dwellinghouses. The Territorial Government owned, or leased from the New Zealand Reparation Estates, some 50 houses or flats at the end of the year.

Number of Dwelling Units Commenced and Completed in 1952.—Commenced, 34; finished, 33.

APPENDIX XXI

PENAL ORGANIZATION

AGE GROUP OF PRISONERS AS AT 31 DECEMBER 1952

Age—	Number.
15-20	19
20-25	39
25-30	29
30-35	20
35-40	4
40-45	Nil
45-50	1
50-55	Nil
55-60	Nil
Over 60	1
Total	113*

* Plus 2 escapees.

PRISONERS, BY LENGTH OF TIME SERVED

Up to 1 month	15 (1 female)
1 month and under 2 months	8 (1 female) (1E/S)
2 months and under 3 months	9 (2C/S)
3 months and under 6 months	34 (1E/S)
6 months and under 9 months	9
9 months and under 12 months	5 (4E/S)
12 months and under 18 months	7 (1E/S 1C/S)
18 months and under 24 months	2 (1E/S)
24 months and under 36 months	10
36 months and under 48 months	2 (1E/S)
48 months and under 60 months	1
5 years and under 8 years	8
8 years and under 10 years	2
over 10 years	1
	<hr/>
	113*

* Plus 3 warrants of committal not to hand.

NOTE.—E/S=European/Samoan ; C/S=Chinese/Samoan.

TABLE SHOWING PREVIOUS COMMITTALS TO PRISONS OF PRISONERS CONFINED ON 31 DECEMBER 1952

Previous Committals.	Status.	Total.
One Committal ..	Samoans ..	16
	Samoan/Chinese ..	1
		— 17
Two Committals ..	Samoans ..	11
	Samoan/European ..	1
		— 12
Three Committals ..	Samoans ..	7
	Samoan/European ..	1
	Samoan/Chinese ..	1
		— 9
Four Committals ..	Samoans ..	6
		— 6
Five Committals ..	Samoans ..	2
		— 2
Six Committals ..	Samoan ..	1
		— 1 (female)
Seven Committals ..	Samoans ..	2
		— 2
Eight Committals ..	Samoans ..	2
	Samoan/Chinese ..	1
	Samoan/European ..	1
		— 4 (1 female)
Nine Committals ..	Samoan/European ..	1
		— 1
Ten Committals..	Samoan ..	1
		— 1
Thirteen Committals ..	Samoan ..	1
		— 1
Nineteen Committals ..	Samoan ..	1
		— 1
Twenty-two Committals ..	Samoan ..	1
		— 1
No previous committals ..	Samoans ..	48
	Samoan/Europeans ..	5
	Niuean ..	1
	Tokelau Islander ..	1
		— 55
		113*

* Plus 3 warrants of committals not to hand.

AVERAGE NUMBER OF INMATES

Daily average ..	139.87
Admitted during period ..	426
Discharged during period ..	439

NUMBER OF CELLS AND WARDS

Tafa'igata: Seven wards for good-conduct prisoners. Thirteen cells for confinement.

SPACE ALLOTTED TO EACH PRISONER DURING HOURS OF SLEEP

Seven wards	5,850 square feet.
Thirteen cells	1,120 square feet.
Average floor space per person ..	49 square feet.

SCALE OF RATIONS

Breakfast—	Daily.	Weekly.
Cocoa	2·2 oz.	1 lb.
Sugar	2 oz.	14 oz.
Milk	1 oz.	$\frac{1}{2}$ lb.
Biscuit	2·2 oz.	1 lb.
Mummy apple	$\frac{1}{2}$ lb.	4 lb.

Food divided between meals at noon and evening.

Taro or Ta'amu or Breadfruit or Manioc or Yams ..	= 6 to 8 lb.
Bananas	= 10 lb.

Evening—	Daily.	Weekly.
Meat or fish, fresh or tinned ..	$\frac{1}{2}$ lb.	3 $\frac{1}{2}$ lb.
Salt	$\frac{1}{2}$ oz.	$\frac{1}{4}$ lb.
Soap	$\frac{1}{2}$ oz.	$\frac{1}{4}$ lb.
Fat	1·1 oz.	$\frac{1}{2}$ lb.

Number of workshops—Nil.

Number and sex of staff: Male warders, 16; females, 2 (all general duties).

APPENDIX XXII

EDUCATION

CATEGORIES OF GOVERNMENT AND MISSION SCHOOLS

(Language of instruction in brackets)

S = Samoan; E = English.

	Pastor Catechist.	Primary.	Secondary.	Vocational.	Theological.
Government	110 (S & E)	1 (E)	2 (E)	..	..
Mission	324 (S)	35 (S & E)	2 (E)	2 (E)	3 (S & E)

CHILDREN OF SCHOOL AGE (5-19 YEARS)

	Samoans.	
	Male.	Female.
London Missionary Society	9,240	8,159
Roman Catholic	2,665	2,348
Methodist	3,004	2,693
Latter Day Saints	639	596
Seventh Day Adventists	132	118
Others	365	315
Total (Samoans)	16,045	14,229
Plus (Europeans)	1,032	817
	17,077	15,046

NOTE.—A break-down into religions for non-Samoan children is not available.

CLASSIFICATION OF PUPILS IN GOVERNMENT PRIMARY SCHOOLS—1952

Ages	5-6		6-7		7-8		8-9		9-10		10-11		11-12	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Primers 1-4 ..	40	52	098	813	883	725	830	681	408	546	414	335	270	144
Standard I ..	..	..	4	4	8	22	56	73	104	110	186	140	177	190
Standard II ..	..	..	..	..	1	5	11	24	36	57	79	91	103	139
Standard III ..	..	..	..	..	5	..	4	2	11	8	45	41	65	70
Standard IV ..	..	..	..	..	..	..	..	..	3	2	9	14	27	58
Standard V ..	..	..	..	..	..	..	..	..	..	..	1	..	2	5
Standard VI ..	..	..	..	..	..	..	..	..	..	..	..	..	1	2
Total ..	49	52	1,002	817	897	752	910	780	562	723	734	621	654	608

Ages	12-13		13-14		14-15		15-16		16-17		17-18		18 and Over.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Primers 1-4 ..	176	116	61	37	21	10	3	2	..	..	..	..	..	..
Standard I ..	172	135	118	96	39	47	8	16	8	1	2	..	..	..
Standard II ..	181	152	139	120	68	60	37	21	10	6	..	1	..	..
Standard III ..	87	92	84	116	58	100	32	40	8	22	..	1	..	3
Standard IV ..	40	91	66	152	62	112	57	103	30	45	12	22	..	4
Standard V ..	8	13	11	21	32	37	30	36	18	16	11	5	2	..
Standard VI ..	3	3	8	17	7	20	12	20	6	18	11	12	18	..
Total ..	667	602	487	568	287	386	179	238	80	108	36	41	20	7

MISSION PRIMARY SCHOOLS

Name of School.	5-10 Years.		11-15 Years.		Over 15 Years Old.	
	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.
London Missionary Society ..	..	..	170	12	654	160
Roman Catholic ..	765	843	840	719	244	382
Methodist ..	51	30	123	69	113	85
Seventh Day Adventist ..	20	29	22	35	21	12
Latter Day Saints ..	153	123	235	213	84	93
Total ..	989	1,025	1,390	1,048	1,116	732

NOTE.—(a) It was not possible to obtain complete age and class classifications as for Government schools.

(b) The above table excludes pupils who attend the elementary pastors' schools, many of whom also attend either Government or mission primary schools.

SECONDARY SCHOOLS ROLLS

Ages	13.		14.		15.		16.		17.		18.		19.		20.		21.		Total.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
<i>One Government School—</i>																				
Form III	1	2	2	1	2	5	1	2	..	..	..	..	..	..	..	..	10	6
Form IV	2	..	1	..	2	..	1	..	..	1	..	..	..	..	6	1
Form V	2	..	..	..	1	1	..	..	..	..	3	1
<i>Mission Schools—</i>																				
Form III	1	2	2	3	2	6	1	6	..	1	..	1	2	..	..	..	19	8
Form IV	1	..	2	..	11	1	12	2	9	4	2	3	2	1	1	..	40	11
Form V	1	..	1	..	4	..	11	..	7	..	2	..	..	..	26	..
Form Y	3	..	6	..	6	..	3	..	..	..	18	..
Grand total																				
1 1 5 3 15 3 22 3 20 4 16 3 11 3 4 108 19																				

THEOLOGICAL COLLEGES FOR MEN (THREE COLLEGES)

Ages	First Year.	Second Year.	Third Year.	Fourth Year.	Fifth Year.	Sixth Year.	Total.
18-19	1	2	..	..	..	..	3
19-20	..	..	..	..	..	..	..
20-21	..	..	2	..	..	..	2
22 and over	25	34	38	40	32	14	183
Total	26	36	40	40	32	14	188

NOTE.—There is also a Catholic School for novitiates enrolling 6 female students in the first year.

VOCATIONAL SCHOOLS (PRIMARY AND POST-PRIMARY LEVEL)

Government—	Male.	Female.	Number Graduated.
Teachers' Training College	84	88	43
Nurses' Training School	..	98	10
Missions—			
Commercial School	..	62	6
Agricultural School	..	..	17
	104	248	76

NOTE.—These schools enrol both primary and secondary students.

AVERAGE SCHOOL ATTENDANCE

Government—	Per Cent.
Primary	79
Secondary	85
Vocational	83
Missions—	
Primary	78
Secondary	90
Vocational	89

SUMMARY OF PUPILS OF SCHOOL AGE TOGETHER WITH ACTUAL
ENROLMENTS IN SCHOOLS: TOTAL ATTENDING GOVERNMENT
AND MISSION SCHOOLS

Number in Government primary schools, 5-18 years inclusive	..	12,861	
Number in Government vocational, 16-21 years inclusive	..	270	
Number in Government secondary, 16-19 years inclusive	..	27	
		13,158	
Number in mission primary schools, 5-18 years inclusive	..	6,300	
Number in mission vocational, 16-21 years inclusive	..	82	
Number in mission secondary, 16-21 years inclusive	..	96	
		6,478	
Total	..		19,636

NOTE.—In the primary school few pupils attend before the age of six years and most have left by the age of sixteen years.

TOTALS 6-15 YEARS INCLUSIVE

Total number of pupils in Government schools	..	12,477	
Total number of pupils in mission schools	..	5,547	
		18,024	
Total number of pupils attending pastors' school only	..		4,176

SCHOLARSHIP STUDENTS ENROLLED IN INSTITUTIONS OF HIGH
LEARNING OVERSEAS, 1952

New Zealand (University and Teachers' Training College)	.....	12
U.S.A. (University)	.....	2
Fiji (Medical School)	.....	17

SCHOLARSHIPS AWARDED SAMOAN STUDENTS CURRENT 1952

Awarded By	Country in Which Held.	Male.	Female.
Samoan Government	Fiji (Medical School and Health Department)	17	..
New Zealand	In New Zealand	40	20
Missions	In New Zealand	6	..
Missions	In Western Samoa	2	..
Missions	In U.S.A.	2	..
	Total	67	20

SUMMARY OF TEACHERS OF WESTERN SAMOA

Designation	Primary.				Secondary.				Vocational.			
	Certificated.		Uncertificated.		Certificated.		Uncertificated.		Certificated.		Uncertificated.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
<i>Government.</i>												
Samoans	86	57	91	120	..	..	..	..	1	1	..	..
Local Europeans	..	..	2	13	..	..	..	..	..	..	..	..
Europeans	13	5	..	..	1	..	..	1	1	1	..	..
<i>Missions.</i>												
Samoans	6	1	54	55	1	..	2	..	..	..	..	..
Local Europeans	..	..	..	1	..	..	..	..	..	..	..	..
Europeans	9	9	8	38	3	..	2	..	..	1	1	..
Total	114	72	155	227	5	..	4	1	2	3	1	..

There is one Government institution for the training of teachers. Students aged seventeen years and over enrol in the College from both Government and mission schools for a three years' course of teacher training.

In addition to training teachers for Government schools the College enrolls students, who will return to two of the missions to teach.

The College roll consisted of 84 male and 88 female students. Fifty-three of these, upon the completion of the course, were awarded Trained Teachers' Certificates.

INDIGENOUS TEACHERS

Salary Scales

Information relating to teachers' salary scales was given in the 1952 report of the Public Service Commissioner of Western Samoa. Teachers' salary scales are at present under review and will be increased from the beginning of 1953.

Allowances additional to the basic salary for Samoan teachers are as follows:—

Head Teachers' Allowances.—£6, £12, £18 per annum, according to grade of school.

Board and Lodging.—Teachers living out in the villages are supplied with free housing and food by the village people. Teachers living in the Apia area, because they receive neither housing nor food, are paid £12 per annum.

Extra Duties Allowance.—The Senior Samoan Assistants in the Teachers' Training College and Practising School, and the Assistants in the two boys' residential schools, receive allowances ranging from £6 to £24 per annum, according to their responsibilities.

Travelling Allowance.—Itinerant Instructors and School Inspectors receive up to £30 per annum travelling allowance.

Numbers and Salaries

<i>Village School Teachers</i>				<i>Aleisa School</i>			
	£		£		£		£
4 @	60	..	240	1 @	450	..	450
3 @	65	..	195	1 @	255	..	255
33 @	70	..	2,310	1 @	210	..	210
63 @	100	..	6,300	1 @	126	..	126
52 @	120	..	6,240	1 @	60	..	60
5 @	120 + 6	..	630	<i>Apia Intermediate and Primary Schools</i>			
4 @	120 + 12	..	528		£		£
27 @	135	..	2,835	1 @	1,265	..	1,265
6 @	135 + 6	..	846	1 @	700	..	700
11 @	135 + 12	..	1,617	1 @	710	..	710
29 @	150	..	4,350	1 @	585	..	585
9 @	150 + 6	..	1,404	1 @	670	..	670
8 @	150 + 12	..	1,296	1 @	640	..	640
12 @	165	..	1,980	1 @	715	..	715
15 @	164 + 6	..	2,565	1 @	670	..	670
7 @	165 + 12	..	1,239	1 @	470	..	470
13 @	180	..	2,340	1 @	350	..	350
8 @	180 + 6	..	1,488	1 @	435	..	435
16 @	180 + 12	..	3,072	1 @	360	..	360
1 @	195	..	195	<i>T.T.C. and Model and Apia Infants</i>			
1 @	198	..	198	1 @	1,210	..	1,210
1 @	201	..	201	1 @	930	..	930
1 @	204	..	204	1 @	750	..	750
6 @	207	..	1,242	1 @	620	..	620
1 @	210	..	210	1 @	350	..	350
4 @	222	..	888	1 @	315	..	315
1 @	228	..	228	1 @	195	..	195
5 @	231	..	1,155	1 @	750	..	750
4 @	237	..	948	1 @	285	..	285
2 @	246	..	492	1 @	240	..	240
1 @	255	..	255	1 @	180	..	180
1 @	258	..	258	1 @	105	..	105
1 @	267	..	267	6 @	60	..	360
1 @	273	..	273	1 @	150	..	150
1 @	282	..	282	<i>Teacher Trainees</i>			
1 @	297	..	297		£		£
<i>Samoan Inspectors</i>				50 @	60	..	3,000
	£		£	61 @	65	..	3,965
1 @	255	..	255	52 @	70	..	3,640
1 @	330	..	330	<i>Samoa College</i>			
2 @	345	..	690		£		£
2 @	360	..	720	1 @	1,205	..	1,205
1 @	375	..	375	1 @	950	..	950
1 @	435	..	435	1 @	640	..	640
<i>School Broadcasting</i>				1 @	550	..	550
	£		£	1 @	670	..	670
1 @	845	..	845	1 @	380	..	380
1 @	300	..	300	1 @	285	..	285
1 @	195	..	195	1 @	100	..	100
1 @	150	..	150	1 @	350	..	350
<i>Vaipouli School</i>				1 @	108	..	108
	£		£	<i>Avele School</i>			
1 @	940	..	940		£		£
1 @	670	..	670	1 @	1,285	..	1,285
1 @	180	..	180	1 @	720	..	720
1 @	186	..	186	1 @	237	..	237
2 @	126	..	252	3 @	186	..	558
				1 @	126	..	126
				1 @	120	..	120

EXPENDITURE

The total expenditure for Government education covering primary, secondary, and vocational schools for the year ending 31 December 1952 was £163,000, the money coming from the following sources:

			£
Education Department	..	..	110,500
Health Department: Scholarships, Fiji			
Medical School	..	..	5,000
New Zealand Government—			£
Scholarships to New Zealand	..	..	16,000
Samoa College	..	..	31,500
			<u>47,500</u>
			<u>£163,000</u>

A further sum of several thousand pounds is spent by the New Zealand Government on the *Samoan School Journal*. As the staff, much of the equipment, and many of the buildings are, to a greater or lesser extent, shared by primary, secondary, and vocational scholars, it is not possible to allocate a definite sum to each.

The Territorial Government's expenditure of £115,500 is made up as follows:

			£
(a) Administration and inspection	..	..	95,000
(b) New school buildings (also £31,500 New Zealand)			5,600
(c) School equipment	..	..	4,500
(d) Libraries (also £2,000 New Zealand)	..	..	500
(e) Scholarships, Fiji (also £16,000 New Zealand Health Department)	..	..	5,000
(f) Maintenance of boarders	..	..	500
(g) Other education expenditure	..	..	4,400
Total	..	..	<u>£115,500</u>

Figures are not available from the missions.

The Government expenditure on school children in the various types of schools was more than £8 per head in 1952.

Fees in the two Government residential schools are 35s. per annum; 5s. of this being paid into the Medical Department for medical supplies, and the balance into the school Trust Account, from which boys purchase sports equipment and other amenities.

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.

Mission Societies and Missionaries Engaged in Education

Name of Mission.	Mission Headquarters.	Nationalities of Mission Teachers.								
		New Zealand.	Australia.	England.	America.	Canada.	France.	Germany.	Switzerland.	Total.
Roman Catholic	Rome	10	3	..	11	3	3	3	3	35
London Missionary Society	London	1	..	4	..	..	..	..	..	5
Methodists	Sydney .. ..	..	4	..	2	1	..	..	..	8
Seventh Day Adventists	Sydney	1	..	..	..	..	..	..	..	2
Latter Day Saints	Salt Lake City .. ..	..	..	..	6	..	..	..	..	6
Total .. ..	.. ..	12	8	6	19	4	3	3	3	57

ADULT EDUCATION

There is one institution for adult education run by the Education Department.

In order to enable ex-primary or secondary school students now at work to continue their studies, the Education Department conducts adult night classes. These are at the Form III and Form IV post-primary level, and enable students to sit for the Samoan Public Service Examination at the end of the second year.

In 1952, 50 students enrolled (49 male, 1 female), 28 sat the Public Service Examination, and 13 students gained a full or partial pass.

LIBRARIES

The Secretariat maintains a small library of reference books, light fiction, official reports, United Nations Publications, and periodicals. No fee is charged.

The Education Department has a junior library of 5,200 volumes of simple reference and easy fiction for the use of the children in the 103 village schools. Parcels of these books are distributed regularly to the schools. No fee is charged. The books are all in English. Six of the larger Government schools, including the two residential schools for boys and the Teachers' Training College, are in the process of building up reference and fiction libraries. At present the libraries total from two hundred to five hundred books.

Twelve mission schools maintain small libraries, a few of the books being in the vernacular. These libraries range from fifty to two hundred books. No fees are charged. It is likely that, with the greater emphasis on the teaching of English, school libraries will increase in size and number. Because few of the teachers and scholars had little ability in the English language, there has not up till the present been a great demand for English literature.

One trading firm and three clubs have small libraries.

NUMBER OF CINEMAS

Stationary	1
Mobile	3
Education and Missions, &c.	7 (approximately).

NUMBER OF THEATRES

- 1 in Apia.
7 in outer districts.

APPENDIX XXIII

INTERNATIONAL CONVENTIONS

The following is a list of the international agreements, both multilateral and bilateral, which have been applied to Western Samoa during 1952.

MULTILATERAL

Political.—1 September 1951, San Francisco. Security Treaty between Australia, New Zealand, and the United States of America. Ratified by New Zealand on 29 April 1952, and effective for Western Samoa on that date.

8 September 1951, San Francisco. Treaty of Peace between the Allied Powers and Japan, with protocol. Ratified by New Zealand on 10 April 1952, and effective for Western Samoa on 28 April 1952.

Sanitary.—W.H.O. Regulations No. 2 (International Sanitary Regulations) adopted by the Fourth World Health Assembly on 25 May 1951. In force for Western Samoa 11 December 1952.

International Plant Protection Convention signed at Rome on 6 December 1951. New Zealand ratification deposited 16 September 1952, together with Declaration of application to the Trust Territory of Western Samoa. In force 16 September 1952.

BILATERAL

Legal Proceedings in Civil and Commercial Matters.—Austria, Convention regarding legal proceedings in civil and commercial matters signed at London, 31 March 1931, acceded to by Exchange of Notes with effect from 25 July 1932, revised in relations between New Zealand and Austria after the termination of World War II by Exchange of Notes of 10 June 1952.

Trade.—Australia, 5 September 1933. Trade Agreement effective 1 December 1933, amended by Exchange of Notes of 17 September and 22 November 1951, and by Exchange of Notes of 19 February and 21 April 1952. Applies only in part to the Territory.

APPENDIX XXIV

[*Extracts From Western Samoa Legislative Assembly Regulations 1948 as Amended*]

DIVISION I: SAMOAN MEMBERS

PART II: QUALIFICATIONS AND TENURE OF OFFICE

6. No person shall be capable of being elected as a Samoan member—
(a) Who being a bankrupt within the meaning of the bankruptcy laws in force in Western Samoa has not obtained an order of discharge; or

- (b) Who has been convicted in Western Samoa or in any part of Her Majesty's dominions of an offence punishable by death or by imprisonment for a term of one year or upwards or convicted in Western Samoa of a corrupt practice, unless such offender has received a free pardon or has undergone the sentence or punishment to which he was adjudged for such offence; or
- (c) Who is in receipt of salary from the Samoan Treasury other than remuneration or allowances payable to him as a member of the Legislative Assembly or (subject to Regulations 101 and 102 hereof) on account of his holding office as a Faipule or payable to him as a member of the Samoan Public Service or the New Zealand Public Service or in the employment of the New Zealand Reparation Estates; or
- (d) If he is of unsound mind; or
- (e) If he is a national of any State between which and Her Majesty a state of war exists.

7. The seat of a Samoan member shall be declared to be vacant by the High Commissioner by notice under his hand published in the *Western Samoa Gazette* and *Savali*—

- (a) If on three consecutive sitting days he fails, without permission of the High Commissioner, to give his attendance in the Assembly; or
- (b) If he becomes a bankrupt within the meaning of the laws relating to bankruptcy in force in Western Samoa; or
- (c) If he is convicted in Western Samoa or in any part of Her Majesty's dominions of any offence punishable by death or by imprisonment or a term of two years or upwards or is convicted in Western Samoa of a corrupt practice; or
- (d) If he becomes a member of the Samoan Public Service or the New Zealand Public Service or enters the employment of the New Zealand Reparation Estates; or
- (e) If he becomes in receipt of salary from the Samoan Treasury other than remuneration or allowances payable to him as a member of the Legislative Assembly; or
- (f) If he resigns his seat by writing under his hand addressed and delivered to the High Commissioner; or
- (g) If he dies; or
- (h) If he becomes of unsound mind and is so certified by the Chief Medical Officer and one other medical officer; or
- (j) If he is a national of any State between which and Her Majesty a state of war arises or becomes a national of or adheres to any State with which Her Majesty is at war; or
- (k) If he ceases to be a Samoan and becomes a European within the meaning of the Samoa Act 1921.

8. A Samoan member shall take office on the day on which the Warrant of his appointment is signed by the High Commissioner.

9. The seat of a Samoan member, unless previously vacated, shall become vacant at the end of the day next preceding the day on which the members elected at the next general election take office.

PART III: ELECTION AND NOMINATION

10. The Samoan members shall be elected by the Faipule for the time being holding office under section 4 of the Samoa Amendment Act 1923, in accordance with such procedure as the Fono of Faipule may from time to time adopt for the purpose.

11. A general election of Samoan members shall be held in the month of April in the year 1948 and in the same month in every third year thereafter on a day in that month to be fixed from time to time by the High Commissioner by notice under his hand published in the *Western Samoa Gazette* and *Savali*.

12. If a declaration that the seat of a Samoan member is vacant is published six months or more before the earliest day on which the next general election of Samoan members can take place, the Fono of Faipule shall, within thirty-five days after the declaration is published, elect a person to fill the vacancy.

13. If a declaration that the seat of a Samoan member is vacant is published less than six months before the earliest day on which the next general election of Samoan members can take place, the seat shall remain vacant until it is filled at the next general election, unless in his discretion the High Commissioner directs the Fono of Faipule, within thirty-five days after his direction is given, to elect a person to fill the vacancy.

14. The name of a person elected shall upon his election be reported by the Leader of the Fono either orally or in writing to the High Commissioner, and the High Commissioner, if he is satisfied that such person is qualified for election under these regulations, shall forthwith by Warrant under his hand declare him to be elected, and shall notify his election and the date of the warrant in the *Western Samoa Gazette* and *Savali*.

DIVISION II: EUROPEAN MEMBERS

PART IV: NUMBER, QUALIFICATIONS, AND TENURE OF OFFICE

15. The number of European elected members to hold office shall be five.

16. Subject to the provisions of these regulations, every person, whether a British subject or not, who is a registered elector, but no other person, is qualified to be a candidate for election and to be elected to the Legislative Assembly as a European member.

17. No person shall be capable of being elected as a European member,—

- (a) Who is disqualified as an elector under any provisions of these regulations; or
- (b) Who being a bankrupt within the meaning of the bankruptcy laws in force in Western Samoa has not obtained an order of discharge; or
- (c) Who is in receipt of salary from the Samoan Treasury other than remuneration or allowances payable to him as a member of the Legislative Assembly or (subject to Regulations 101 and 102 hereof) payable to him as a member of the Samoan Public Service or the New Zealand Public Service or in respect of his employment in the New Zealand Reparation Estates; or

- (d) If he is a national of any State between which and Her Majesty a state of war exists.
18. The seat of a European member shall become vacant—
- (a) If on three consecutive sitting days he fails, without permission of the High Commissioner, to give his attendance in the Assembly; or
 - (b) If he becomes bankrupt within the meaning of the laws relating to bankruptcy in force in Western Samoa; or
 - (c) If he is convicted in Western Samoa or in any part of Her Majesty's dominions of any offence punishable by death or by imprisonment for a term of two years or upwards or is convicted in Western Samoa of a corrupt practice; or
 - (d) If he becomes a member of the Samoan Public Service or the New Zealand Public Service or enters the employment of the New Zealand Reparation Estates; or
 - (e) If he becomes in receipt of salary from the Samoan Treasury other than remuneration or allowances payable to him as a member of the Legislative Assembly; or
 - (f) If he resigns his seat by writing under his hand addressed and delivered to the High Commissioner; or
 - (g) If he dies; or
 - (h) If he becomes of unsound mind and is so certified by the Chief Medical Officer and one other medical officer; or
 - (j) If he is a national of any State between which and Her Majesty a state of war arises or becomes a national of or adheres to any State with which Her Majesty is at war; or
 - (k) If he ceases to be a European and becomes a Samoan within the meaning of the Samoa Act 1921; or
 - (l) If on an election petition the Court declares his election void.
19. A European member ceasing to be on the roll shall not from that cause only be disqualified from sitting as a member.
20. A European member shall take office on the day on which the Warrant declaring his election is signed by the High Commissioner.
21. The seat of a European member, unless previously vacated, shall become vacant at the end of the day next preceding that day on which the members elected at the next ensuing general election take office.

PART V: QUALIFICATIONS AND REGISTRATION OF ELECTORS

22. (1) Every person shall be deemed to be qualified to be registered as an elector and entitled accordingly to vote at any election of European members if he—

- (a) Is of or over the age of twenty-one years; and
- (b) Is a resident of Western Samoa and has continuously resided in Western Samoa for at least one year immediately preceding the date when the claim for enrolment is made; and
- (c) Is a European within the meaning of the Samoa Act 1921; and
- (d) Is not disqualified by virtue of the next succeeding regulation.

(2) For the purposes of paragraph (b) of clause (1) of this regulation a person shall be deemed to have continuously resided in Western Samoa notwithstanding his occasional absence therefrom and notwithstanding his absence on leave from his occupation.

23. (1) A person of unsound mind or a person convicted in Western Samoa or in any part of Her Majesty's dominions of an offence punishable by death or by imprisonment for a term of one year or upwards or convicted in Western Samoa of a corrupt practice, unless such offender has received a free pardon or has undergone the sentence or punishment to which he was adjudged for such offence, shall not be entitled to be registered.

(2) The name of every person becoming disqualified under this regulation shall be erased from the electoral roll.

24. Every person qualified to be registered as an elector shall (subject to the provisions of these regulations) be entitled to have his name entered upon a roll to be made hereunder, and (unless his name is already on the roll) shall for that purpose deliver or send by post to the Registrar a claim and declaration in the form numbered I in the Schedule hereto, and every person so qualified shall be entitled to have his name retained on the said roll so long as he remains qualified to be registered as an elector.

25. (1) If the Registrar is satisfied after due inquiry that any claim for enrolment is valid, he shall forthwith enter the name of the claimant on the roll.

(2) If he is not so satisfied, he shall, within five days following the receipt of the claim, notify the claimant in writing of his objection to enter his name on the roll; and the claimant may, within five days of such notice, apply to a Judge of the High Court to hear his claim to be entered on the roll; and the Judge may, upon notice to the Registrar, hear and determine the claim, and order the name of the applicant either to be entered on the roll by the Registrar or not to be so entered, and the Registrar shall obey the order accordingly.

26. It shall be the duty of the Registrar to make the roll as complete as possible, and with that object from time to time to place thereon the name of every person who has transmitted a claim to the Registrar and of whose qualifications he is satisfied; and it shall further be his duty to assure himself of the right of every person enrolled to have his name retained on the roll, and to remove the name of every dead person from the roll.

PART VII: ELECTIONS

43. A general election of European members to the Legislative Assembly shall take place in every third year, commencing with the year 1948, on a day in the month of April to be fixed by the High Commissioner by notice under his hand published in the *Western Samoa Gazette*.

44. For every general election the High Commissioner shall give notice in writing to the Returning Officer not less than thirty-five clear days before the day fixed for the election.

45. Not less than thirty days before an election the Returning Officer shall give public notice of such election, and shall in such notice appoint a place in Apia and a day not less than ten nor more than fifteen days (exclusive of the day of election) before the day of election for the nomination of candidates.

46. No person shall be deemed to be a candidate for election unless nominated as follows: a nomination-paper in the form numbered 6 in the Schedule, signed by two electors and by the candidate in token of his assent to such nomination, shall be delivered to the Returning Officer or addressed to him and delivered at the place named in the said public notice at any time after the publication thereof and before noon of the day appointed therein.

47. At the hour of noon on the day appointed for the nomination of candidates, or as soon thereafter as practicable, the Returning Officer shall post the names of all the candidates so nominated in a conspicuous public place outside the place named in the said public notice.

48. If the number of candidates is less than or equal to the number of vacancies to be filled by election, the Returning Officer shall report accordingly to the High Commissioner as prescribed by Regulation 73 hereof.

49. If the number of candidates is less than the number of vacancies to be filled by election, the High Commissioner may, by warrant and notification as prescribed by Regulation 73 hereof, appoint such further persons qualified to be elected as will with the candidates already reported to be elected make up the number required.

50. If the number of candidates exceeds the number of vacancies then to be filled, the Returning Officer shall forthwith give public notice of the day on which the poll is to be taken, being the day fixed by the High Commissioner for the election, and of the names of the several candidates, and shall in such notice appoint polling places for the taking of the poll.

51. If a candidate at an election signs and delivers to the Returning Officer, not later than seven clear days before the polling-day, a paper in the form numbered 7 in the Schedule stating that such candidate retires from the election, the Returning Officer shall give public notice thereof; and if by such retirement the number of candidates is reduced to the number of vacancies to be filled, the provisions of Regulation 48 shall apply; if the said number of candidates is not so reduced the poll shall proceed, but the person so retiring shall not be capable of being elected.

52. If a candidate retires after the voting papers have been printed, the Returning Officer shall, before the poll, erase his name from every voting paper.

53. The Returning Officer shall provide the following things for taking the poll—

- (a) One or more rooms for polling-booths, and in each booth one or more inner compartments, separated from but opening into the booth, and having no other opening;
- (b) In each booth a ballot-box, having a lock and key, and a slit in the upper side by which the voting papers may be put into the box;
- (c) In each booth one or more copies of the roll and a sufficient number of voting papers;
- (d) In each inner compartment pencils for the use of the voters.

54. (1) The voting papers to be used at any election held under this Division of the regulations shall be in the form numbered 8 in the Schedule hereto.

(2) Every voting paper shall have a counterfoil and shall have printed on the back thereof and on the counterfoil respectively the matter contained in the form numbered 9 in the Schedule hereto.

(3) The voting papers to be used at any election shall be printed on paper of uniform colour.

55. Each candidate may, by writing under his hand, appoint one scrutineer for each polling-booth at any election.

56. The Returning Officer, and every Deputy Returning Officer, clerk, and other officer who may be appointed in connection with the holding of an election under this Division of these regulations shall, before acting as such, and every scrutineer shall, before being allowed to act, make and subscribe a declaration in the form numbered 10 in the Schedule hereto.

57. The poll at every election shall commence at nine o'clock in the forenoon of the day appointed and shall close at six o'clock in the afternoon of the same day, provided that every elector who on the close of the poll is present in a polling-booth for the purpose of voting shall be entitled to receive a voting paper and to record his vote.

58. The Returning Officer shall, before the opening of the poll and in sight of any scrutineers present, see that the ballot-box is empty, and shall close and lock it, and retain the key in his possession, and the ballot-box shall not again be opened till after the close of the poll.

59. Not more than six voters shall be allowed in a polling-booth or more than one voter in any inner compartment at one and the same time, and no person shall be allowed to remain in any polling-booth except the Returning Officer and his clerks, any of the scrutineers, and as many constables as the Returning Officer thinks necessary to keep the peace.

60. (1) No scrutineer or other official or unofficial person shall speak to any voter in a polling-booth either before or after such voter has given his vote, except only the Returning Officer (with an interpreter, if necessary), who may ask the questions he is authorized to put, and give such general directions as may assist any voter to give his vote.

(2) Every person who offends against this regulation is liable to a fine not exceeding £20 and may be at once removed from the booth by order of the Returning Officer.

61. Every person proposing to vote shall inform the Returning Officer of his name, and the Returning Officer, having satisfied himself by reference to the roll that such person is entitled to vote and has not already voted, shall deliver to him one voting paper.

62. (1) The Returning Officer may, and if so required by any scrutineer shall, before giving any voting paper put the following questions to any person proposing to vote—

(a) Are you the person whose name appears as A.B. in the roll now in force for Western Samoa?

(b) Are you twenty-one years of age?

(c) Are you still possessed of the qualifications in respect of which you are enrolled?

(d) Have you already voted at this election?

(2) Any person to whom such questions are put who does not answer the same, or does not answer the first three in the affirmative and the fourth in the negative, shall not be permitted to vote.

63. (1) Before giving any voting paper to a voter the Returning Officer shall enter on both the counterfoil and the top right-hand corner of the back of the voting paper a number (called a consecutive number) beginning with the number one in the case of the first voting paper issued by him, and on all succeeding voting papers issued by him the numbers shall be consecutive, so that no two voting papers issued in any booth shall bear the same number; he shall then fold over the corner of the voting paper so as to conceal the consecutive number, and shall secure the corner by gum or other effective means; on the counterfoil of the voting paper he shall also write his initials, and the number appearing on the roll against the name of the elector to whom the voting paper is to be given; on both the counterfoil and the back of the voting paper he shall place his official mark, and then draw a line in pencil or ink through the number and name of the voter on the roll as evidence that the voter has applied for and has received a voting paper.

(2) Every Returning Officer or Deputy Returning Officer who fails faithfully to perform any duty imposed on him by this regulation by reason whereof any of the requirements of this regulation are not effectively fulfilled is liable to a fine of £10.

Provided that in so far as relates to the duty of securing the corner of the voting paper by gum or other effective means it shall be a sufficient defence if he satisfies the Court that he took all reasonable precautions to secure the same.

64. (1) The voter, having received the voting paper, shall immediately retire into one of the inner compartments provided, and shall there alone and secretly on the voting paper indicate the candidate or candidates for whom he desires to vote by marking a cross in a square set opposite to the name of each such candidate:

Providing that no voting paper shall be rejected as informal that clearly indicates the candidate or candidates for whom the voter intended to vote, whether such indication is made in the manner prescribed by this regulation or otherwise.

(2) Every voter shall, before leaving the inner compartment, fold the paper so that the contents cannot be seen, and shall then deposit it so folded in the ballot-box.

65. (1) Any voter who, not having deposited his voting paper in the ballot-box, satisfies the Returning Officer that he has spoilt it by inadvertence may be supplied with a fresh voting paper, but only after the spoilt one has been returned to the Returning Officer.

(2) The Returning Officer shall cancel such spoilt voting paper by writing across the face thereof the words "Spoilt by voter and a fresh voting paper issued in lieu thereof", and shall affix his initials thereto, and shall retain the spoilt voting paper in his possession until the close of the poll.

(3) The Returning Officer or Deputy Returning Officer presiding at a polling-place shall make up into separate packets, and a Deputy Returning Officer so presiding shall deliver to the Returning Officer as soon as practicable after the close of the poll, all spoilt voting papers returned to him at the polling-place at which he presided.

(4) The provisions of clause (1) of Regulation 75 hereof, providing for the disposal of voting papers, shall apply with respect to the disposal of such spoilt voting papers.

66. If any voter is blind, or is unable to read or write, and so desires, the Returning Officer shall, together with any scrutineers present not exceeding two, and if necessary an interpreter, retire with him into the inner compartment and there make up the voting paper according to the instruction of the voter, and such Returning Officer shall sign his own name at the foot thereof.

APPENDIX XXV

BUSINESS LICENCES ISSUED IN 1952

General Storekeepers—			
Single licence	.....	.....	58 persons or firms.
Two licences	.....	.....	6 " "
Nine licences	.....	.....	1 person or firm.
Fifteen licences	.....	.....	1 "
Nineteen licences	.....	.....	1 "
Thirty-three licences	.....	.....	1 "
Forty-one licences	.....	.....	1 "
Forty-five licences	.....	.....	1 "
Fifty-five licences	.....	.....	1 "
Seventy-two licences	.....	.....	1 "
Tailors	.....	.....	7 licences.
Restaurant proprietors	.....	.....	7 "
Bakers	.....	.....	16 "
Engineers	.....	.....	10 "
Tobacconists	.....	.....	12 "
Hairdressers	.....	.....	5 "
Billiard-saloon proprietors	.....	.....	2 "
Confectioners	.....	.....	7 "
Cabinetmakers	.....	.....	7 "
Insurance agents	.....	.....	10 " , of which 2 were held by one person.
Copra exporters	.....	.....	9 "
Island produce exporters	.....	.....	8 "
Lighters	.....	.....	7 "
Accountants and auditors	.....	.....	5 "
Motor-boat owners	.....	.....	25 " , held by 12 persons or firms.
Commercial travellers	.....	.....	2 "
Sawmillers	.....	.....	2 "
Photographers	.....	.....	2 "
Building contractors	.....	.....	3 "
Theatre proprietors	.....	.....	3 "
Cordial manufacturers	.....	.....	2 "
Accommodation-house keepers	.....	.....	4 "
Commission agents	.....	.....	10 "
Ice manufacturers	.....	.....	4 "
Solicitors	.....	.....	2 "
Stevedores	.....	.....	2 "
Plumbers	.....	.....	5 "
Shipping	.....	.....	5 "
Printing	.....	.....	2 "

APPENDIX XXV—*continued*BUSINESS LICENCES ISSUED IN 1952—*continued*

Petroleum magazines	.....	.....	11 licences, held by 10 persons or firms.
Butchers	.....	8	„, held by 5 persons or firms.
Airways agents	.....	3	„, held by 2 firms.
Bonded warehouse	.....	1	licence.
Banker	.....	1	„
Garage proprietor	.....	1	„
Blacksmith	.....	1	„
Milk vendor	.....	1	„
Cocoa and copra drier	.....	1	„
Sailmaker	.....	1	„
Passenger rowing boats	.....	1	„
Armature winding	.....	1	„
Bowsers	.....	1	„
Saddler	.....	1	„

APPENDIX XXVI

CLIMATOLOGICAL DATA FOR APIA, 1948-52

Total rainfall (inches)	.. ..	1948.	1949.	1950.	1951.	1952.
Number of rain days	.. ..	141.48	114.60	165.07	92.38	89.34
Maximum daily rainfall (inches)	.. ..	4.98	4.31	6.88	4.55	4.40
Date	.. ..	4 Dec.	30 Dec.	24 Dec.	16 June	11 April
Extreme maximum temperature	.....	.....	.....	.....	.....	.....
(°F.)	.. ..	92.9	89.9	89.5	90.2	92.0
Date	.. ..	17 Jan.	25 March	25 Jan.	17 April	31 Jan.
Extreme minimum temperature	.....	.....	.....	.....	.....	.....
(°F.)	.. ..	66.5	65.9	67.4	64.2	67.4
Date	.. ..	28 Aug.	23 July	28 Sept.	22 July	29 Sept.
Mean daily maximum temperature	.....	.....	.....	.....	.....	.....
(°F.)	.. ..	86.5	85.7	85.4	85.8	86.5
Mean daily minimum temperature	.....	.....	.....	.....	.....	.....
(°F.)	.. ..	73.7	73.7	73.3	73.7	74.1
Total amount of bright sunshine	.....	.....	.....	.....	.....	.....
(hours)	.. ..	2,438.4	2,608.2	2,518.4	2,748.0	2,560.9

APPENDIX XXVII

FAIPULE DISTRICTS

Faipule.	Villages.	ŪPOLU		Political Districts.
		Sub-districts.		
1. Lanū	Lauli'i Letogo Vailele Fagali'i	Vaimauga East	—	Tuamasaga.
2. Tofaeono	Matafagatele Vaiala Magiagi Matautu Apiā Tanugamanono Alamagoto	Vaimauga West	—	Tuamasaga.
3. Vaitagutu	Vaimoso Lepea Vaioa	Faleata East	—	Tuamasaga.

APPENDIX XXVII—*continued*
FAIPULE DISTRICTS—*continued*

ŪPOLU—*continued*

Faipule.	Villages.	Sub-districts.	Political Districts.
4. Matai'a S.	Vaitete Vaiusu Saina Toamua	Faleata West	Tuamasaga.
5. Matiu	Faleola Levi Saleimoa Tufulele	Sagaga	Tuamasaga.
6. Mauala S.	Malie Alega Tuana'i	Sagaga (Usofa)	Tuamasaga.
7. Tuala F.	Leauva'a Salamumu	Gaga'emauga (Savai'i)	Salcaula.
8. Aiono T.	Faleasiu Fasito'outa	Alofi 1	A'ana.
9. Tanuvasa	Nofoali'i Leulumoeaga	Alofi 2	A'ana.
10. Tuigamala T.	Fasito'orai Vailu'utai Faleatiu Satapuata Satumalufilufii	Alofi 3	A'ana.
11. Lefataua T.	Mulifanua Faleu Salua A'ai Lefuga'l Apolima		A'iga-ile-Tai.
12. Nanai	Samatau Si'ufaga Pata Matautu Falevai	A'ana West	A'ana.
13. Lemalu F.	Falese'ela Safa'ato'a Savaia Gagai'olevao Matautu	Lefaga	A'ana.
14. Tāoa F.	Sa'auapu Sataoa Lotofaga Niusuatin Vaie'e Fusi Pausaga Tafitoala Mulivai	Safata	Tuamasaga.
15. Li'o T.	Si'umu Mauinoa Saoga	Si'umu	Tuamasaga.
16. Meleisea	Saleilua Poutasi Vaovai Matautu Malaemahu Satalo Sapunaoa Salesatele Salani Sapo'e	Falealili	Atua.
17. Fonoti J.	Matatufu Lotofaga Vavau	Lotofaga	Atua.
18. Paoloti	A'ufaga Lepa Siupapa Saleapaga	Lepa	Atua.

APPENDIX XXVII—*continued*
FAIPULE DISTRICTS—*continued*

UPOLU—*continued*

Faipule.	Villages.	Sub-districts.	Political Districts.
19. Fuaʻataga	Lalomanu Vailoa Ulutogia	Aleipata	Atua.
20. Tafua	Satitua Mutiatele Salea'aumua Samusu Amaile Tiavea	Aleipata	Atua.
21. Talamai'avao	Uafato Samamea Lona Ma'asina, Taolefaga Salimu Musumusu Faleapuna		Vaa-o-fonoti.
22. Alai'asa K.	Sauago Salotele Falevao Lalomauga Manumu Falefa Lufilufi	Anoamaa East	Vaa-o-fonoti.
23. Sagapoinetele	Salaafata Fusi Salelesi Eva Solosolo Luatuannu'u	Anoamaa West	Vaa-o-fonoti.

SAVAI'I

Faipule.	Villages.	Sub-districts.	Political Districts.
1. Gatolosi Peseta	Salelotoga Tinoi-Iva Vaiafai Salelavatu Lalomalava	Fa'asaleleaga I	Fa'asaleleaga.
2. Fa'u Leo	Sapapali'i Safotulafai	Fa'asaleleaga II	Fa'asaleleaga.
3. To'oaia Polu	Faga Sa'asa'ai Saipipi	Fa'asaleleaga III	Fa'asaleleaga.
4. Tiga Pisa	Asaga Lano, Pu'apu'a	Fa'asaleleaga IV	Fa'asaleleaga.
5. Tuafa Fa'ana	Leauva'a (Upolu) Salamumu	Gaga'emauga I	Gaga'emauga.
6. Aua'i P.	Patamea Samalaefu Saleaula	Gaga'emauga II	Gaga'emauga.
7. Loto T.	Safa'i Sato'alepoi Fagamalo Lelepa Ava Vaipouli Salei'a	Gaga'emauga III	Gaga'emauga.
8. Taito Tanu	Manase Salotu	Gagaifomanga I	Le-ali-i le-Itu.
9. Mamea Falo	Paia Samauga Lefagaali'i Salune Fatuvafu	Gagaifomanga II	Le-ali-i le-Itu.

APPENDIX XXVII—*continued*
 FAIPULE DISTRICTS—*continued*

SAVAI'I—*continued*

Faipule.	Villages.	Sub-districts.	Political Districts.
10. Polataivao L.	Fagae'e Sasina Letui Aopo	Gaqaifomauga III	Le-ali-o le-Itu.
11. Tufuga Fatu	Asau Auala Vaisala	Vaisigano East	Vaisigano.
12. Lesatele Rapi	Sataua Papa	Vaisigano West	Vaisigano.
13. Tai'i M.	Avata Vaotupua	Falealupo	Vaisigano.
14. Aiolupo M.	Tulurafae Neiafu Falelima	Alataua i Sisiifo	Vaisigano.
15. Tuisalega I.	Fagafau Samata Fogafu Fata'ai Vaipn'a Fogasavai'i Sagone	Salega	Satupa'itea.
16. Toileto Tifi	Foalalo Foauga Satauaatua Sala'ilua Yaga	Palauli West	Palauli.
17. Aslata T.	Satufia Vaaga Pitonu'u	Satupa'itea	Satupa'itea.
18. Tofa Polevia	Sili Gautavai Gataivai Puleia Pafua	Palauli (Falefa)	Palauli.
19. Leleisi'uao M.	Vailoa, Vaitoimuli Fa'a'ala	Palauli	Palauli.

Index

The following references are to questions asked in the Questionnaire approved by the Trusteeship Council on 6 June 1952.

Question	Page	Question	Page	Question	Page
1	9	54	70	108	111
2	9-11	55	72-78	109	111-112
3	11-12	56	72-79	110	112
4	12-15	57	78-79	111	112
5	16-17	58	80-81	112	112-114
6	17-21	59	81	113	113
7	21	60	81	114	114
8	22	61	79	115	113
9	22	62	81-82	116	113
10	22-23	63	82	117	114-117
11	22	64	82	118	117
12	24	65	83	119	117
13	25	66	83	120	116-117
14	26-28	67	83	121	119-120
15	29	68	—	122	120-121
16	See text, p. 30 <i>et seq.</i>	69	—	123	121
17	31-32	70	83	124	121-122
18	32	71	83	125	122-123
19	32-35	72	83-84	126	123
20	36-38	73	83-84	127	123-124
21	38-41	74	84	128	124
22	41-44	75	85-91	129	124
23	44-45	76	92	130	124
24	45-46	77	91	131	124-125
25	46	78	93	132	125
26	47-48	79	94-97	133	125
27	48-49	80	97	134	125
28	49	81	97-99	135	126
29	50-51	82	99-100	136	—
30	51	83	100	137	126
31	51	84	100-101	138	126
32	51-52	85	100	139	126
33	53	86	101-102	140	126
34	53	87	102	141	127
35	54	88	103	142	127-129
36	54	89	103-104	143	129
37	54	90	104-105	144	129
38	55	91	105	145	129-130
39	55	92	105	146	130
40	55	93	105	147	130
41	55	94	105	148	131
42	56-57	95	105	149	131-132
43	57	96	105-106	150	133
44	58	97	106	151	133-135
45	58-62	98	106-108	152	135-136
46	—	99	108	153	136
47	62-63	100	108-109	154	136
48	60	101	109	155	136
49	61	102	109	156	136
50	64-69	103	97, 110	157	137
51	69	104	110	158	137-138
52	70	105	110	159	138-139
53	71	106	110	160	139
		107	110-111	161	139-141

INDEX—*continued*

Question	Page	Question	Page	Question	Page
162	142	172	145-146	182	148-149
163	142	173	146	183	149
164	143	174	146	184	149
165	143	175	146	185	149-150
166	143	176	146	186	149
167	143	177	147	187	150
168	144	178	148	188	150
169	144-145	179	148	189	151-156
170	145	180	148	190	157
171	145	181	148-149		